

Development Review Timeline Metrics - Q2 2025

Date: June 26, 2025

To: Planning and Housing Committee

From: Deputy City Manager, Development and Growth Services

Wards: All

SUMMARY

This report responds to Planning and Housing Committee's direction to staff to report on development review timeline metrics to the Planning and Housing Committee on a quarterly basis ([2023.PH6.2](#)). Quarterly reports include the following:

- a. Average timeline to complete the Pre-Application Consultation Process;
- b. Average timeline to reach a decision on a Zoning By-law Application;
- c. Average timeline to reach a decision on a combined Official Plan Amendment/Zoning By-law Application; and
- d. Average timeline to approve a Site Plan Application.

In addition to a description of the metrics listed above, the report provides context on how ongoing improvements to the development review process impact application review timelines in the medium to long term.

Quarterly reports are also available for Q1 2025 ([2025PH20.5](#)) and 2024: Q1 2024 ([2024.PH9.2](#)), Q2 2024 ([2024.PH11.5](#)), Q3 2024 ([2024.PH14.4](#)), and Q4 2024 ([2024.PH16.5](#)). Reporting has evolved to reflect ongoing legislative change and to improve data accuracy and interpretation, as detailed in the 'Comments' section of this report.

This report is the last in the series of quarterly reports to Planning and Housing Committee as the data provided in this report is now publicly available from the Toronto Housing Data Hub: <https://www.toronto.ca/city-government/data-research-maps/toronto-housing-data-hub/housing-data/?tab=tab-3>

RECOMMENDATIONS

The Deputy City Manager, Development and Growth Services recommends that:

1. Planning and Housing Committee receive this report for information.

FINANCIAL IMPACT

There are no financial implications resulting from the recommendations included in this report. As addressed in a previous related report, ([2022.EX1.4](#)), Bill 109 previously presented significant risk to the City's cost recovery model of development review services.

On June 6, 2024, Bill 185, the *Cutting Red Tape to Build More Homes Act* received Royal Assent. Bill 185 removed application fee refund provisions introduced under Bill 109. Bill 185 does not waive any application fee refund eligibility accrued under Bill 109, potentially resulting in ongoing financial impact to municipalities.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

DECISION HISTORY

On June 25, 2025, City Council adopted the report "Preliminary Assessment of City Impacts from Bill 17, *Protect Ontario by Building Faster and Smarter Act*, 2025 and Provincial Budget." Bill 17 limits municipal control over complete application requirements with the stated intent of reducing development application review timelines.

<https://secure.toronto.ca/council/agenda-item.do?item=2025.EX24.2>

On May 22, 2024, City Council adopted the report "City Comments on Proposed Bill 185 - *Cutting Red Tape to Build More Homes Act*, 2024, Provincial Planning Statement, 2024, and New Minister Zoning Order framework." Bill 185 removes application fee refunds and mandatory pre-application consultation from the *City of Toronto Act* and the *Planning Act*.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.PH12.7>

On December 13, 2023, City Council adopted the report "Implementing Bill 109 - 2023 Annual Update" outlining the implementation efforts of staff in responding to Bill 109 and plans for further policy and program updates in 2024.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.PH8.7>

On October 11, 2023, City Council directed the Deputy City Manager, Development and Growth Services, to report to the Planning and Housing Committee on a quarterly basis

beginning in the first quarter of 2024 with available metrics related to changes in development application review timelines as a result of continuous improvements to city processes, including:

- a. average timeline to complete the Pre-Application Consultation Process;
- b. average timeline to reach a decision on a Zoning By-law Application;
- c. average timeline to reach a decision on an Official Plan Amendment/Zoning By-law Application; and
- d. average timeline to achieve an approved Site Plan Application.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.PH6.2>

COMMENTS

Methodology

The metrics included in this report measure the City's performance against service level standards (in the case of pre-application consultation) and legislated time to decision or approval (for development applications). Legislated time to decision, as defined by the *Planning Act*, is the number of calendar days from the day an application is deemed complete to the day Council or the approval authority makes a decision. Note that the *Planning Act* does not include "stop the clock" provisions, which means time to decision represents the total time an application is with the City for review and with the applicant to address any comments (i.e., the timeline is not fully within the City's control).

Pre-Application Consultation: Pre-application consultation is an encouraged but voluntary process that supports the submission of a complete application. This metric measures the average number of business days from the time an applicant requests a PAC meeting to the time the City issues a Planning Application Checklist Package. Average timelines are presented in two ways in Attachment 1: One-year average and six-month average. The City's PAC process service standard is 40 business days.

Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBA)

Applications: The legislated time to decision for a combined OPA/ZBA application is 120 calendar days. For a standalone ZBA application, the legislated time to decision is 90 calendar days. In Q4 2024, the Development Review Division updated its approach to metrics reporting to provide a more accurate picture of the time to decision for files that were actively under review during two defined time periods:

- Applications submitted during the five-year period between July 1, 2018 and June 30, 2023, and
- Applications submitted on or after July 1, 2023.

Site Plan Control Applications: The legislated time to approval for a Site Plan Control application is 60 business days. The City measures this metric as the average number of calendar days it takes to issue the first decision (e.g., Notice of Approval Conditions (NOAC), refusal) for a complete Site Plan application. Similar to OPA and ZBA

applications, this metric has been updated to report on two simplified categories of applications:

- Applications submitted during the five-year period between July 1, 2018 and June 30, 2023, and
- Applications submitted on or after July 1, 2023.

Metrics Overview

Attachment 1 to this report includes metrics for the pre-application consultation process and development application review timelines. Attachment 2 provides additional information about decision-making trends. Highlights from the metrics analysis include:

- By May 2025, the City had received **188 PAC meeting requests**, representing an approximate 10% decline year-over-year. However, relative to application submission volume, there is a continued interest in voluntary pre-application consultation with City staff to support the submission of a complete application.
- Q2 2025 metrics continue to reflect consistent average timelines for the pre-application consultation service, in line with the City's service level standard. The **six-month average timeline is 40 days**, compared to the **one-year average of 43 days**.
- In Q2 2025, the average time to decision for combined OPA/ZBA applications (**142 days**) and standalone ZBA applications (**136 days**) submitted on or after July 1, 2023 increased over Q1 2025. This increase reflects a strong desire among applicants and staff for some flexibility on timelines to support approvals. For example, if a few additional weeks of review enable staff to recommend an application be approved instead of approved with holding provisions or refused, applicants often prefer this approach. This approach also supports the City's priority objective of approving more housing units.
- Data related to holding provisions (see Attachment 2) further illustrates the approach described above. In 2024, the City approved 33 ZBA applications with holding provisions. By the end of May 2025, only six ZBA applications were approved with holding provisions, indicating a declining trend in the use of such provisions in favour of taking some additional time to achieve an unconditional approval.
- Time to decision for applications received prior to Bill 109 (i.e., prior to July 1, 2023) remains just under two years on average. Backlog management continues to be a focus in 2025 to ensure these applications receive a decision in a timely manner.
- Average time to decision for Site Plan applications has increased slightly since Q1 2025 to **129 days**. At the same time, as illustrated in Attachment 2, the rate of refusal for Site Plan applications has decreased significantly from **55% in Q1 2025 to 35% in Q2**. This trend is consistent with the City's approach to OPA and

ZBA approvals: approvals are easier to achieve with some timeline flexibility.
This approach helps projects advance quicker to the building permit stage and ultimately, start construction sooner.

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SIGNATURE

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ATTACHMENTS

Attachment 1: Development Review Timeline Metrics - Q2 2025

Attachment 2: Decision Trends - Site Plan & Zoning By-law