

## **Development Activity 2025**

**Date:** May 28, 2026

**To:** Planning and Housing Committee

**From:** Chief Planner and Executive Director, City Planning

**Wards:** All

### **SUMMARY**

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Understanding current development activity is essential to managing future growth and building a city that is inclusive, successful and sustainable.

Development and Growth Services plays a central role in shaping Toronto's future through increasing housing supply, including affordable housing, retaining employment lands, planning for complete communities and integrated transit, and delivering efficient development approvals processes.

The 2025 Development Activity Bulletin examines development activity in Toronto from multiple perspectives, beginning with the broader market context and progressing to more detailed analysis. The primary purpose of the Bulletin is to monitor the growth management policies of Toronto's Official Plan. The detailed analysis of the 2025 Development Activity Bulletin offers key insights into Toronto's growth and potential urban changes ahead.

### **RECOMMENDATIONS**

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The Chief Planner and Executive Director, City Planning recommends that:

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

### **FINANCIAL IMPACT**

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There are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

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

## DECISION HISTORY

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Since 2007, City Planning has published an annual research bulletin reporting on development activity across Toronto for the purpose of monitoring the implementation of the Official Plan. Previously published as the Development Pipeline Bulletin, the new Development Activity Bulletin responds to the creation of the Development and Growth Service Area, reporting on DGS development-related activity at large.

The Development Activity Bulletin highlights emerging trends in the scale, location and characteristics of development projects in the city. In addition, the Bulletin reports on Toronto's progress towards achieving long-range Provincial growth targets and forecasts. Past bulletins, published as the Development Pipeline Bulletin, can be found at: <https://www.toronto.ca/city-government/data-research-maps/research-reports/planning-development/development-pipeline/>.

## COMMENTS

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### **Current Market Conditions Present Difficulties in Alleviating Toronto's Housing Crisis**

While the construction of new housing has increased considerably, it has not kept pace with the increasing population and the city continues to experience a housing crisis. Current market conditions continue to present difficulties in alleviating Toronto's housing crisis, with a recent slowdown in housing applications and starts, contributing to reduced housing supply in the future. Market confidence has weakened, driven by increased borrowing costs, rising construction costs, lowered immigration targets, rising unemployment and economic uncertainty at a national and global scale.

### **Toronto's Development Pipeline**

The Development Pipeline is an analytical dataset that captures a citywide picture of proposed and recently built development projects in Toronto above the Site Plan Control threshold (e.g. more than 10 units). It is used to understand recent growth patterns and to assess how future development supports citywide planning objectives. The Development Pipeline includes projects with any approval or construction activity within a rolling five-year window. The 2025 Development Pipeline includes projects with activity between January 1, 2021, and December 31, 2025.

### **Residential Development**

Despite market uncertainty, residential development potential continues to grow. As of the end of 2025, there were just over 791,000 units proposed in the Development Pipeline, up 7% compared to 2024. Of the proposed residential units, 49% are under review, 38% have at least one Planning approval, and the remaining 13% have either applied for or have been issued Building Permits. The Development Pipeline includes 151,000 proposed purpose-built rental units, nearly 20,000 more than in 2024.

## **Non-Residential Development**

Just over half of the projects in the Pipeline include some amount of non-residential gross floor area (GFA). About 16% of projects are exclusively non-residential. The Development Pipeline contains 8.9 million square metres of non-residential GFA, of which 33% is under review, 43% is approved and the remaining 23% is in projects that have either applied for or have been issued Building Permits. The Development Pipeline shows a decline of more than 1 million square metres in proposed non-residential GFA compared to 2024. This reflects both a reduction in new non-residential projects entering the Pipeline and revisions to existing proposals that have scaled back or removed non-residential components as they progress through the development process.

## **Toronto is on Track to Achieve Population Targets**

There is more than enough potential housing supply in the Development Pipeline to accommodate the 2051 population forecast of 3,651,000 people in the former Provincial Growth Plan and the Official Plan target. The Provincial Planning Statement (2024) also references the Ontario Population Projections published by the Ministry of Finance, which currently anticipate a population of 3.76 million in the City of Toronto by 2051. The 2025 Development Pipeline has the potential to create homes for 1.36 million people if all proposed units are built and occupied, bringing the potential population of Toronto to 4.63 million people. Recent economic conditions create challenges to realizing this potential housing.

## **Growth is Occurring in Alignment with the Official Plan**

Development activity is strongly aligned with Official Plan policy, with the vast majority of residential and non-residential development occurring in its Growth Areas: Downtown and the Central Waterfront, the four Centres, along the Avenues, in Employment Areas and in other Mixed Use areas. In the Development Pipeline, 84% of proposed residential units and 89% of proposed non-residential gross floor area are located in Growth Areas.

## **Next Steps**

City Planning will continue to track residential and non-residential development activity and report on trends through the annual Development Activity Bulletin. Planned technology upgrades to the City's integrated business management system will enable improved reporting in Development and Growth Services.

## **CONTACT**

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## **SIGNATURE**

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Jason Thorne  
Chief Planner and Executive Director  
City Planning

## **ATTACHMENTS**

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Attachment 1: Development Activity 2025 Bulletin