

This bulletin illustrates how the city has developed and how it will continue to grow over time. It provides an overview of all development projects with approval or construction activity between January 1, 2016 and December 31, 2020. Special topics include the City's pandemic response, the Growth Plan forecasts, and land use planning and heritage conservation working together. Available from <https://www.toronto.ca/city-government/data-research-maps/research-reports/planning-development/>



## Development Pipeline 2021

### Highlights

503,362 residential units and 12,853,823 square metres of non-residential gross floor area (GFA) were proposed, representing all projects with development activity between January 1, 2016 and December 31, 2020

There are 68,293 more residential units and 768,675 square metres more non-residential GFA in this pipeline compared to the 2019 Q4 pipeline

93,836 new residential units were constructed between 2016 and 2020

162,757 residential units and 5,561,590 square metres of non-residential GFA are in active projects that have received at least one Planning approval but have not yet been built

86% of new residential development is proposed in areas targeted for growth by the City's Official Plan

90% of new non-residential development is proposed in areas targeted for growth by the City's Official Plan including Employment Areas

The Downtown and Central Waterfront area is the main location for proposed residential development with 32% of the residential units and 38% of the non-residential GFA proposed in the city

Secondary Plan areas contain proposals for 60% of the residential units and 59% of the non-residential GFA proposed citywide

### Introduction

Toronto is Canada's most populous city and the focal point of development and growth for the Greater Toronto Area (GTA). For many years now, Toronto has experienced a surge of both residential and non-residential development. This annual bulletin examines how and where the city has been growing over the past five years, and how it will continue to develop in the near future.

Toronto's Official Plan came into force in June 2006 and has subsequently undergone a number of thematic amendments to bring it into conformity with the Growth Plan and the Provincial Policy Statement. The Official Plan is the guide for development in the city over the next 30 years. While gradual intensification occurs across the city, its central purpose is to direct growth to appropriate areas and away from the city's stable residential neighbourhoods and green spaces. The locations recognized as being most appropriate for residential and employment growth are those identified in the Official Plan's Urban Structure Map as Avenues, Centres and Downtown<sup>1</sup>, as well as other areas in the city designated as *Mixed Use Areas* and *Employment Areas*.<sup>2</sup> These appropriate areas are also those that are well integrated and serviced by infrastructure, transit and other community services and facilities. The Official Plan's Urban Structure Map is included in this bulletin as Map 1 on page 2. The

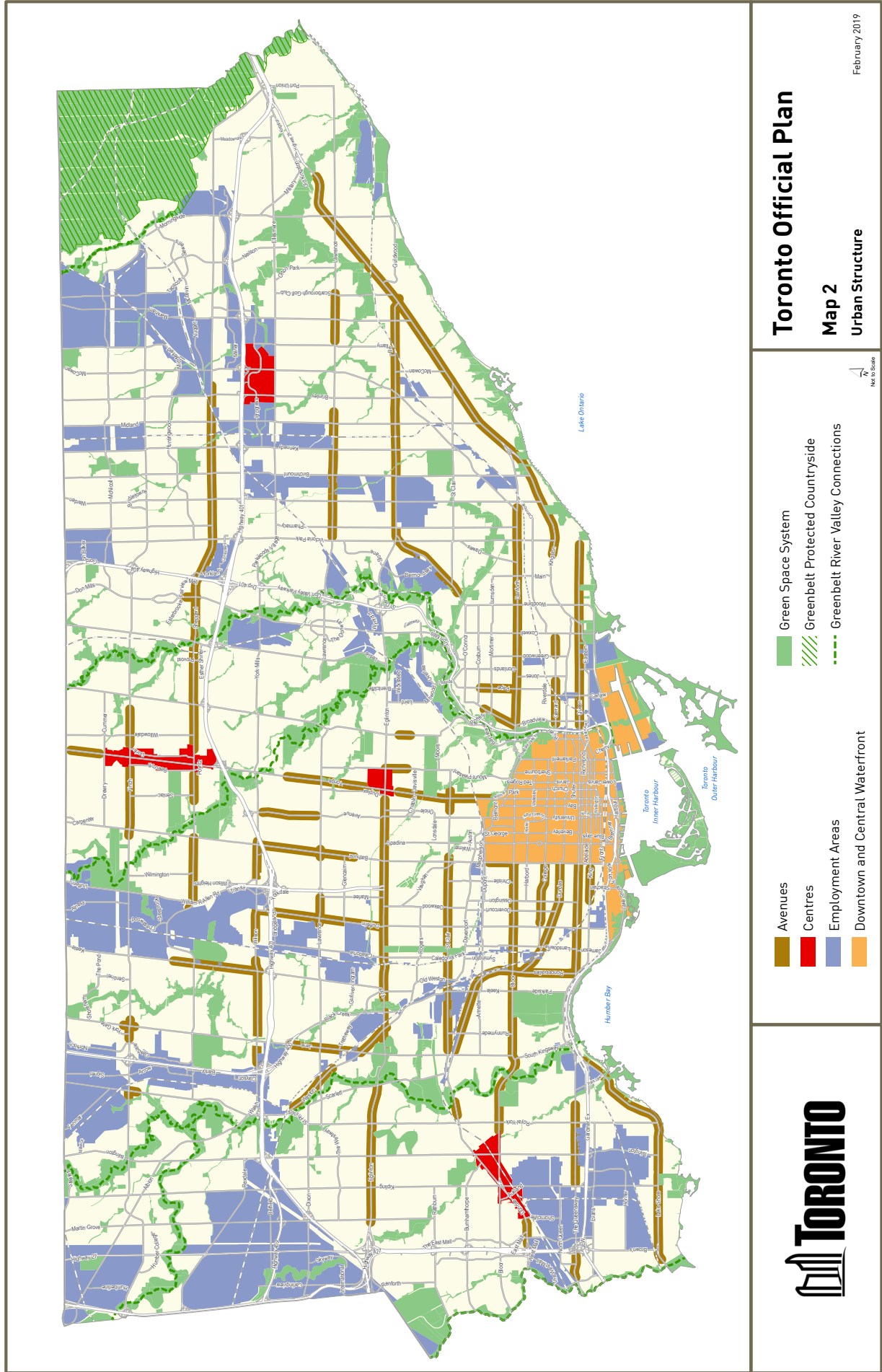
City is also working to facilitate more low-rise housing in residential neighbourhoods to meet the needs of our growing city through the Expanding Housing Options in Neighbourhoods (EHON) initiative.<sup>3</sup>

### Toronto's Development Pipeline

#### What is the Development Pipeline?

The City of Toronto's Development Pipeline consists of all development projects in the City of Toronto with any development activity in the five-year window, between January 1, 2016 and December 31, 2020. This provides a lens through which to monitor Toronto's near-term housing supply which in turn provides an extensive representation of development activity within the city. A development project is the collection of Planning and Building Permit Applications having to do with a single site. Development activity refers to progress at any stage of the approvals and development processes, including: Planning application submission, review and approval; Building Permit application and issuance, construction, occupancy, and completion.

Map 1: Official Plan Urban Structure Map



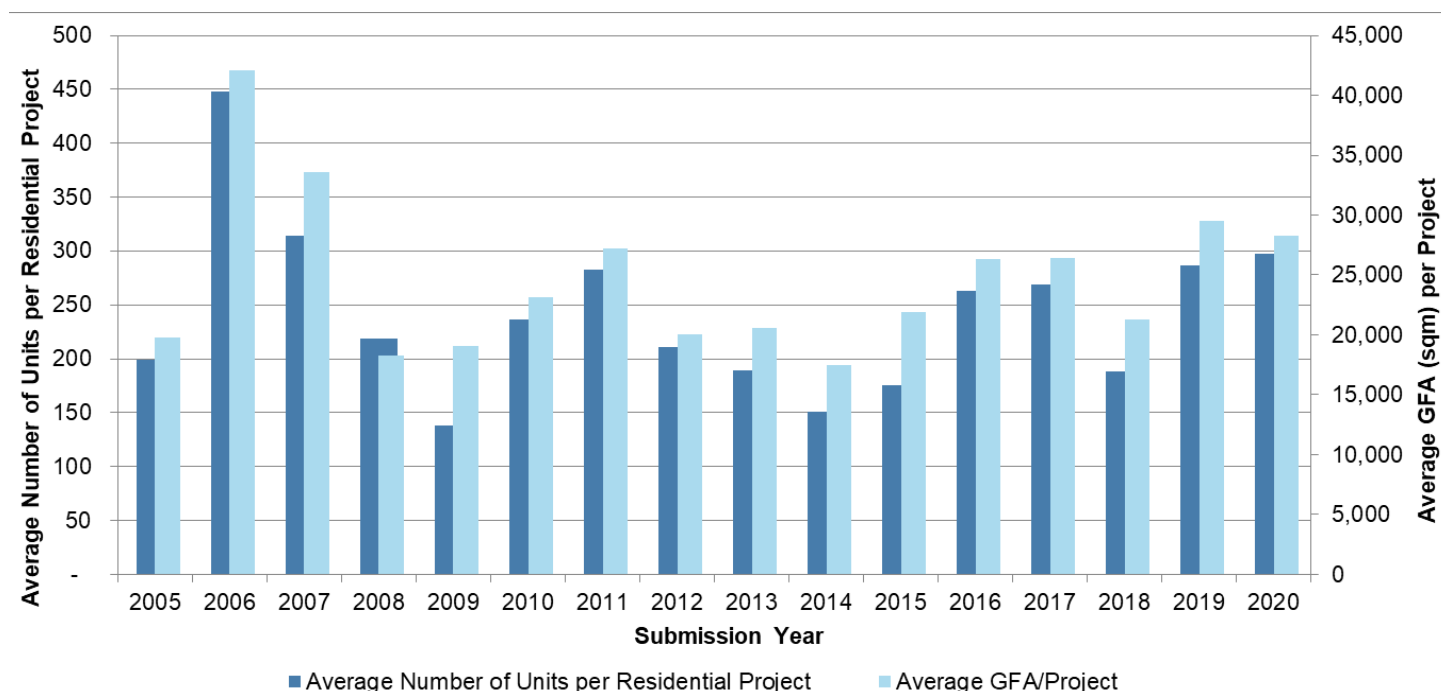
Projects are categorized into three general statuses, based on the stage of the development approvals and construction process they reached between January 1, 2016 and December 31, 2020.

- Built projects are those which became ready for occupancy and/or were completed during the period.
- Active projects are those which have received at least one Planning approval but which have not yet been built, including:
  - projects with their first Planning approval such as approved Official Plan Amendments and/or Zoning By-law Amendments, which may or may not have applications for Site Plan Control submitted or approved;
  - projects with some Planning approvals and for which Building Permits have been applied for or have been issued but for which construction has not yet started; and
  - projects which are under construction but are not yet built.
- Under Review projects are those which have not yet been approved or refused, and those which are under appeal.

## The Development Pipeline Prior to 2016

Previous versions of the Pipeline before 2016 are not directly comparable. Prior to 2016, previous issues of this bulletin reported on all applications received within a five-year period. An increasing number of projects still progressing through the development approvals process fell outside of the Pipeline window. Over time projects have become larger and more complex and subsequently require a longer review and construction process (see Figure 1). Consequently, in 2016, the Development Pipeline was enhanced to identify projects with any approval or construction activity within the five-year timeframe, to provide a more fulsome representation of near-term housing supply in the city.

**Figure 1: Proposed Units and GFA per Residential Project by Submission Year**



Source: City of Toronto, City Planning Division: Land Use Information System II

Development projects submitted between January 1, 2005 and December 31, 2020 and with activity between January 1, 2016 and December 31, 2020.

Proposed GFA includes residential and non-residential GFA.

## Project Stages and Statuses

Status	Stage
Under Review	Planning Application Submitted
Active	Delegated/Council Approval
Active	Permit Application
Active	Issuance of a Permit
Active	Work Started
Built	Ready for Occupancy
Built	Work Completed

Delegated approval refers to Site Plan or Plan of Condominium approvals that have been granted by the Chief Planner.

The tracking of development projects has been improved, and undergoes continuous improvement. For example, complex projects have been split into phases so that the different parts of a project can be tracked at different stages of development as they are submitted. This has enabled each phase to be reflected in the Pipeline until that phase is either built or becomes inactive. Tracking has been further enhanced through a two-year data maintenance project, enabling the distinction between existing buildings, uses and residential units that may be retained on the site from previous development, and the new buildings, uses and residential units proposed to be added to the site. The Pipeline in this bulletin reports on newly proposed uses, units and spaces.

## The Development Pipeline January 1, 2016 – December 31, 2020

Toronto continues to experience strong growth and development activity (see Maps 2 and 3 on pages 5 and 6). The 2020 Development Pipeline is comprised of 2,114 development projects (see Table 1). Cumulatively, these projects propose a record 503,362 residential units and 12,853,823 square metres of non-residential gross floor area (GFA) (see Tables 2 and 3 on page 7).

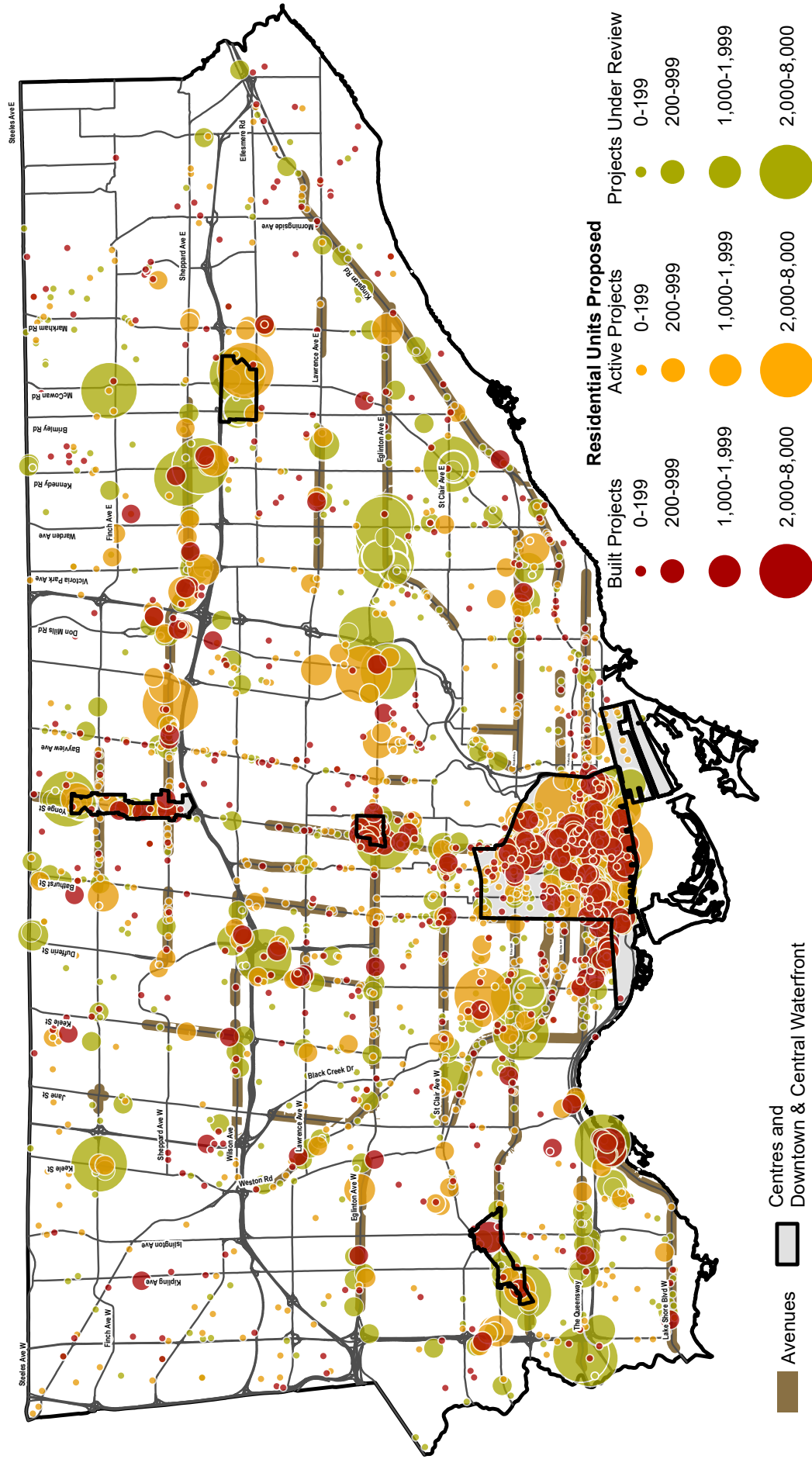
**Table 1: Proposed Projects in City of Toronto by Status**

	Built	Active	Under Review	Total in Pipeline	% of Total
<b>City of Toronto</b>	<b>584</b>	<b>756</b>	<b>774</b>	<b>2,114</b>	<b>100.0</b>
<b>Growth Areas</b>	<b>335</b>	<b>471</b>	<b>513</b>	<b>1,319</b>	<b>62.4</b>
<b>Downtown and Central Waterfront</b>	122	175	170	<b>467</b>	22.1
<b>Centres</b>	30	31	44	<b>105</b>	5.0
<b>Avenues</b>	124	187	211	<b>522</b>	24.7
<b>Other Mixed Use Areas</b>	59	78	88	<b>225</b>	10.6
<b>All Other Areas</b>	249	285	261	<b>795</b>	37.6

Source: City of Toronto, City Planning: Land Use Information System II

Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects Under Review are those which have not yet been approved or refused and those which are under appeal.

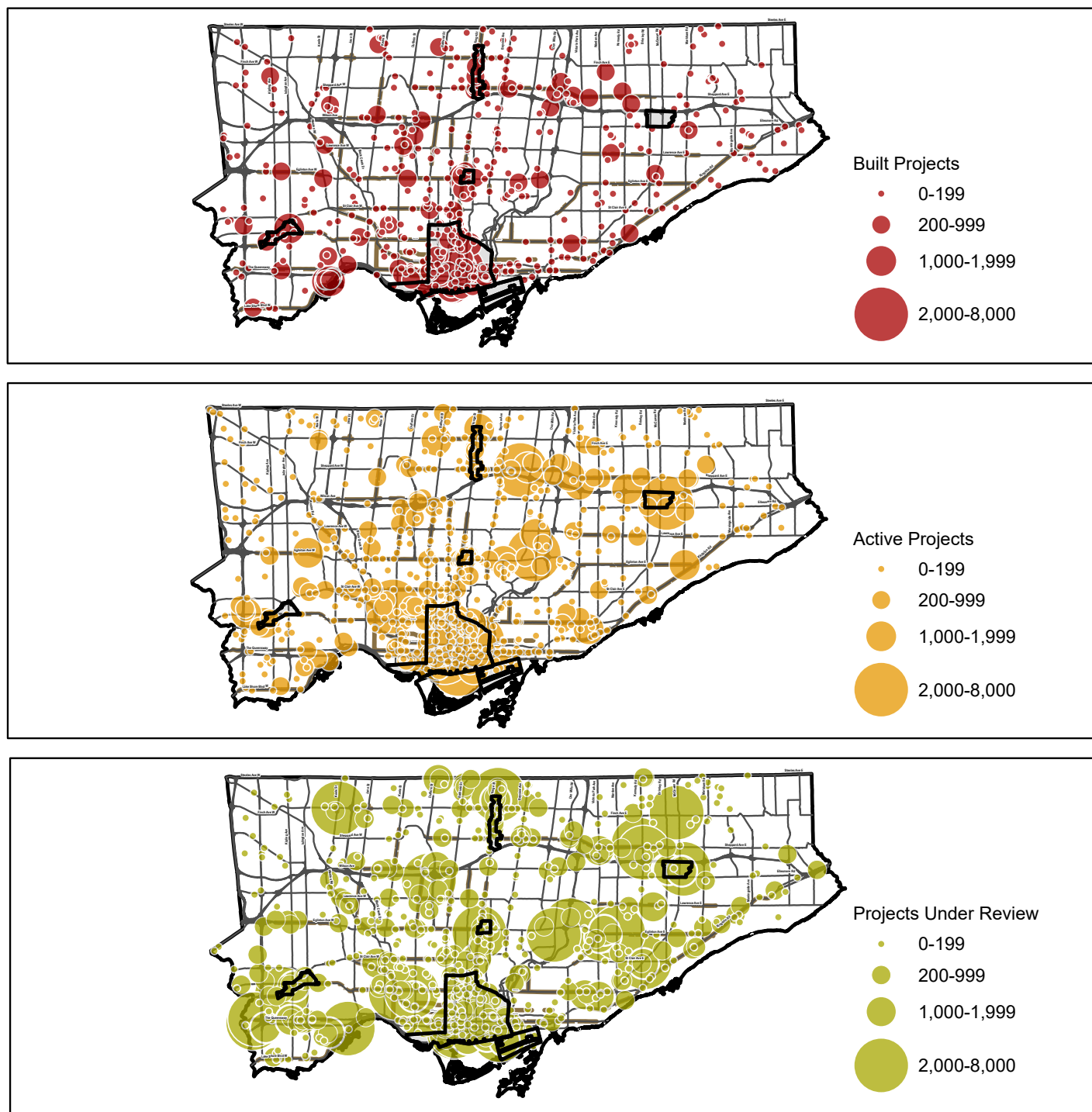
Map 2: City of Toronto Proposed Residential Development



Source: Land Use Information System II  
Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

Prepared by: Toronto City Planning Division, Planning Research and Analytics - June 2021  
Copyright © 2021 City of Toronto. All Rights Reserved.  
Published: June 2021.

### Map 3: City of Toronto Proposed Residential Development by Status



Source: Land Use Information System II

Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

Prepared by: Toronto City Planning Division, Planning Research and Analytics - June 2021

Copyright © 2021 City of Toronto. All Rights Reserved.  
Published: June 2021.

Avenues



Centres and Downtown & Central Waterfront



Recent years of data maintenance by City Planning staff have enabled the inclusion of Table 4a and Table 4b, which represent both retained and proposed residential units as well as residential and non-residential GFA in square metres. Over 93% of the total

residential units are proposed and the remaining 7% are retained from the previous uses. Over 92% of total residential GFA is proposed and 8% is retained, whereas almost 65% of total non-residential GFA is proposed while 35% is retained uses.

**Table 2: Proposed Residential Units in City of Toronto by Status**

	Built	Active	Under Review	Total in Pipeline	% of Total	% of Growth Areas
<b>City of Toronto</b>	<b>93,836</b>	<b>162,757</b>	<b>246,769</b>	<b>503,362</b>	<b>100.00</b>	
<b>Growth Areas</b>	83,582	145,717	204,787	<b>434,086</b>	<b>86.2</b>	<b>100.0</b>
<b>Downtown and Central Waterfront</b>	41,685	61,922	55,395	<b>159,002</b>	31.6	36.6
<b>Centres</b>	9,799	17,612	24,702	<b>52,113</b>	10.4	12.0
<b>Avenues</b>	20,216	32,600	68,063	<b>120,879</b>	24.0	27.8
<b>Other Mixed Use Areas</b>	11,882	33,583	56,627	<b>102,092</b>	20.3	23.5
<b>All Other Areas</b>	10,254	17,040	41,982	<b>69,276</b>	13.8	

Source: City of Toronto, City Planning: Land Use Information System II

Proposed residential units in development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects Under Review are those which have not yet been approved or refused and those which are under appeal.

**Table 3: Proposed Non-Residential GFA (m<sup>2</sup>) in City of Toronto by Status**

	Built	Active	Under Review	Total in Pipeline	% of Total	% of Growth Areas
<b>City of Toronto</b>	<b>2,413,647</b>	<b>5,561,590</b>	<b>4,878,586</b>	<b>12,853,823</b>	<b>100.0</b>	
<b>Growth Areas</b>	1,373,936	3,113,509	3,303,586	<b>7,791,031</b>	<b>60.6</b>	<b>100.0</b>
<b>Downtown and Central Waterfront</b>	926,222	2,175,222	1,774,008	<b>4,875,452</b>	37.9	62.6
<b>Centres</b>	77,257	129,593	213,546	<b>420,397</b>	3.3	5.4
<b>Avenues</b>	190,949	284,894	644,069	<b>1,119,912</b>	8.7	14.4
<b>Other Mixed Use Areas</b>	179,508	523,800	671,963	<b>1,375,271</b>	10.7	17.7
<b>All Other Areas</b>	1,039,712	2,448,082	1,574,999	<b>5,062,793</b>	39.4	

Source: City of Toronto, City Planning: Land Use Information System II

Proposed non-residential GFA in development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects Under Review are those which have not yet been approved or refused and those which are under appeal. Gross floor area values are expressed in square metres.

The Development Pipeline tracks and reports on residential units which are newly proposed as part of a development project. In order to realize these proposed residential units, existing residential units may be demolished. The number of “net new” proposed units, which are the proposed units less the units demolished to realize them, can be estimated using Demolition Permits issued by the Toronto Building Division. Based on Demolition Permits in the City of Toronto over the past 16 years from 2005 to 2020, the overall average rate of demolition versus housing units started is 7.8% and the demolition rate is 8.9% of the units completed over the same period as reported by Canada Mortgage and Housing Corporation (CMHC).

Table 4c applies the demolition rate to the number of proposed residential units and proposed

residential gross floor area within the current Development Pipeline. Using the demolition rate of 8.9%, the Development Pipeline contains an estimated 458,563 net new residential units and 35,519,123 m<sup>2</sup> of net new residential GFA. This is a conservative estimate of the net new housing supply if the Development Pipeline were realized.

The majority of the Demolition Permits issued were for the teardown and replacement of single houses or were associated with lot severances. As-of-right construction, or development below the Site Plan Control threshold, does not require a Site Plan application and is not captured by the Development Pipeline. To apply the overall average demolition rate to the Pipeline will significantly overestimate the units that would need to be demolished to realize the housing potential in the Pipeline.

**Table 4a: Proposed, Retained and Total Residential Units and GFA (m<sup>2</sup>)**

	<b>Retained</b>	<b>Proposed</b>	<b>Total</b>	<b>Proposed %</b>
<b>Units</b>	36,754	503,362	540,116	93.2%
<b>Residential GFA</b>	3,224,666	38,989,158	42,214,545	92.4%
<b>Non-Residential GFA</b>	7,001,806	12,853,823	19,855,629	64.7%

**Table 4b: Proposed, Retained and Total Non-Residential GFA (m<sup>2</sup>)**

	<b>Retained</b>	<b>Proposed</b>	<b>Total</b>	<b>Proposed %</b>
<b>Total</b>	<b>7,001,806</b>	<b>12,853,823</b>	<b>19,855,629</b>	<b>64.7%</b>
<b>Under Review</b>	2,356,897	4,878,586	7,235,483	67.4%
<b>Active</b>	2,218,046	5,561,590	7,779,637	71.5%
<b>Built</b>	2,426,862	2,413,647	4,840,510	49.9%

Source: City of Toronto, City Planning: Land Use Information System II

Proposed, retained and total residential units, residential GFA, and non-residential GFA in development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects Under Review are those which have not yet been approved or refused and those which are under appeal. Gross floor area values are expressed in square metres.

The 2020 Pipeline contained 68,293 more residential units than the 2019 Pipeline which reported on projects active between January 1, 2015 and December 31, 2019. This is growth of 16% in the near-term housing supply in a single year. The 2020 Pipeline also contains 768,675 m<sup>2</sup> more non-residential GFA or 6% more space over the 2019 Pipeline. The 2020 Pipeline only contains two more development projects than the 2019 Pipeline (2,114 versus 2,112). This surge in both residential and non-residential supply confirms the continuing trend towards larger and more complex projects since the Official Plan was adopted by Council in 2002.

The residential projects in growth management areas of the Official Plan (as described in the Introduction) are almost 11% larger on average than those elsewhere in the city (see Table A.1 in the Appendix). While the size

of residential projects in Downtown and the Central Waterfront has grown slightly, projects in the Centres, along the Avenues and in other *Mixed Use Areas* have grown by a range of 34 to 86 units on average across the different types of growth management areas. This indicates a dispersal of growth and project size to more areas of the city. Average non-residential space per project has also increased significantly in all areas within the city. Projects are also becoming larger within the Pipeline itself. Active residential projects are 34% larger than those already built, while projects Under Review are on average a little over a third larger than those recently completed. The average amount of non-residential space in Under Review and Active projects is more than twice the overall average (see Table A.1 in the Appendix).

**Table 4c: Estimated Net Supply of Residential Units and GFA**

8.9% Average Demolition Rate	Residential Units			Residential GFA (m <sup>2</sup> )		
	Proposed	Estimated Demolition	Net New Units	Proposed	Estimated Demolition	Net New GFA
<b>Total</b>	<b>503,362</b>	<b>44,799</b>	<b>458,563</b>	<b>38,989,158</b>	<b>3,470,035</b>	<b>35,519,123</b>
<b>Under Review</b>	246,769	21,962	224,807	18,811,480	1,674,222	17,137,258
<b>Active</b>	162,757	14,485	148,272	12,903,702	1,148,429	11,755,273
<b>Built</b>	93,836	8,351	85,485	7,273,976	647,384	6,626,592

Source: City of Toronto, City Planning: Land Use Information System II

Proposed residential units and residential GFA in development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects Under Review are those which have not yet been approved or refused and those which are under appeal. Gross floor area values are expressed in square metres. Citywide demolition rate is based on Demolition Permits issued 2005-2020 versus CMHC Completions over the same period.

As the average size of development projects increases, so does the magnitude of development approved by Council. Over the five years from 2016 to 2020, Council has approved more residential units than were built (see Table 5). City Council approved an average of 28,170 residential units per year between 2016 and 2020, while 15,303 units on average were built annually. This is a surplus of 12,867 units on average or 84% of the average annual production through the Pipeline. This surplus helps to ensure a steady supply of approved housing will be available for construction and eventual occupancy.

Despite the fact that not all proposed projects are approved, and not all approved projects are built, the Pipeline provides a good indication of near-term housing supply.

### **Built Projects**

Many projects with development activity between 2016 and 2020 have become occupied or have completed construction during this period. In the current Pipeline, 584 projects (28% of the total) have completed construction or received a Partial Occupancy Permit. These projects represent an addition of 93,836 newly constructed residential units to the city's housing supply and 2,413,647 m<sup>2</sup> of non-residential GFA (see Tables 2 and 3 on page 7).

**Table 5: Residential Units Approved and Built by Year**

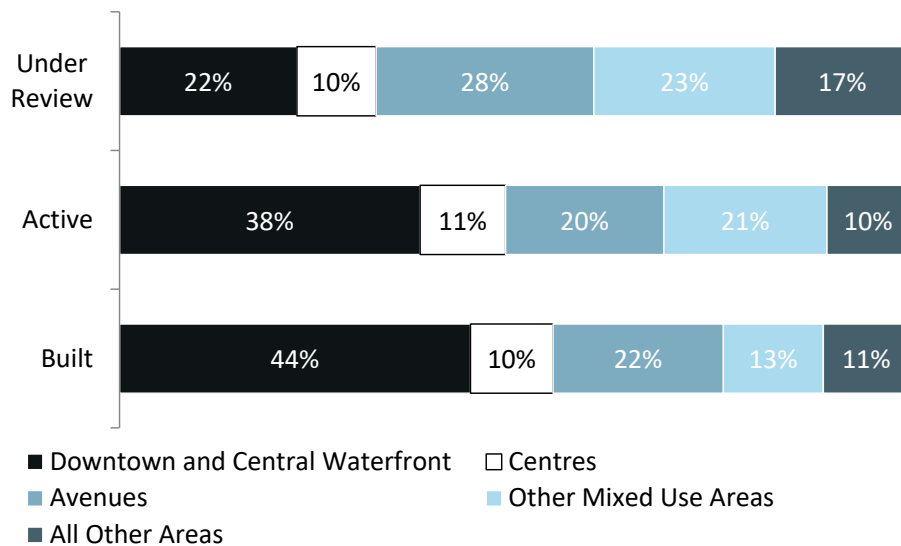
<b>Year</b>	<b>Units Approved</b>	<b>Units Built</b>
2016	17,992	16,684
2017	27,526	10,939
2018	38,371	19,024
2019	35,641	13,043
2020	21,318	16,823
<b>Total</b>	<b>140,848</b>	<b>76,513</b>
Average	28,170	15,303

Source: City of Toronto, City Planning: Land Use Information System II.

Proposed residential units in development projects with activity between January 1, 2016 and December 31, 2020. Units approved are units in projects that received their first planning approval in the year listed. Units built are units in projects that became ready for occupancy and/or were completed in the year listed.

Note: the number of units built in Table 5 may differ from the number of units in built projects listed in Table 4, as some projects became ready for occupancy before 2016 but had other development activity (such as an application for a Draft Plan of Condominium) during the pipeline window of January 1, 2016 to December 31, 2020. These figures are different than those in Tables 5 and 7 because units in the planning process are recognized as completed when the building is ready for occupancy or substantially complete, whereas CMHC recognizes units as built once the building is fully complete.

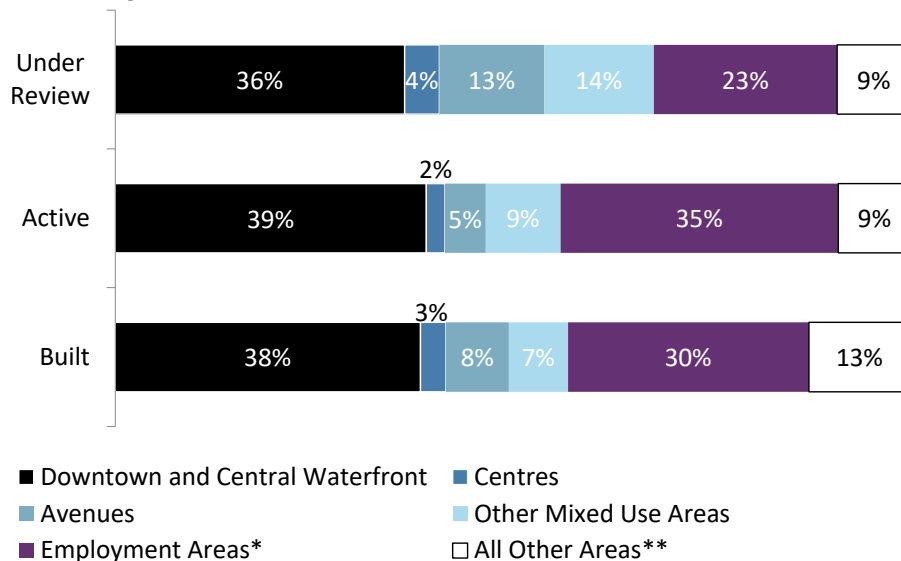
**Figure 2: Proposed Residential Units in Growth Areas by Status**



Source: City of Toronto, City Planning: Land Use Information System II

Proposed residential units in development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects Under Review are those which have not yet been approved or refused and those which are under appeal.

**Figure 3: Proposed Non-Residential Gross Floor Area in Growth Areas by Status**



Source: City of Toronto, City Planning: Land Use Information System II

Proposed non-residential GFA in development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects Under Review are those which have not yet been approved or refused and those which are under appeal.

Percentages may not total 100 due to rounding.

\*Employment Areas are outside of Downtown, Centres, Avenues, and Other Mixed Use Areas.

\*\*All Other Areas in this figure include Employment Areas.

### Active Projects

In the current Pipeline, 32% of projects are active with at least one Planning approval, accounting for 162,757 residential units and 5,561,590 m<sup>2</sup> of non-residential GFA. Residential projects that are approved but not yet built represent approximately 10 years of potential housing supply,

given the average pace of completions reported by CMHC (see Table 6). At any given time, there are active residential projects at different stages of development from an initial approval to the beginning of construction. Table 7 shows all proposed residential units in active projects broken down by the stage of activity.

**Table 6: Dwelling Completions, Greater Toronto Area**

Year	Toronto	GTA	Toronto % of GTA
1991 - 1995	29,500	112,853	26.1%
1996 - 2000	32,517	140,983	23.1%
2001 - 2005	58,763	219,839	26.7%
2006 - 2010	58,217	177,801	32.7%
2011 - 2015	85,166	181,980	46.8%
2016 - 2020	78,153	176,198	44.4%
<b>Total</b>	<b>342,316</b>	<b>1,009,654</b>	<b>33.9%</b>
Average 1991-2020	11,411	33,655	33.9%
Average 2011-2020	16,332	35,818	45.6%
Average 2016-2020	15,631	35,240	44.4%

Source: Canada Mortgage and Housing Corporation, *Monthly Housing Now - Greater Toronto Area Reports*

Note: Completions are for whole calendar years

**Table 7: Proposed Residential Units in Active Projects by Stage**

Stage as of December 31, 2020		Proposed Residential Units in Active Projects		Active Residential Projects	
Stage	Stage Description	Number	Percent	Number	Percent
2	Delegated / Council Approval*	62,238	38%	276	37%
3	Permit Application	17,540	11%	85	11%
4	Issuance of a Permit	6,130	4%	41	5%
5	Work Started	76,849	47%	354	47%
<b>Total</b>		<b>162,757</b>	<b>100%</b>	<b>756</b>	<b>100%</b>

Source: City of Toronto, City Planning: Land Use Information System II

Active residential units and development projects with activity between January 1, 2016 and December 31, 2020. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction.

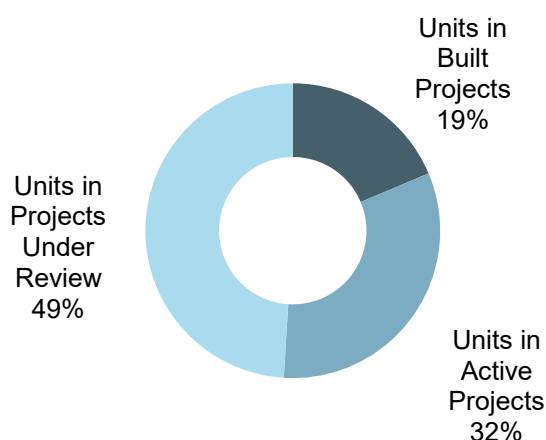
\*Delegated approval refers to Site Plan or Plan of Condominium approvals that have been granted by the Chief Planner.

### Projects Under Review

In the current Pipeline, there are 246,769 residential units and an additional 4,878,586 m<sup>2</sup> of non-residential GFA in projects currently under review. Figure 4a displays these units by status, showing that 49% of all proposed residential units are currently under review and Figure 4b shows that 43% of all proposed non-residential GFA are all currently active.

Across the city, more than three-quarters of the residential units and non-residential GFA proposed in the Development Pipeline are not yet built. There are 409,526 residential units and 10,440,176 m<sup>2</sup> of non-residential GFA that are either under review or active, indicating a continuation of strong construction activity in Toronto in the coming years. If all of these units were eventually built, the total number of dwellings in the city would increase by over one third.

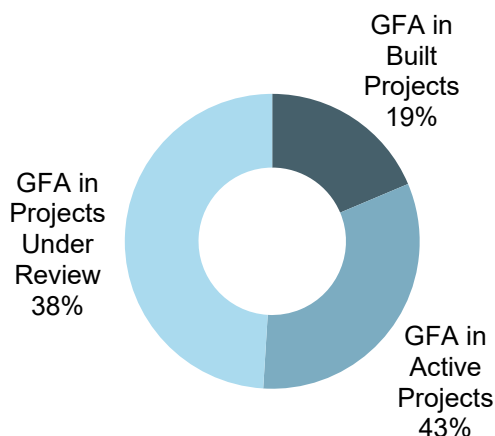
Figure 4a: Residential Units by Status



Source: City of Toronto, City Planning: Land Use Information System

Proposed residential units in development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal. Percentages may not total 100 due to rounding.

Figure 4b: Non-Residential GFA by Status



Source: City of Toronto, City Planning : Land Use Information System

Proposed non-residential GFA in development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal. Percentages may not total 100 due to rounding.

## Dwelling Unit Completions and Absorptions

The city continues to be an exceptionally attractive location for residential development in the Greater Toronto Area (GTA). According to CMHC, Toronto represents about a third of the housing completions in the GTA since 1991 (34%, see Table 6 on page 12). Toronto's housing construction has recovered from the 2008 global recession (see Figure A.1 in the Appendix). Despite the COVID-19 Pandemic, 17,276 units were completed in 2020, the highest figure of the past five years, and 18% more completions than in 2019 (see Table 8 on page 15). Over the last 10 years, unit completions have averaged 16,332 units per year. On average 10% of the units built per year were ground-related, or 1,082 single detached houses (6.6%), 120 semi-detached houses (0.7%), 492 row or townhouses (3.0%) per annum, while 89.6% or 14,637 units were apartments and other units (see Table A.2 in the Appendix).

High-density condominium apartments continue to dominate the new construction landscape in Toronto. Just over 80% or 13,124 units of the built units since 2011 are Condominium units (see Table A.3 in the Appendix). CMHC recorded 78,153 residential units completed in Toronto between 2016 and 2020 inclusive and 77% of these units were condominium apartments.<sup>4</sup>

Along with their Starts and Completions Survey, CMHC also conducts a Market Absorption Survey to determine when residential units are sold or rented once a structure has been constructed. Table 8 (on page 15) compares the number of completions and absorptions in Toronto over the last 15 years. The average percentage of unabsorbed units increased slightly from 4% in the 2006 to 2010 period to 5% from 2011 to 2015. However, it has decreased to 0.1% for the 2016 to 2020 period.

The Market Absorption Survey demonstrates that the bulk of the unabsorbed units are in the purpose-built rental market. Rental completions represented 13% of total completions, but only 12% of total absorptions (see Table A.4 in the Appendix). The higher rate of unabsorbed rental units is not the result of an oversupply of this type of unit. The methodology of the Market Absorption Survey requires that buildings must be 100% completed and that people are beginning to move in before the units become counted as "absorbed". The recording of absorptions will tend to lag completions in the latest periods of the Survey. Therefore, the data on absorptions and completions needs to be cautiously interpreted.

## Development in Toronto's Growth Areas

Toronto's Official Plan sets out the urban structure of the city to guide its development over the next few decades. The Plan develops a strategy for directing appropriate growth within this structure and sets out the policies for the management of change, through the integration of land use and transportation. Some areas of the city identified for growth also need more detailed guidance in the form of Secondary Plans, area studies, policies to guide local planning and innovative implementation solutions. The Plan is intended to contribute to a future in which the private sector marshals its resources to help implement public policy objectives, one in which housing choices are available for all people in their communities at all stages of their lives. The 2020 Development Pipeline shows that 86% of proposed residential units and 61% of non-residential development is proposed in areas targeted for growth by the City's Official Plan, including Downtown and the Central Waterfront, the Centres, the Avenues, and other *Mixed Use Areas*.

### Downtown and Central Waterfront

Downtown and the Central Waterfront area is one of the most prominent locations for development activity across the city and contains the largest number of proposed residential units and the most proposed non-residential GFA of any growth management area. In the current Development Pipeline, the projects submitted in this area proposed 159,002 new units and

4,875,452 m<sup>2</sup> of non-residential GFA. This comprises 32% of the residential units and 38% of the non-residential GFA proposed in the entire city (see Tables 2 and 3 on page 7).

Map 4 (on page 17) shows the distribution of residential and non-residential projects throughout Downtown. The Yonge Street corridor and the Central Waterfront have attracted increasingly large

residential development proposals. The proposed projects in Downtown with 1,000 residential units or more are listed in Table 9 (on page 16). One example is Regent Park, a public-private partnership that is in the midst of revitalizing existing social housing stock. On completion, Regent Park will include new retail, community spaces, services, and infrastructure within a more mixed-income and mixed-use neighbourhood.

**Table 8: Dwelling Unit Completions and Absorptions, City of Toronto**

Year	Completions	Absorptions	Net Completions	"Unabsorbed" Percentage
2006	12,420	11,962	458	3.8%
2007	6,786	7,159	-373	-5.2%
2008	13,450	12,878	572	4.4%
2009	12,473	11,704	769	6.6%
2010	13,088	12,075	1,013	8.4%
2011	16,850	15,868	982	6.2%
2012	13,474	12,009	1,465	12.2%
2013	14,542	13,868	674	4.9%
2014	9,551	9,620	-69	-0.7%
2015	30,749	29,451	1,298	4.4%
2016	16,027	16,629	-602	-3.6%
2017	14,171	14,675	-504	-3.4%
2018	16,086	15,855	231	1.5%
2019	14,593	13,850	743	5.4%
2020	17,276	17,063	213	1.2%
<b>Total</b>	<b>221,536</b>	<b>214,666</b>	<b>6,870</b>	<b>3.2%</b>
2006-2020 Average	14,769	14,311	458	3.2%
2006-2010 Average	11,643	11,156	488	4.4%
2011-2015 Average	17,033	16,163	870	5.4%
2016-2020 Average	15,631	15,614	16	0.1%

Source: Canada Mortgage and Housing Corporation, Market Absorption Survey Custom Tabulation

Note 1: The data in Table 8 reflects the total number of units for each 12-month period. Due to cyclical variations in the construction and sales industry that are unequally distributed throughout the year, 2021 year-to-date data has been excluded.

Note 2: "Unabsorbed Percentage" is the ratio of Completions minus Absorptions to Absorptions.

**Table 9: Downtown Development Projects Proposing ≥1,000 Residential Units**

	Proposed Residential Units		Proposed Residential GFA (m <sup>2</sup> )		Proposed Storeys (Tallest Building)	Proposed Buildings
	#	%	#	%	#	#
<b>Downtown and Central Waterfront</b>	<b>159,002</b>	<b>100.0%</b>	<b>4,875,452</b>	<b>100.0%</b>		
<b><i>Proposed Residential Units ≥ 1,000</i></b>	<b>52,805</b>	<b>33.2%</b>	<b>3,832,066</b>	<b>78.6%</b>		
<b><i>Built Projects</i></b>	<b>8,699</b>	<b>16.5%</b>	<b>612,024</b>	<b>16.0%</b>		
90 HARBOUR ST	1,426	2.7%	85,924	2.2%	70	3
25 QUEENS QUAY E	1,408	2.7%	138,213	3.6%	48	5
16 YORK ST <sup>1</sup>	1,343	2.5%	87,650	2.3%	67	2
475 FRONT ST E	1,316	2.5%	93,958	2.5%	58	7
578 FRONT ST W	1,191	2.3%	76,569	2.0%	20	4
200 DUNDAS ST E	1,012	1.9%	54,250	1.4%	45	1
50 ST JOSEPH ST	1,003	1.9%	75,460	2.0%	55	2
<b><i>Active Projects</i></b>	<b>25,980</b>	<b>49.2%</b>	<b>1,963,551</b>	<b>51.2%</b>		
325 GERRARD ST E	4,705	8.9%	469,000	12.2%	29	36
55 LAKE SHORE BLVD E	4,571	8.7%	340,588	8.9%	90	5
1 YONGE ST	2,864	5.4%	215,668	5.6%	95	4
266-270 KING ST W	2,087	4.0%	137,438	3.6%	92	2
571 DUNDAS ST W <sup>2</sup>	1,900	3.6%	199,464	5.2%	21	17
261 QUEENS QUAY E <sup>3</sup>	1,833	3.5%		0.0%	0	9
2 BLOOR ST W	1,595	3.0%	114,988	3.0%	75	3
177 FRONT ST E	1,531	2.9%	107,480	2.8%	29	3
23 SPADINA AVE	1,373	2.6%	108,552	2.8%	69	2
6 GLEN RD	1,339	2.5%	99,693	2.6%	50	4
363 YONGE ST	1,103	2.1%	75,636	2.0%	83	1
37 YORKVILLE AVE	1,079	2.0%	95,044	2.5%	67	1
<b><i>Projects Under Review</i></b>	<b>18,126</b>	<b>34.3%</b>	<b>1,256,491</b>	<b>32.8%</b>		
433 FRONT ST W	3,500	6.6%	207,100	5.4%	59	10
429 LAKE SHORE BLVD E	2,280	4.3%	153,960	4.0%	55	13
400 FRONT ST W	2,226	4.2%	142,037	3.7%	63	3
33 GERRARD ST W	1,667	3.2%	118,672	3.1%	85	4
200 QUEENS QUAY W	1,482	2.8%	95,526	2.5%	71	1
80 BLOOR ST W	1,356	2.6%	102,942	2.7%	72	1
245 QUEEN ST E	1,250	2.4%	96,790	2.5%	33	3
215 LAKE SHORE BLVD E	1,147	2.2%	82,782	2.2%	49	3
88 QUEEN ST E	1,117	2.1%	84,544	2.2%	79	3
440 FRONT ST W	1,088	2.1%	100,524	2.6%	68	5
309 CHERRY ST <sup>4</sup>	1,013	1.9%	71,614	1.9%	52	3

Source: City of Toronto, City Planning: Land Use Information System II

Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

Notes:

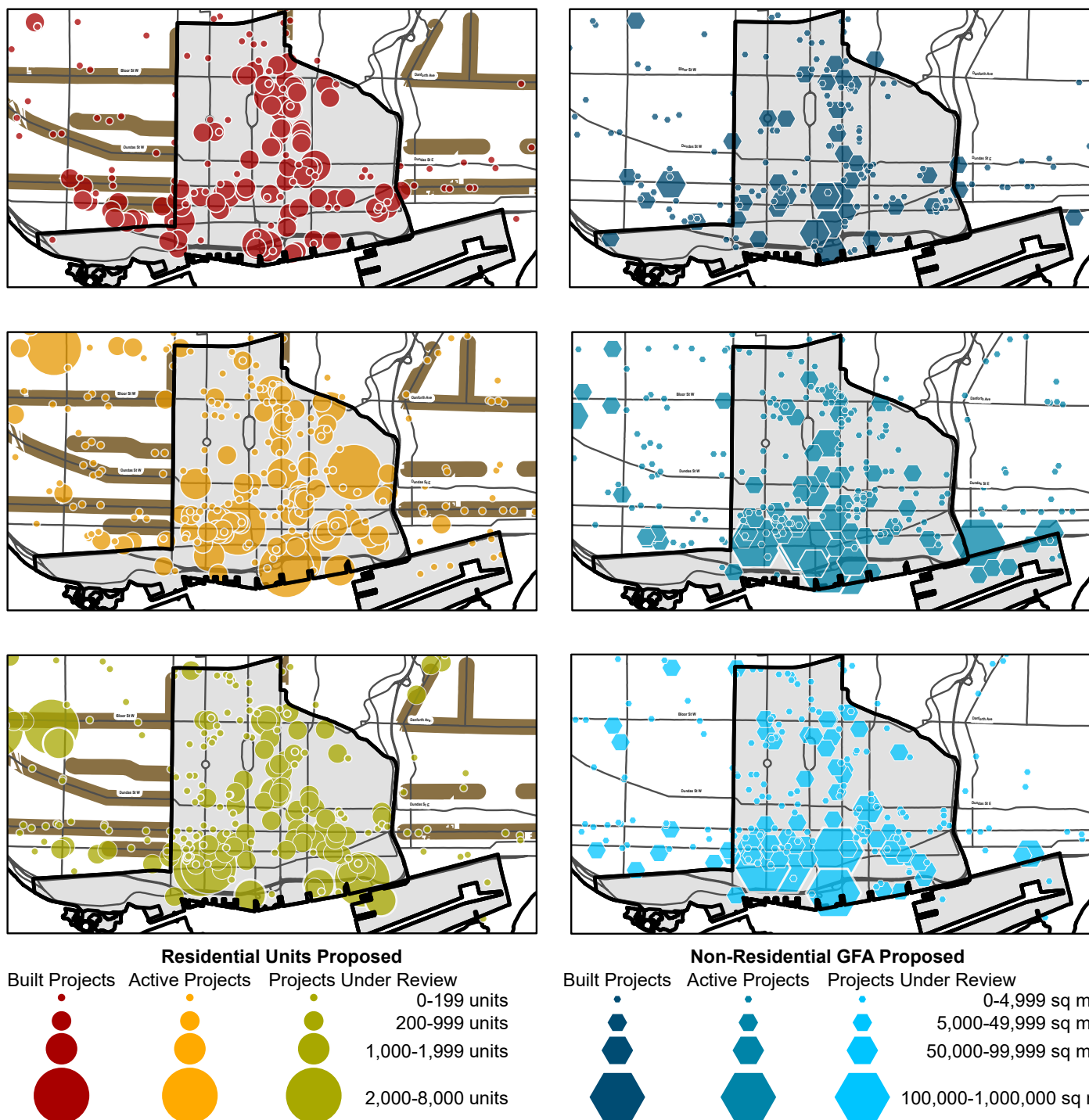
1: Residential portion of a phased project originally submitted as 16 York St.

2: Phase 2 only; Phases 1a and 1b are recorded as separate projects.

3: Complete Residential GFA information for 261 Queens Quay E is not yet available

4: Phase 2 only; Phase 1 is recorded as a separate project.

## Map 4: Downtown and Central Waterfront Development Activity



Source: Land Use Information System II

Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

Prepared by: Toronto City Planning Division, Planning Research and Analytics - June 2021

Copyright © 2021 City of Toronto. All Rights Reserved.  
Published: June 2021.

Avenues   
Centres and Downtown & Central Waterfront 

## Dundas Street Name Review

It is important to note here that recent local and world events have led to discussions on racial injustices, inequality and anti-Black racism which in turn have resulted in scrutiny of the origins and history of monuments, street names, parks and buildings across the city. These conversations have also led to the creation of an online petition by members of the public calling for Dundas Street to be renamed.

In September 2020, City staff prepared a Staff Report addressing the request to rename Dundas Street, also proposing that the City look at how systematic racism and discrimination may be embedded in other City assets, commemorative programs and naming policies. That report was adopted by City Council on September 30, 2020, with some amendments. The City Manager will report to the June 1, 2021 meeting of Executive Committee to seek Council direction on a preferred option for responding to the petition to rename Dundas Street and address other civic assets with a Dundas name; a work plan to implement it; and an overall framework of guiding principles for commemorative naming and renaming and other forms of civic recognition.

For more information and the City's next steps, please see the Recognition Review: The Petition to Rename Dundas Street on the City's website: <https://www.toronto.ca/community-people/get-involved/community/recognition-review/>

A notable amount of non-residential activity is occurring in Downtown. In the current Pipeline, there are 11 large projects each proposing over 100,000 m<sup>2</sup> of non-residential GFA in the Downtown and Central Waterfront area; see Table 10 (on page 20). Many of the largest projects with non-residential components are mixed-use projects that incorporate housing. While most of the major projects are primarily office space, there are notable examples with other types of non-residential uses in Downtown including:

- The ongoing Union Station Revitalization at 61 Front St W;
- The built project at 18 York St includes the Delta hotel and other commercial uses connected to the PATH among residential and office components;
- The approved new courthouse at 11 Centre Ave for which construction work has started;
- The project at 333 King St E which retains the Globe and Mail Centre, while the Coca Cola/George Brown College property also proposes office uses in addition to a 1,000 square metre POPS (privately owned, publicly accessible open space); and
- The proposed Ryerson University student residence at 202 Jarvis St.

These projects are in addition to 19 other development projects in Downtown, proposing 2,598,056 m<sup>2</sup> of non-residential floor space in total.

Map 4 also shows a strong north-south trend of recently built non-residential development activity between University Avenue and Yonge Street, with the largest built projects located in this corridor. There has been a shift in the non-residential market towards a more east-west pattern of development, with all of the largest Active and Under Review projects proposed south of Dundas Street. Many of these are large, phased, mixed-use projects, proposed

mainly on lands designated as *Mixed Use Areas* or *Regeneration Areas* and in Secondary Plan areas that permit both residential and non-residential development. More recently, there has been a concentration of smaller projects (under 50,000 square metres), particularly those projects which are under review, proposing development with a non-residential component along and north of College Street.

### **Centres**

The four Centres are focal points of transit infrastructure where jobs, housing, and services are concentrated. They are vital to the City's growth management strategy. There are 105 projects in the Development Pipeline that are located in the Centres and which contain 10% of the city's proposed residential units and 3% of non-residential GFA. Collectively, these projects account for 52,113 residential units and 420,397 m<sup>2</sup> of non-residential GFA. Almost 81% of proposed residential units in the Centres are either approved but not yet built, or under review, so there is likely to be substantial construction in the Centres in coming years.

The residential projects in the Centres are generally high-density developments with an average of 496 residential units per project. This is the highest average project size in the growth management areas. In comparison, residential projects in Downtown have an average of 340 units while the citywide average is 238 units per project (see Table A.1 in the Appendix).

### **Avenues**

The Avenues are corridors along major streets that are well served by transit and expected to redevelop incrementally over time. They play an important role within Toronto's urban structure by providing locations for redevelopment outside of the Centres and Downtown. The Avenues contain the most proposed projects of any single growth area (522). They have

120,879 residential units and 1,119,912 m<sup>2</sup> of non-residential GFA proposed in the Development Pipeline. This represents 24% of the city's proposed units and 9% of its proposed non-residential GFA.

More than 80% of the residential units are in projects that are active or under review. Combined, these units represent 5 times the magnitude of housing supply that have been built along Avenues over the past five years. This trend represents the successful uptake of the Avenues policy framework and points to ongoing strength in residential development in these areas in coming years.

There is 475,843 m<sup>2</sup> of non-residential GFA that has been built or is in Active projects along Avenues over the past five years. In addition, 644,069 m<sup>2</sup> or 58% of proposed non-residential GFA on the Avenues is still under review, indicating that there is also likely to be substantial non-residential construction on the Avenues in the years to come.

### **Other Mixed Use Areas**

Outside of Downtown, the Centres and the Avenues, there are numerous other locations throughout the city that are designated as *Mixed Use Areas* and encourage a broad range of commercial, residential and institutional uses. The additional *Mixed Use Areas* have 102,092 residential units and 1,375,271 m<sup>2</sup> of non-residential GFA proposed. This accounts for 20% of the city's proposed residential units and 11% of its proposed non-residential GFA. Over 88% of the proposed residential units in these areas are in projects that are either under review or active. Similarly, 87% of the proposed non-residential development is in Active and Under Review projects.

### **All Other Areas**

Just under 70,000 residential units or 14% of the units proposed in the city are outside of the growth areas of Downtown, the Centres, the Avenues and other *Mixed Use Areas*.

These projects are generally smaller replacement infill developments in areas designated as Neighbourhoods. About 60% of the residential units proposed in All Other Areas are under review.

There is 5,062,793 m<sup>2</sup> of non-residential GFA proposed in these Other Areas. Over 60% of this space is located in the designated Core or General Employment Areas which the Official Plan also targets for non-residential growth. Just under half of non-residential GFA proposed in All Other Areas is approved but not yet built.

**Table 10: Projects Proposing  $\geq 50,000$  m<sup>2</sup> Non-Residential GFA**

Project Location		Proposed Non-Residential GFA (m <sup>2</sup> )	Percent
<b>City of Toronto</b>		<b>12,853,823</b>	<b>100.0%</b>
<b><i>Proposed Non-Residential GFA <math>\geq 50,000</math> m<sup>2</sup></i></b>		<b>5,931,482</b>	<b>46.1% 100.0%</b>
<b><i>Built Projects</i></b>		<b>871,136</b>	<b>14.7%</b>
6351 STEELES AVE E	All Other Areas	128,743	2.2%
2233 SHEPPARD AVE W	All Other Areas	102,991	1.7%
40 ADELAIDE ST W <sup>1</sup>	Downtown and Central Waterfront	94,124	1.6%
100 ADELAIDE ST W	Downtown and Central Waterfront	86,960	1.5%
90 HARBOUR ST	Downtown and Central Waterfront	86,610	1.5%
10-20 BAY ST	Downtown and Central Waterfront	81,772	1.4%
61 FRONT ST W <sup>2</sup>	Downtown and Central Waterfront	65,861	1.1%
101 HUMBER COLLEGE BLVD	All Other Areas	59,096	1.0%
18 YORK ST	Downtown and Central Waterfront	57,792	1.0%
1001 QUEEN ST W	Avenues	54,463	0.9%
243-255 CONSUMERS RD	All Other Areas	52,724	0.9%
<b><i>Active Projects</i></b>		<b>3,185,014</b>	<b>53.7%</b>
21 DON VALLEY PKWY	All Other Areas	925,314	15.6%
82 BUTTONWOOD AVE	All Other Areas	222,878	3.8%
1201 WILSON AVE	Other Mixed Use Areas	197,884	3.3%
440 FRONT ST W	Downtown and Central Waterfront	148,713	2.5%
45 BAY ST	Downtown and Central Waterfront	143,362	2.4%
1 YONGE ST	Downtown and Central Waterfront	141,175	2.4%
141 BAY ST	Downtown and Central Waterfront	127,816	2.2%
30 BAY ST	Downtown and Central Waterfront	123,854	2.1%
171 FRONT ST W	Downtown and Central Waterfront	116,682	2.0%
156 FRONT ST W	Downtown and Central Waterfront	115,515	1.9%
555 REXDALE BLVD	All Other Areas	106,760	1.8%
844 DON MILLS RD	Other Mixed Use Areas	85,545	1.4%
880 BAY ST	Downtown and Central Waterfront	80,622	1.4%
1181 SHEPPARD AVE E	Avenues	76,546	1.3%
721 EASTERN AVE	All Other Areas	74,399	1.3%
16 YORK ST <sup>3</sup>	Downtown and Central Waterfront	74,392	1.3%
55 LAKE SHORE BLVD E	Downtown and Central Waterfront	73,993	1.2%
40 TEMPERANCE ST <sup>4</sup>	Downtown and Central Waterfront	73,865	1.2%
11 CENTRE AVE	Downtown and Central Waterfront	60,762	1.0%
158 STERLING RD	All Other Areas	59,857	1.0%
1395 TAPSCOTT RD	All Other Areas	54,179	0.9%
3125 STEELES AVE E	All Other Areas	50,730	0.9%
17 VICKERS RD	All Other Areas	50,171	0.8%
<b><i>Projects Under Review</i></b>		<b>1,875,332</b>	<b>31.6%</b>
325 FRONT ST W	Downtown and Central Waterfront	274,676	4.6%
25 KING ST W	Downtown and Central Waterfront	187,611	3.2%

Table 10 continues on the next page

Table 10 continued

	Project Location	Proposed Non-Residential GFA (m <sup>2</sup> )	Percent
433 FRONT ST W	Downtown and Central Waterfront	157,700	2.7%
11 BAY ST	Downtown and Central Waterfront	117,380	2.0%
3401 DUFFERIN ST	Other Mixed Use Areas	115,224	1.9%
25 THE WEST MALL	Other Mixed Use Areas	114,702	1.9%
40 RAKELY CRT	All Other Areas	110,496	1.9%
2150 LAKE SHORE BLVD W	All Other Areas	109,510	1.8%
629 EASTERN AVE	All Other Areas	96,715	1.6%
2280 DUNDAS ST W	Avenues	83,657	1.4%
150 SHERWAY DR	All Other Areas	81,606	1.4%
900 YORK MILLS RD	All Other Areas	78,495	1.3%
5951 STEELES AVE E	All Other Areas	64,365	1.1%
1960 EGLINTON AVE E	Avenues	62,245	1.0%
2180 YONGE ST	Centres	60,704	1.0%
333 KING ST E	Downtown and Central Waterfront	54,317	0.9%
850 YORK MILLS RD	All Other Areas	53,427	0.9%
202 JARVIS ST	Downtown and Central Waterfront	52,502	0.9%
<b>Proposed Non-Res GFA between 10,000 m<sup>2</sup> and 49,999 m<sup>2</sup></b>		<b>4,618,180</b>	<b>35.9%</b>
<b>Proposed Non-Res GFA less than 10,000 m<sup>2</sup></b>		<b>2,466,714</b>	<b>19.2%</b>

Source: City of Toronto, City Planning: Land Use Information System II.

Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal. Gross floor area values are expressed in square metres.

1 Phase 2 of a larger 3 phase project, including 40 Adelaide St W, 40 Temperance St and 333 Bay St

2 Union Station Revitalization project has become ready for occupancy although substantial work is still outstanding

3 Phase 3 of a larger 3 phase project

4 Phase 3 of a larger 3 phase project, including 40 Adelaide St W, 40 Temperance St and 333 Bay St

## Secondary Plan Areas

Secondary Plans guide development and investment within a local context. There are 39 Secondary Plan areas which are approved and in-force, including five Secondary Plans which are newly in effect since the last publication (Mimico-Judson; Sheppard Lansing Area; Rail Deck Park; Unilever Precinct; and Don Mills Crossing). They cover a wide range of geographies within the city and can be comprised of a mix of land use designations where development may be encouraged. Some Secondary Plans also overlap areas covered by other Official Plan policies, such as Downtown, the Centres, and the Avenues. Map 5 (on page 24) displays the areas of the in-force Secondary Plans and the locations of development projects within each one.

As seen in Table 11a (on page 25), 878 projects are proposed in Secondary Plan areas or 42% of projects in the Pipeline. These projects propose 300,934 residential units and 7,628,700 m<sup>2</sup> of non-residential GFA. This represents 60% of the proposed residential units and 59% of the proposed non-residential GFA in the entire city. There are the same number of projects that are active and under review. There are slightly fewer built projects.

A number of areas covered by a Secondary Plan fall outside of Downtown, the Centres, the Avenues, and other *Mixed Use Areas*. There are 16,650 residential units and 1,412,069 m<sup>2</sup> of non-residential GFA proposed in Secondary Plan areas in All Other Areas of the city. If this development were added to the development proposed in Downtown, the Centres, the Avenues and other *Mixed Use Areas*, then 90% of the residential units and 72% of the non-residential GFA in the Pipeline would be proposed in a growth management area.

## The Downtown Plan

The Downtown Plan was adopted by Council at its meeting on May 22<sup>nd</sup>, 23<sup>rd</sup>, and 24<sup>th</sup>, 2018.<sup>5</sup> This Secondary Plan was approved, with modifications, by the Minister of Municipal Affairs and Housing on June 5<sup>th</sup>, 2019. This new Secondary Plan for Downtown (excluding the Central Waterfront areas west of Bathurst and east of the Don River) provides an updated growth management framework for this rapidly changing area.<sup>6</sup>

The Downtown Plan is a 25-year vision that sets the direction for the city centre as the cultural, civic, retail, and economic heart of Toronto. The Downtown Plan provides detailed direction on the appropriate scale and location of growth within the city's most active location for development activity.

The Downtown Plan is the largest Secondary Plan in the city geographically and is unique as a local and national economic hub. Map 5 (on page 24) shows that the Downtown Plan area contains nine Secondary Plans within its borders, including the newly approved Rail Deck Park Secondary Plan, as well as portions of the Fort York Neighbourhood Secondary Plan and the Central Waterfront Secondary Plan area. Table 11b (on page 25) shows that the Downtown Plan contains the greatest number of development projects of all the Secondary Plan areas (455). Collectively, these projects propose 157,281 residential units and account for 31% of all proposed residential units in the city. The area also contains 4,810,042 m<sup>2</sup> of non-residential GFA, accounting for 37% of all proposed non-residential GFA in the city and 63% of all proposed non-residential GFA in Secondary Plan areas.

### **Secondary Plan Areas within the Downtown Plan Area**

The Downtown Plan area overlaps several other Secondary Plan areas. The Central Waterfront Secondary Plan area contains the largest amount of non-residential GFA after the Downtown Plan area as a whole, with 966,461 m<sup>2</sup> of non-residential GFA proposed. Most of this non-residential GFA in the Central Waterfront falls within the Downtown Plan area. There are 27,615 residential units also proposed within the Central Waterfront Secondary Plan area.

The King-Spadina Secondary Plan is an area targeted for growth and new investment. The Secondary Plan recommends that development provide a full mix of uses that are compatible with the existing and planned context, conserve cultural heritage resources, and improve and expand the public realm. The King-Spadina Secondary Plan continues to show strong development activity with the most development projects (82) after the Downtown Plan and the Yonge-Eglinton Secondary Plan. King-Spadina has the most proposed residential units second only to the Downtown Plan with 28,213 units. The Secondary Plan area represents 739,404 m<sup>2</sup> of proposed non-residential GFA.

The King-Parliament Secondary Plan was considered by the Toronto and East York Community Council on April 21<sup>st</sup>, 2021. City Council adopted the Secondary Plan and Zoning By-law Amendments without amendments and without debate. The King-Parliament Secondary Plan builds on the Downtown Plan, and provides specific direction on built form, the public realm and heritage conservation. At present, the Secondary Plan contains 46 development projects which propose 18,195 residential units and 378,232 m<sup>2</sup> of non-residential GFA.

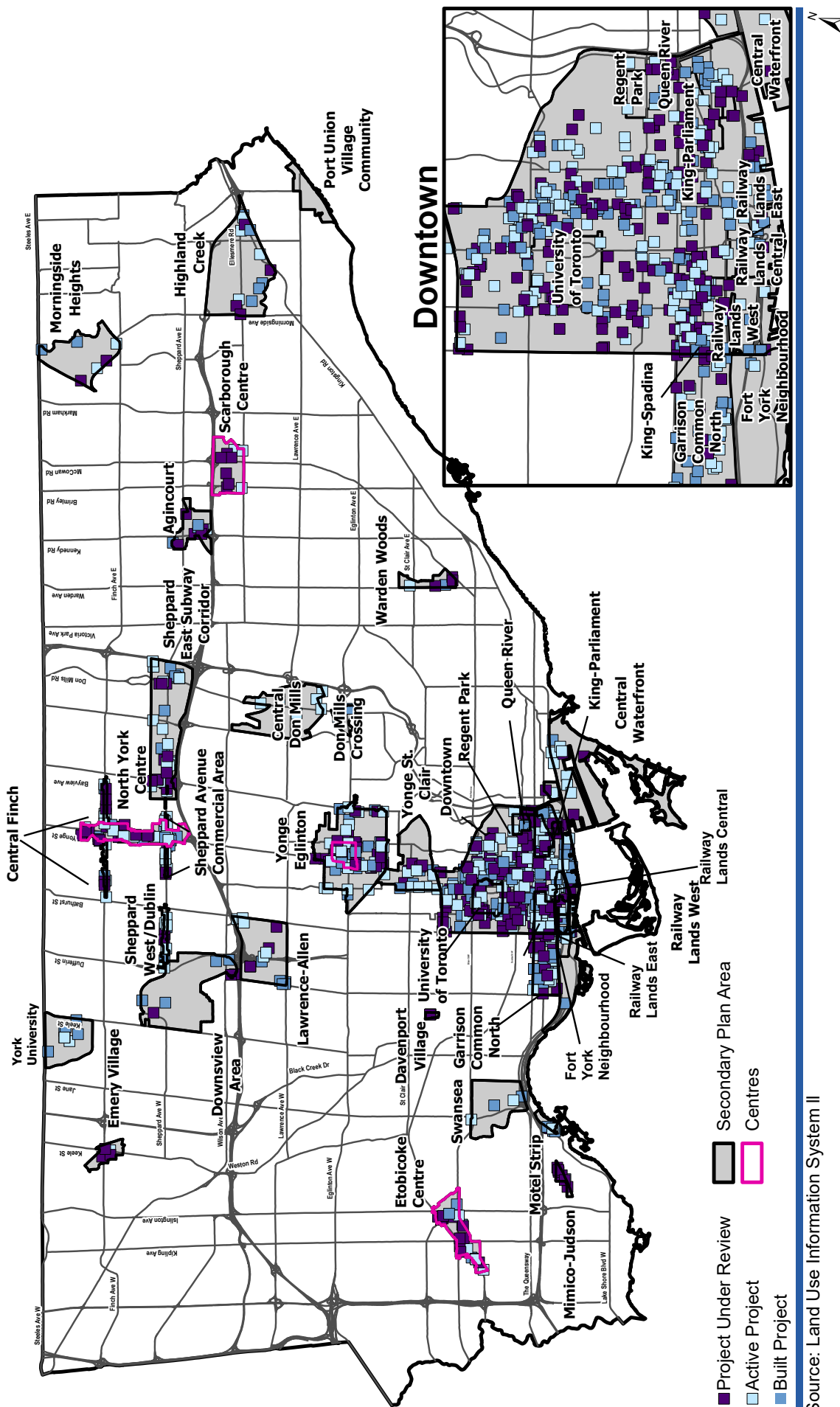
The Railway Lands East Secondary Plan is also undergoing significant non-residential development with 470,221 m<sup>2</sup> of non-residential GFA proposed. The area for this Secondary Plan is located between John Street and Yonge Street, Front Street West, and the Gardiner Expressway. The Secondary Plan requires that new development be mixed-use and satisfy a broad range of commercial, residential, institutional, cultural, recreational, and open space needs.<sup>7</sup>

### **Secondary Plan Areas outside Downtown and Central Waterfront**

The Yonge-Eglinton Secondary Plan area changes the previous Secondary Plan boundary, resulting in a 9% smaller geography.<sup>8</sup> This Secondary Plan was approved by the Minister of Municipal Affairs and Housing on June 5<sup>th</sup>, 2019. Despite its reduced area, the Yonge-Eglinton Secondary Plan contains the second most development projects (94) outside of the Downtown Plan area, accounting for 28,186 proposed residential units and 245,817 m<sup>2</sup> of non-residential GFA. The Yonge-Eglinton Secondary Plan area accounts for 9% of proposed residential units within all Secondary Plan areas.

At its meeting of June 26<sup>th</sup>, 27<sup>th</sup> and 28<sup>th</sup>, 2018, City Council approved the Unilever Precinct Secondary Plan which has recently come into effect. The Secondary Plan built on Site and Area Specific Policy (SASP) No. 426 to guide the unique opportunities and challenges presented by the anticipated significant employment growth. With only two projects in the Pipeline, the area represents 926,961 m<sup>2</sup> of non-residential GFA, the third most non-residential GFA proposed in a Secondary Plan area. No residential units have been proposed. This demonstrates a continued trend toward larger projects in the Pipeline.

Map 5: Proposed Development in Secondary Plan Areas



Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

Prepared by: Toronto City Planning Division, Planning Research and Analytics - June 2021

Copyright © 2021 City of Toronto. All Rights Reserved.  
Published: June 2021.

**Table 11a: Proposed Development in Secondary Plan Areas by Status**

	Number of Projects	%	Proposed Residential Units	%	Proposed Non-Residential GFA (m <sup>2</sup> )	%
<b>City of Toronto</b>	<b>2,114</b>	<b>100.0</b>	<b>503,362</b>	<b>100.0</b>	<b>12,853,823</b>	<b>100.0</b>
<b>Secondary Plans</b>	<b>878</b>	<b>41.5</b>	<b>300,934</b>	<b>59.8</b>	<b>7,628,700</b>	<b>59.3</b>
Built	244	27.8	72,215	24.0	1,305,012	17.1
Active (approved but not yet built)	317	36.1	110,553	36.7	3,681,380	48.3
Under Review (not approved)	317	36.1	118,166	39.3	2,642,308	34.6

Source: City of Toronto, City Planning : Land Use Information System II.

Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

**Table 11b: Proposed Development by Secondary Plan Area**

Geography	Number of Projects	%	Proposed Residential Units	%	Proposed Non-Residential GFA (m <sup>2</sup> )	%
<b>City of Toronto</b>	<b>2,114</b>		<b>503,362</b>		<b>12,853,823</b>	
<b>Secondary Plans</b>	<b>878</b>	<b>41.5</b>	<b>300,934</b>	<b>59.8</b>	<b>7,628,700</b>	<b>59.3</b>
Agincourt	9	1.0	10,380	3.4	81,872	1.1
Central Don Mills	6	0.7	2,367	0.8	38,336	0.5
Central Finch	16	1.8	469	0.2	1,851	0.0
Central Waterfront	51	5.8	27,615	9.2	966,461	12.7
Davenport Village	3	0.3	1,024	0.3	453	0.0
Don Mills Crossing	2	0.2	5,629	1.9	85,545	1.1
Downsview Area	7	0.8	158	0.1	76,989	1.0
Downtown	455	51.8	157,281	52.3	4,810,042	63.1
Emery Village	5	0.6	4,057	1.3	3,644	0.0
Etobicoke Centre	23	2.6	11,236	3.7	114,530	1.5
Fort York Neighbourhood	4	0.5	1,594	0.5	23,655	0.3
Garrison Common North	44	5.0	10,623	3.5	297,360	3.9
Highland Creek	13	1.5	680	0.2	60,413	0.8
King-Parliament	46	5.2	18,195	6.0	378,232	5.0
King-Spadina	82	9.3	28,213	9.4	739,404	9.7
Lawrence-Allen	15	1.7	10,960	3.6	173,273	2.3
Mimico-Judson	7	0.8	4,766	1.6	38,396	0.5
Morningside Heights	6	0.7	74	0.0	78,190	1.0
Motel Strip	7	0.8	4,361	1.4	25,968	0.3

Table 11b continues on the next page

Table 11b continued

Geography	Number of Projects	%	Proposed Residential Units	%	Proposed Non-Residential GFA (m <sup>2</sup> )	%
North York Centre	36	4.1	10,539	3.5	138,945	1.8
Port Union Village Community	0	0.0	0	0.0	0	0.0
Queen River	7	0.8	2,004	0.7	7,449	0.1
Rail Deck Park	1	0.1	3,500	1.2	157,700	2.1
Railway Lands Central	4	0.5	5,705	1.9	439,915	5.8
Railway Lands East	6	0.7	1,343	0.4	470,221	6.2
Railway Lands West	3	0.3	4,125	1.4	174,437	2.3
Regent Park	5	0.6	5,067	1.7	15,771	0.2
Scarborough Centre	9	1.0	11,644	3.9	61,264	0.8
Sheppard Avenue Commercial Area	6	0.7	65	0.0	2,789	0.0
Sheppard East Subway Corridor	43	4.9	15,319	5.1	143,789	1.9
Sheppard Lansing Area	9	1.0	504	0.2	5,806	0.1
Sheppard West/Dublin	10	1.1	1,108	0.4	5,060	0.1
Swansea	4	0.5	1,831	0.6	9,430	0.1
Unilever Precinct	2	0.2	0	0.0	926,961	12.2
University of Toronto	20	2.3	1,837	0.6	117,692	1.5
Warden Woods	5	0.6	1,113	0.4	10,317	0.1
Yonge Eglinton	94	10.7	28,186	9.4	245,817	3.2
Yonge St. Clair	21	2.4	3,980	1.3	53,476	0.7
York University	9	1.0	860	0.3	48,642	0.6

Source: City of Toronto, City Planning: Land Use Information System II.

1) Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects Under Review are those which have not yet been approved or refused and those which are under appeal.

2) The Centres boundaries on Map 2 of the Official Plan (Map 1 of this document) do not always correspond with the Secondary Plan boundaries on Map 35 of the Official Plan. The values in this table for the Secondary Plan projects with the same name as Centres may differ from Tables 1, 2, and 3 of this document.

3) The sum of each column may not add up to the totals of all the Secondary Plans because of the overlapping boundaries of various Secondary Plans. The same project may appear in more than one Secondary Plan.

4) Revised Yonge Eglinton Secondary Plan geography shown on Map 5 has been approved by City Council and, since the *How Does the City Grow? Update 2019* publication, has been approved by the Minister of Municipal Affairs and Housing.

The Rail Deck Park Secondary Plan applies to the land within the rail corridor between Bathurst Street and Blue Jays Way, and directly adjacent city-owned properties. This includes Northern Linear Park and the planned Mouth of the Creek Park. The total area of the Rail Deck Park Secondary Plan is 8.8 hectares. Official Plan Amendment (OPA) 395 was appealed to the LPAT and was subsequently upheld by the LPAT on July 11<sup>th</sup>, 2019. Within a portion of the Secondary Plan area bounded by Front Street West between Spadina and Bathurst; Blue Jays Way; Ice Boat Terrace; and Bathurst Street, a single project is proposed. The proposal is to develop a rail corridor overbuild (deck) over the existing active rail corridor to accommodate development, while maintaining the rail activities. The ORCA project proposes a mixed-use and open space development, consisting of 10 buildings with 3,500 residential units and 157,700 m<sup>2</sup> of non-residential GFA proposed. The project was submitted on May 23<sup>rd</sup>, 2017; appealed to the LPAT on December 6<sup>th</sup>, 2017; refused by City Council on February 1<sup>st</sup>, 2018 at the Preliminary Report stage; and approved by the LPAT on May 12<sup>th</sup>, 2021. This project is discussed above as the third largest non-residential project in the Downtown and Central Waterfront under review.

The Garrison Common North Secondary Plan has successfully attracted a mix of residential and non-residential development in accordance with one of the Plan's major objectives to include a variety of proposed land uses. The area, which includes Liberty Village and the Centre for Addiction and Mental Health (CAMH) Queen Street West site, contains 4% of the proposed residential units and 4% of the proposed non-residential GFA in all Secondary Plan Areas.

The Etobicoke Centre Secondary Plan area is achieving its objective as the "urban focal point for the western part of the City".<sup>9</sup> Etobicoke Centre has seen the most development out of all of the Secondary Plans in Etobicoke and York in terms of the number of projects (23), the number of proposed residential units (11,236), and the amount of proposed non-residential GFA (114,530 m<sup>2</sup>). The City has almost completed reconstruction of the Six Points intersection at Kipling Ave, Dundas St W, and Bloor St W to support the development of Etobicoke Centre as a vibrant mixed-use transit-oriented community.<sup>10</sup> This new road reconfiguration will make new land available for a new civic centre, recreation centre, library, child care facility and private development. With the new Etobicoke Civic Centre being proposed in 2020 among other projects, the non-residential GFA proposed for the area has more than doubled since the last Pipeline.

Scarborough Community Council area has a large amount of non-residential development within a number of Secondary Plan areas. In the Agincourt Secondary Plan area, nine projects are collectively proposing 81,872 m<sup>2</sup> of non-residential GFA combined. A student residence and the Instructional Centre, Phase 2, at the University of Toronto Scarborough Campus are larger institutional projects proposed within the Highland Creek Secondary Plan area which has 13 proposed projects. The Scarborough Centre Secondary Plan area contains nine projects proposing 61,264 m<sup>2</sup> of non-residential GFA including retail, office and transit uses. Lastly, the Morningside Heights Secondary Plan area has attracted a large project proposing 30,996 m<sup>2</sup> of industrial uses, a warehousing/distribution facility. These large projects show the importance of Secondary Plans in directing and managing non-residential growth throughout the city.

North York Centre Secondary Plan area represents significant development activity in the North York Community Council Area. There are 36 development projects proposing 10,539 residential units and 138,945 square metres of non-residential GFA. The Sheppard East Subway Corridor Secondary Plan area has also attracted a significant amount of development, with 43 development projects representing 5% of all secondary plan area development projects, 15,319 residential units and 143,789 m<sup>2</sup> of non-residential development proposed. The Downsview Area Secondary Plan area contains a phased project known as Stanley Greene proposing mainly townhouses and apartment buildings with some single-detached homes, and also includes 76,989 square metres of non-residential GFA.

## Employment Areas

### What are Employment Areas?

Toronto's Employment Areas "are places of business and economic activity vital to Toronto's economy and future economic prospects".<sup>11</sup> In 2011, the City commenced its Municipal Comprehensive Review (MCR) of employment lands as required by the *Places to Grow Act*<sup>12</sup> with Council's adoption of Official Plan Amendment 231 (OPA 231)<sup>13</sup> which received Ministerial approval in part with minor modifications in July 2014. *A Place to Grow*, the new Growth Plan for the Greater Golden Horseshoe, came into force in 2019 and was amended on August 28, 2020 with changes to the forecasts, the horizon year and specific policies. The City Planning Division has commenced a new conformity exercise with a deadline of July 1<sup>st</sup>, 2022.

OPA 231 includes new policies for the City's economic health and lands designated as Employment Areas. OPA 231 was appealed to the Ontario Municipal Board in 2014. On January 30<sup>th</sup>, 2020, the LPAT issued its decision on the Council adopted policies related to Employment Area conversions. The LPAT decided in favour of the City's position that the City's Employment Areas are a finite land resource that should be preserved and protected for the long-term. The LPAT decision put into place a policy framework intended to provide a level of land use certainty that can help businesses make long-term investment decisions that support the city's economy and provide a diverse range of jobs.

## Development in Employment Areas

The Development Pipeline covers development activity during the years 2016 to 2020. Prior to June 2015, Employment Districts were part of Toronto's Urban Structure as described in Chapter 2 of the Official Plan. In June 2015, the Ontario Municipal Board approved portions of OPA 231, deleting the term Employment Districts within Chapter 2 and replacing it with the term Employment Areas. As such, this bulletin outlines development activity in the designated Employment Areas.

There is a long standing trend towards North American metropolitan areas losing manufacturing activities to suburban locations over time.<sup>14</sup> The Manufacturing and Warehousing category declined by 5.3% or 7,270 jobs in 2020 in part due to the impacts of the COVID-19 pandemic. However, this category actually experienced less change relative to the other employment categories and was only outperformed by the Office category. The Provincial Government classified industries such as manufacturing, food retail, and pharmacy as essential businesses at the onset of the pandemic. Only these essential businesses were permitted to operate at that time. While Manufacturing has experienced a long-term decline over the past thirty-five years, the majority of that decline occurred prior to 2009. The category experienced positive growth from 2014 to 2019, adding 10,150 jobs or 8% over that period. Employment Areas are particularly important to the Manufacturing sector with approximately 4 out of 5 Manufacturing establishments and 88% of all Manufacturing jobs located in Toronto's Employment Areas.<sup>15</sup>

The protection and enhancement of Employment Areas is vital to the city's economic health. Employment Areas contained 3,816,298 m<sup>2</sup> or 30% of the city's proposed non-residential GFA from 2016 to 2020 (see Table 12 and Maps 6 and 7 on pages 32 and 33). By 2020 year-end, 28% of these projects had been built, which amounts to 730,636 m<sup>2</sup> of new non-residential floor space in 77 different development projects.

As development progresses on projects that have been approved, another 1,944,893 m<sup>2</sup> of non-residential GFA in 105 projects is expected to be constructed in Employment Areas.

A further 91 projects with 1,140,769 m<sup>2</sup> of non-residential GFA is under review and may eventually be approved and constructed in Employment Areas.

If non-residential development in Employment Areas is added to the development in Downtown, the Centres, the Avenues, and Other *Mixed Use Areas*, the percentage of non-residential development occurring in an area targeted for growth rises to 90%. If Secondary Plan Areas are included, the percentage of non-residential development occurring in an area targeted for growth rises to 93%.

### Core Employment Areas and General Employment Areas

In December 2016, the Ontario Municipal Board issued a partial approval of OPA 231, bringing into effect the Core Employment Area and General Employment Area land use designations. Core Employment Areas are, for the most part, geographically located within the interior of Employment Areas. Uses that would attract the public into the interior of employment related lands and possibly disrupt industrial operations are not generally permitted in the Core Employment Areas. This separation prioritizes goods movement within Core Employment Areas and provides

**Table 12: Proposed Development in Employment Areas by Status**

	Projects		Proposed Non-Residential Gross Floor Area (m²)		
	Number	Percent	Number	Percent	
City of Toronto	2,114		12,853,823	100.0	
<b>Total Employment Areas</b>	<b>273</b>	<b>100.0</b>	<b>3,816,298</b>	<b>29.7</b>	<b>100.0</b>
Built	77	28.2	730,636	19.1	
Active	105	38.5	1,944,893	51.0	
Under Review	91	33.3	1,140,769	29.9	
<b>Total Employment Areas</b>	<b>273</b>	<b>100.0</b>	<b>3,816,298</b>	<b>100.0</b>	
<b>Core Employment Areas</b>	<b>154</b>	<b>56.4</b>	<b>1,887,533</b>	<b>49.5</b>	<b>100.0</b>
Built	43	27.9	576,924	30.6	
Active	64	41.6	701,714	37.2	
Under Review	47	30.5	608,896	32.3	
<b>General Employment Areas</b>	<b>119</b>	<b>43.6</b>	<b>1,928,765</b>	<b>50.5</b>	<b>100.0</b>
Built	34	28.6	153,712	8.0	
Active	41	34.5	1,243,179	64.5	
Under Review	44	37.0	531,873	27.6	

Source: City of Toronto, City Planning: Land Use Information System II.

Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects Under Review are those which have not yet been approved or refused and those which are under appeal. Gross floor area values are expressed in square metres.

Note: This table cannot be directly compared with Tables 1, 2, and 3 because the designated Employment Areas exist in Downtown, and because some projects' site areas may fall partially within Employment Areas and partially in another Growth Area boundary.

operating businesses certainty as to their surrounding uses. Uses permitted in Core Employment Areas are all types of manufacturing, processing, warehousing, wholesaling, distribution, storage, transportation facilities, vehicle repair and services, offices, research and development facilities, utilities, waste management systems, industrial trade schools, media, information and technology facilities, and vertical agriculture.

General Employment Areas are usually located on the periphery of Employment Areas on major roads where retail stores, service shops, and restaurants can serve workers in the Employment Areas and would also benefit from visibility and transit access to draw the broader public. Uses permitted in General Employment Areas include all those permitted in Core Employment Areas, as well as restaurants, retail, and service uses.<sup>16</sup>

In Core Employment Areas, the quantity of non-residential GFA proposed between 2016 and 2020 has been increasing in magnitude. This indicates a growing development interest and investment in these areas. In the General Employment Areas, the largest amount of proposed non-residential GFA is in Active projects, largely due to the East Harbour development at 21 Don Valley Parkway. There are more Under Review projects in General Employment Areas than Active projects, and more Active projects than Built projects.

The Official Plan permits large format retail uses in General Employment Areas, while only ancillary retail is permitted within Core Employment Areas. These permissions support the creation of a buffer between potentially impactful operations in Core Employment Areas and nearby land use designations that permit sensitive uses, including residential. The majority of retail GFA proposed for Employment Areas is concentrated in General Employment Areas.

Employment Areas continue to provide an attractive location for development projects, in particular those that include industrial GFA. The current Pipeline contains more than 1.14 million m<sup>2</sup> of proposed industrial GFA in Employment Areas (see Table 13). The majority of the industrial GFA in Employment Areas is proposed in Core Employment Areas (81%) while 19% is proposed in General Employment Areas.

In Core Employment Areas, nearly half of proposed GFA is industrial (49%), totaling 928,649 m<sup>2</sup> (see Table 12 on page 29 and Table 13). Industrial GFA represents about 38% or 718,742 m<sup>2</sup> of all GFA built and approved in Core Employment Areas over the last five years. An additional 209,907 m<sup>2</sup> of proposed industrial GFA in Core Employment Areas is under review.

**Table 13: Proposed Industrial GFA (m<sup>2</sup>) in Employment Areas**

Area	Built	Active	Under Review	Total in Pipeline	Percent
<b>City of Toronto</b>	<b>235,016</b>	<b>634,962</b>	<b>463,768</b>	<b>1,333,747</b>	<b>100.0</b>
<b>Employment Areas</b>	222,466	570,258	353,525	1,146,249	85.9
<b>Core Employment</b>	216,490	502,252	209,907	928,649	69.6
<b>General Employment</b>	5,977	68,007	143,617	217,600	16.3

Source: City of Toronto, City Planning: Land Use Information System II.

Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects Under Review are those which have not yet been approved or refused and those which are under appeal. Gross floor area values are expressed in square metres.

Note: This table cannot be directly compared with Tables 1, 2, and 3 because the designated Employment Areas exist in Downtown, and because some projects' site areas may fall partially within Employment Areas and partially in another Growth Area boundary.

## Toronto's Non-Residential Market

The city's non-residential market, including office, retail, institutional and hotels remained strong during the 2016 to 2020 Development Pipeline period (see Maps 6 and 7 on pages 32 and 33). There was 759,315 m<sup>2</sup> constructed in projects larger 50,000 m<sup>2</sup> in the Downtown and Central Waterfront (see Table 10 on page 20). All of these projects were built and ready for occupancy before 2020.

The trend toward significant office construction is continuing. The pursuit of large new projects by applicants points to a continuing demand for non-residential space in the city generally and in Downtown. There is over four times the amount of active non-residential development proposed than what was built in the last five years. A number of large non-residential projects are active or under review. Table 10 (on page 20) breaks down the largest proposed non-residential projects by status and location.

### Five Largest Active Projects

- East Harbour at 21 Don Valley Parkway, which proposes to redevelop the Unilever site into a major retail, office, and transportation hub;
- 1201 Wilson Avenue, which proposed a mix of uses including an expansion of the Humber River Regional Hospital (HRRH), the Forensics Service and Coroners Complex (FSCC), and Provincial office buildings (subsequent phases of development under Provincial approvals are continuing);
- 82 Buttonwood Avenue, a redevelopment of West Park Healthcare Centre campus and other institutional uses;
- 440 Front Street West, "The Well", a redevelopment of the Globe and Mail site with seven mixed use buildings with office and retail uses; and

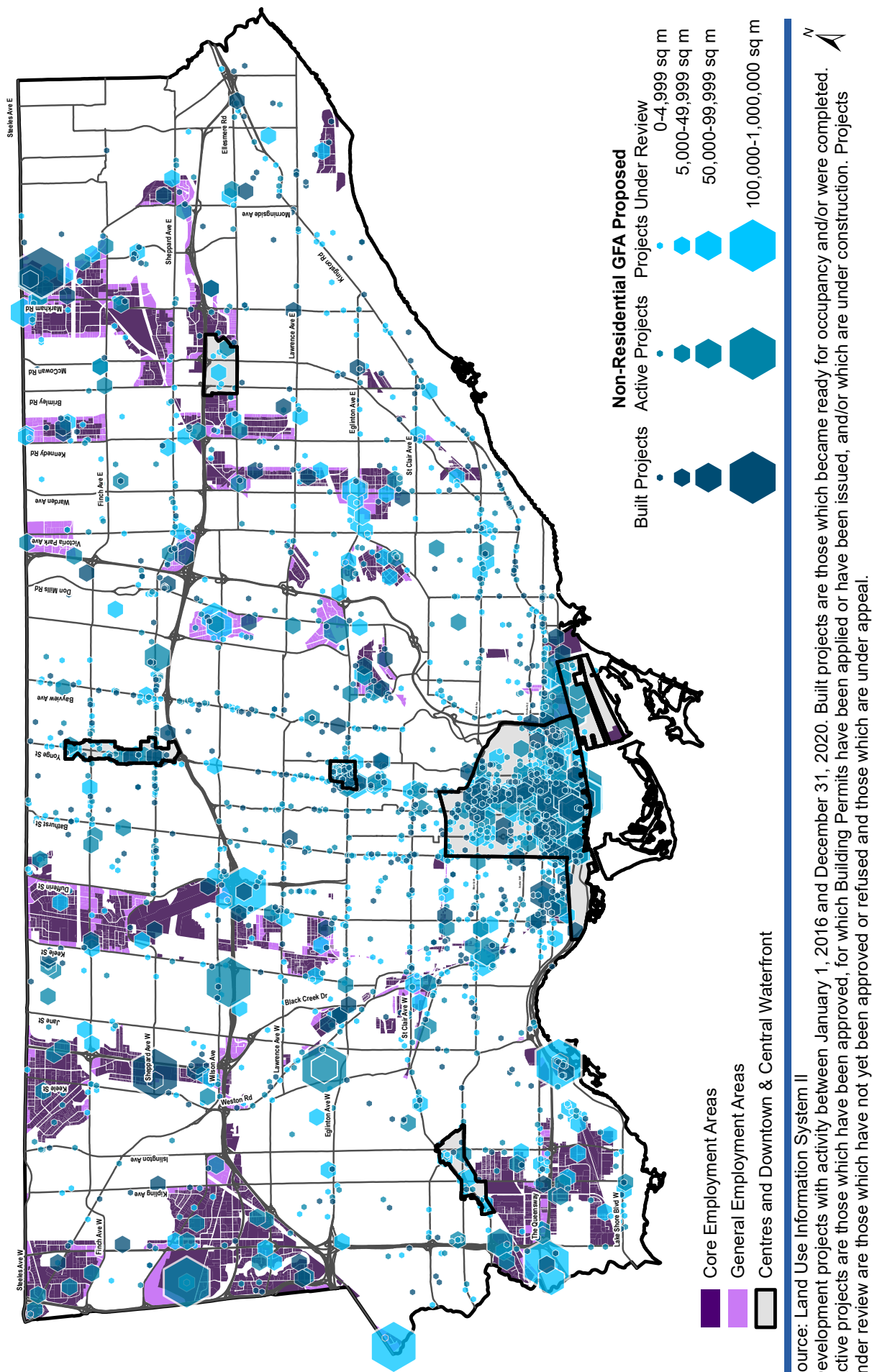
- 45 Bay Street, which includes a major office tower, an elevated park over a rail corridor and the GO bus terminal integrated into the project.

### Five Largest Under Review Projects

- 325 Front Street West, a mixed-use development including residential, office and retail uses in four buildings (2 residential and 2 office) and open space uses over the rail corridor;
- 25 King Street West, a 64-storey office-retail building on the Commerce Court site and an addition to Hotel Victoria (approved by Council, appealed to the LPAT which has since been withdrawn);
- 433 Front Street West, the development of ten mixed-use buildings over the rail corridor (refused by Council; appealed to the LPAT);
- 11 Bay Street, a new project proposed in 2020 which proposes a 54-storey office tower with a mixed use podium, including a conference centre associated with the Westin Harbour Castle; and
- 3401 Dufferin Street, a 20+ year phased mixed-use plan for the Yorkdale Shopping Centre site which includes retail, office, hotel, and residential uses.

According to CBRE, Downtown accounts for 99% of the office space currently under construction in the GTA compared to 92% in 2019.<sup>17,18</sup> Outside of Downtown, the bulk of office space construction is occurring beyond the city of Toronto boundaries within Mississauga (the Airport Corporate Centre) and Burlington.<sup>19</sup>

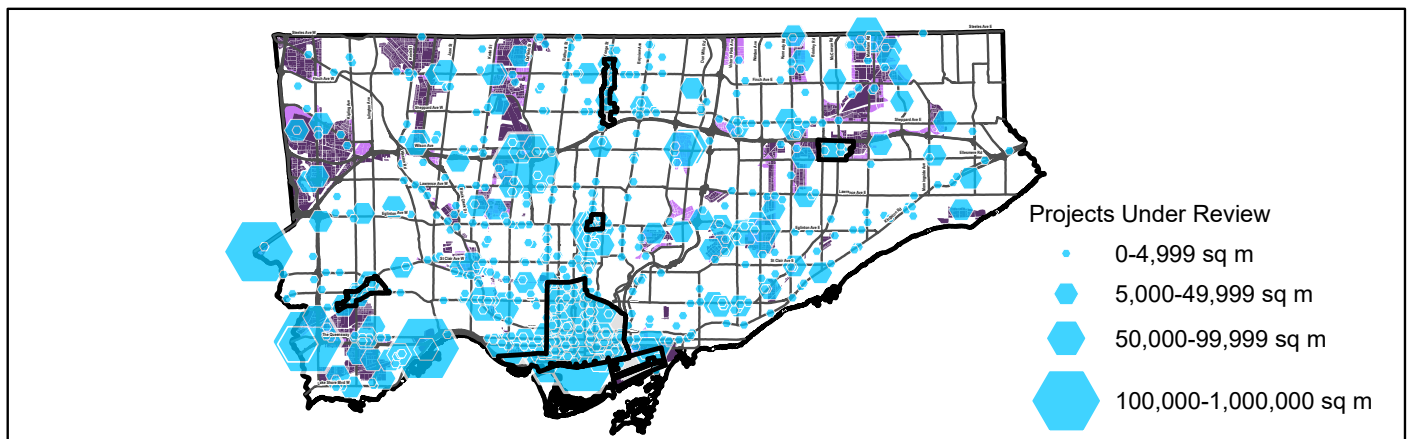
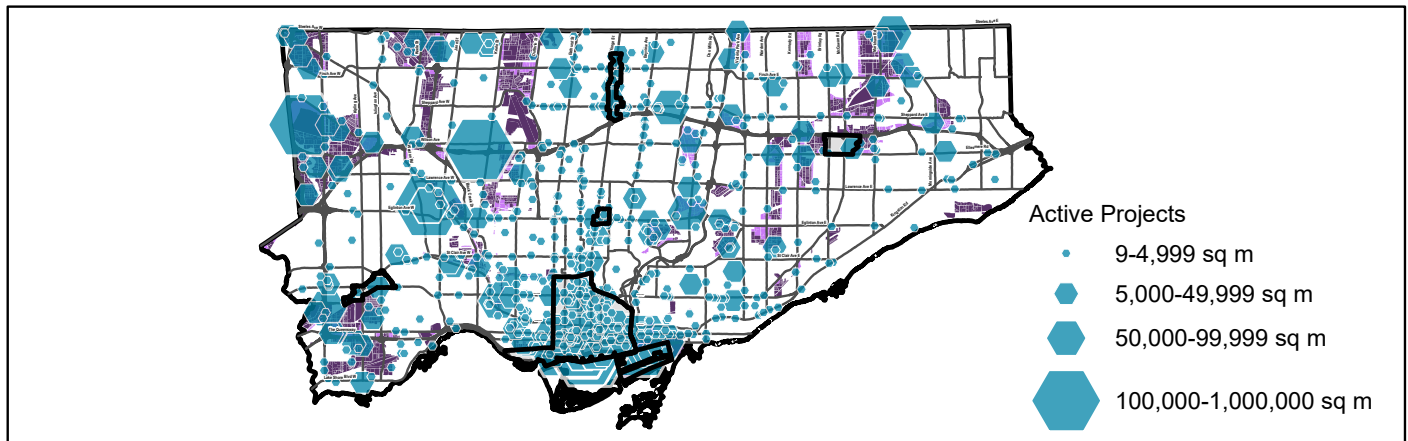
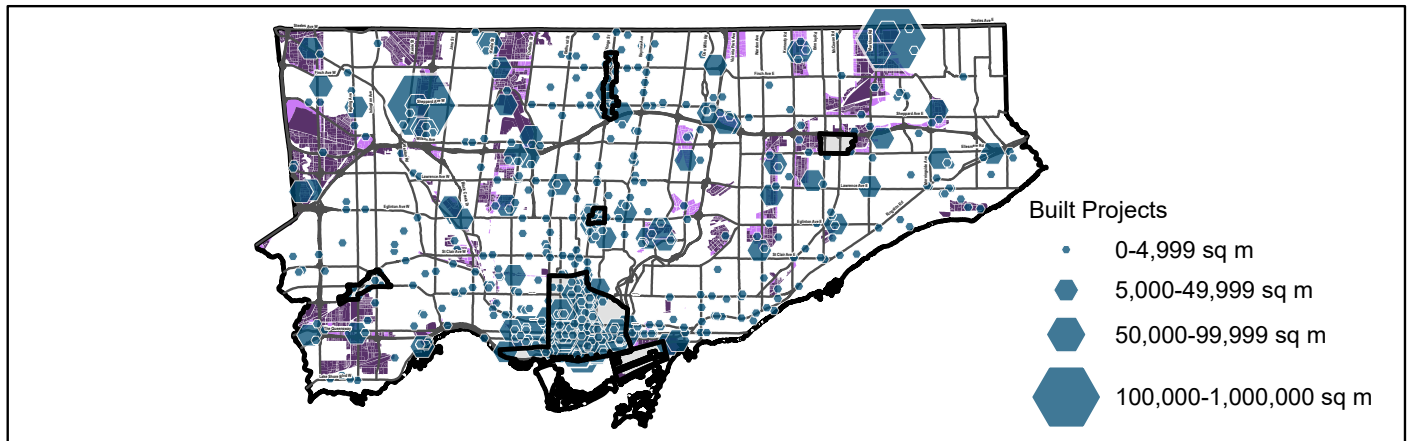
Map 6: City of Toronto Proposed Non-Residential Development



Prepared by: Toronto City Planning Division, Planning Research and Analytics - June 2021

Copyright © 2021 City of Toronto. All Rights Reserved.  
Published: June 2021.

## Map 7: City of Toronto Proposed Non-Residential Development by Status






Source: Land Use Information System II

Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

Prepared by: Toronto City Planning Division, Planning Research and Analytics - June 2021

Copyright © 2021 City of Toronto. All Rights Reserved.  
Published: June 2021.

Core Employment Areas   
General Employment Areas   
Centres and Downtown & Central Waterfront 

## The City of Toronto and the Provincial Growth Plan

### Citywide Growth Plan Forecast

It is important to understand Toronto's growth in the context of its population and employment. *A Place to Grow: Growth Plan for the Greater Golden Horseshoe* (2019) was brought into effect on May 16, 2019 by the Province. It manages growth and development throughout the region that stretches around Lake Ontario from Niagara Falls to Peterborough, with Toronto at its centre. On August 28, 2020, the Province released the amended *A Place to Grow*. The amended Growth Plan eliminates the 2031 and 2041 forecast years, replacing them with forecasts at 2051.

The underlying technical forecast study to Amendment 1 was prepared by Hemson Consulting Ltd. and released in August 2020. The 2051 forecasts in the amended Growth Plan correspond to the Reference Scenario in the 2020 technical forecast study. That Scenario has a 2016 population of 2,819,000 and a 2021 forecast population of 3,034,000. If the Reference Scenario is interpolated to 2020, the anticipated 2020 population is 2,991,000.

Statistics Canada's 2020 population estimate as of July 1, 2020 is 2,988,408, just 2,592 below the interpolated forecast. Through the Census, Statistics Canada attempts to count every person. However, some people are missed, and a few are counted more than once. Statistics Canada undertakes follow-up studies to estimate the net undercoverage. The error in the estimated net undercoverage of the Toronto Census Metropolitan Area (CMA) is +/-0.42%. When this error rate is applied to the city of Toronto population, this is an error of +/-11,841 people. Toronto's latest population estimate is well within this error range of the interpolated Growth Plan forecast. Consequently the City's population is on track with the forecasts supporting *A Place to Grow* as amended.

The continuation of the recent growth trends are uncertain due to the COVID-19 pandemic, which has been factored into the 2020 Hemson technical background study supporting the amendment to *A Place to Grow*. The study notes that its forecasts were originally premised on the population of the Greater Golden Horseshoe being consistent with the Ministry of Finance *Population Projections* through the forecast period. However, the study states that the proposed population forecasts were revised with a reduction of approximately 13% growth over the 2016-2021 period and a corresponding decline of 15% in GGH employment in 2020 Q2, with about three-quarters of the job losses anticipated to be recovered by 2021 Census Day. The study states that the long-term effects of the pandemic are very uncertain. According to the results of the 2020 Toronto Employment Survey, the City's employment declined 7.6% from 2019.<sup>20</sup> This is half of the anticipated regional decline and outperforms the expectations of the forecasts supporting the Growth Plan.

### Employment Forecast

*A Place to Grow* as amended on August 28, 2020 contains a new forecast horizon of 2051 and a forecast of 1,980,000 jobs by that year. The intervening forecast years were removed from *A Place to Grow*. The Reference Scenario in the technical forecast study supporting the amended Schedule 3 forecast suggests an average annual growth rate of 10,629 jobs per annum from 2016 to 2051.

Each year for the past 37 years, the City Planning Division has conducted the Toronto Employment Survey, collecting employment information from every business establishment in the city. As an establishment based-survey, the Toronto Employment Survey does not capture all people working at home or from home, nor all of those who do not have usual places of work, such as construction workers. Thus, the total employment in the city is higher than reported by the Survey.

According to the results of the Toronto Employment Survey, over the “pre-pandemic” ten-year period 2009 to 2019, the City’s employment grew by 27,661 jobs per annum. This is 2.6 times the rate of growth anticipated by the forecasts supporting the Growth Plan. Over the ten-year period 2010 to 2020 ending “mid-pandemic”, Toronto’s employment grew by 15,161 jobs per annum, or 1.4 times the rate of growth anticipated by the Growth Plan forecasts. To date, the City is still growing faster than forecast and remains on track to achieve the Growth Plan forecast before 2051.<sup>21</sup>

The medium- and long-term impacts of the COVID-19 pandemic are not yet known. The study supporting the revised forecasts in the amended Growth Plan states that the forecasts incorporate a severe economic contraction in 2020 while anticipating a return to pre-pandemic expectations within three years. Nevertheless, the study observes that the pandemic has the potential to affect the assumptions of the forecast, requiring ongoing monitoring.

## Housing Forecast

Toronto’s housing growth is also on track with the household forecasts supporting *A Place to Grow* as amended in 2020. The Growth Plan as amended is supported by a technical forecast study by Hemson Consulting Ltd also completed in 2020. The Reference Forecast of that study anticipates 495,000 households need to be accommodated over the forty-year period from 2011 to 2051.

In order to accommodate the additional households, additional housing must be built. To realize this additional housing, some existing housing may need to be demolished. Based on an analysis of Demolition Permits over the 16-year period 2005-2020, the overall average annual demolition rate versus housing units completed over the same period as reported by CMHC was 8.9% (see pages 8-9). The demolition rate can be applied to the potential housing supply to estimate the net supply (see Table 14).

Just nine years into the forty-year forecast period, Toronto has seen built or proposed almost enough potential housing less estimated demolitions to accommodate the forecasted growth to 2051. CMHC reports that 127,481 units were completed between May 2011 and April 2020 for a net total of 116,135 units. The Development Pipeline contains 162,757 units in projects with their first Planning approval but not yet built. If realized, the estimated net new supply would be 148,272 units. Together this is 53% of the net units required to accommodate the forecasted growth over forty years. A further 246,769 units are in development projects still under review for an estimated added net supply of 224,807 units or a further 45% of the forecasted growth. Together this represents almost 99% of the units required to accommodate the forecasted household growth to 2051 (see Figure 5 on page 36). Not all submitted proposals are approved, and not all approved projects are built. However, given these trends, Toronto is well on its way to housing the population forecasted by *A Place to Grow* as amended.

**Table 14: Growth Plan Forecast**

		Potential Supply (Units)	%	Potential Supply Less Estimated Demolitions	%
Hemson Forecast	2011 - 2051	495,800	100.0	495,800	100.0
CMHC Completions	2011 - 2020	127,481	25.7	116,135	23.4
Active Units	2016 - 2020	162,757	32.8	148,272	29.9
Under Review Units	2016 - 2020	246,769	49.8	224,807	45.3
<b>Total Units</b>		<b>537,007</b>	<b>108.3</b>	<b>489,213</b>	<b>98.7</b>
Additional Potential / Shortfall		41,207	8.3	-6,587	-1.3

Sources: City of Toronto, City Planning Division: Integrated Business Management System; Land Use Information System II; Canada Mortgage and Housing Corporation: Housing Now, GTA Edition tables.

Based on development projects with activity between January 1, 2016 and December 31, 2020 less estimated demolitions using a demolition rate of 8.9% based on Demolition Permits issued 2005-2020 versus CMHC Completions over the same period. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction, but are not yet built. Projects Under Review are those which have not yet been approved or refused and those which are under appeal.

## Potential Population

There are 148,272 net units which are approved but not yet built in the Development Pipeline after accounting for estimated demolitions to realize them. If these units were completed and occupied at the average number of persons per household of units built in the last twenty years, 1996 to 2016, the potential population in these units could be about 259,900 people. In addition to Statistics Canada's 2020 population estimate for the city of 2,988,408, this could bring the city's population to 3.25 million or 89% of the forecasted population at 2051. If the 224,807 net units which were still under review at the end of 2020 were also approved, built and similarly occupied (already having accounted for estimated demolitions), the potential population in these additional units could be about 394,100 people.

In total, the Development Pipeline could represent a potential population of 654,000 people. This would be the

equivalent of growing the population by over one fifth. Added to the 2020 population estimate, the Pipeline would contribute to a city population of about 3.642 million or 99.8% of the 2051 population forecast of 3.650 million contained in the Provincial Growth Plan as amended.

## Density of Jobs and People in Growth Areas

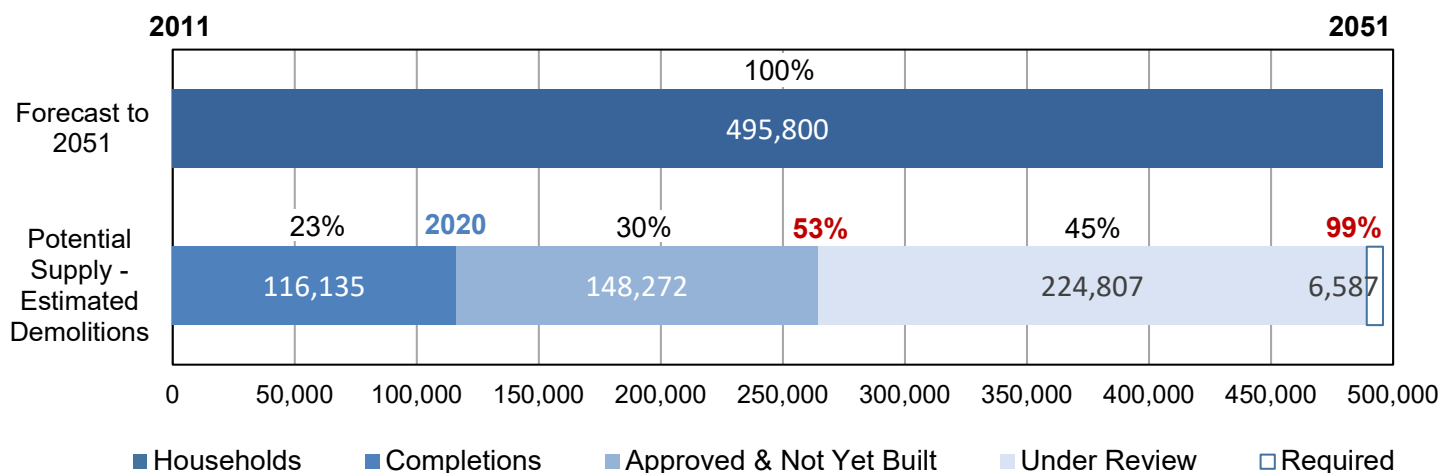
Toronto's Official Plan seeks to direct growth to the Centres and Downtown "in order to promote mixed use development to increase opportunities for living close to work and to encourage walking and cycling for local trips."

The Provincial Growth Plan sets minimum gross density targets to be achieved by 2031 for Urban Growth Centres (UGCs). The minimum gross density target is 400 residents and jobs combined per hectare for each Centre and for Downtown.

Table 15 shows the density of people and jobs per hectare for Downtown and each Centre between 2006 and 2019, and for the city overall. Since 2006, each of these areas has become steadily denser. North York Centre and Yonge-Eglinton Centre have achieved the 400 people and jobs per hectare target, as early as 2006 in the case of Yonge-Eglinton Centre. In 2020, total employment was lower than in 2019 due to the initial impacts of the COVID-19 pandemic. As a result, the estimated densities in 2020 are lower than they were in 2019. Nevertheless, Table 15 also shows that Downtown and the Centres have intensified in comparison to the city overall, as the Growth Plan has directed.

If the density trends continue, it is likely that Downtown will exceed the UGC density target well before 2031. The 2020 density of the Downtown UGC area is estimated to be 366 people and jobs per hectare. According to the Census, the Downtown UGC

**Figure 5: Growth Plan Forecast to 2051**

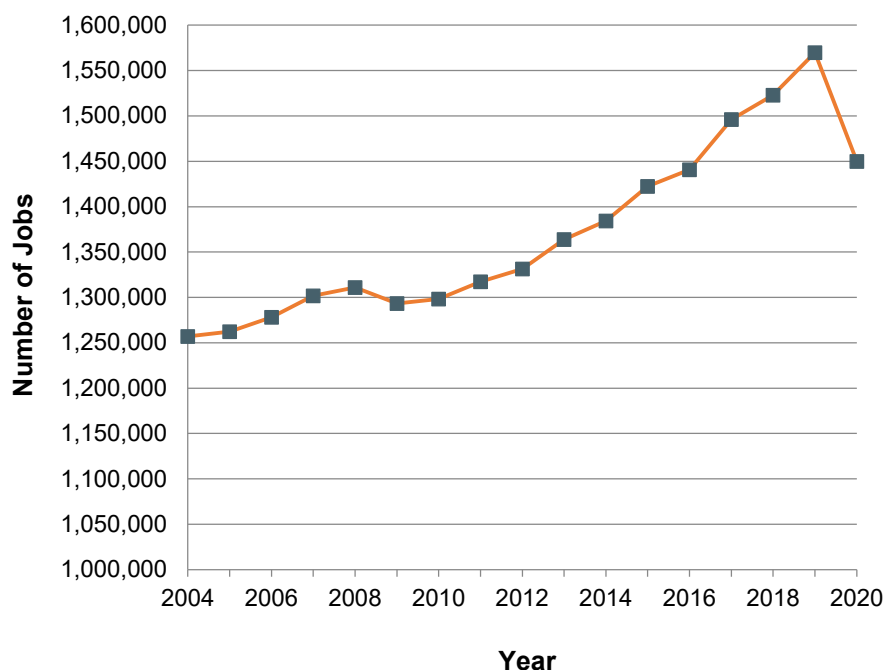


Sources: City of Toronto, City Planning : Integrated Business Management System; Land Use Information System II; Canada Mortgage and Housing Corporation: Housing Now, GTA Edition tables.

Based on development projects with activity between January 1, 2016 and December 31, 2020 less estimated demolitions using a demolition rate of 8.9% based on Demolition Permits issued 2005-2020 versus CMHC Completions over the same period. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction, but are not yet built. Projects under review are those which have not yet been approved or refused and those which are under appeal.

population increased by 41,668 people between 2011 and 2016 or 19.4 persons per hectare. According to the City's Toronto Employment Survey, the employment increased by 95,390 jobs between 2011 and 2020 (see Figure 6) or 44.4 jobs per hectare. The increase in density as a result of this growth is a minimum of an additional 63.8 people and jobs per hectare over the nine-year period 2011-2020, a per annum rate of at least 8.8 people and jobs per year. If the current trends continued for another 4 years after 2020, the additional density would yield a total of 402 people and jobs per hectare in 2024, exceeding the minimum Urban Growth Centre density target well before 2031. The timing of the city's growth will be affected by its recovery from the impacts of the COVID-19 pandemic.

**Figure 6: City of Toronto Employment Survey**



Source: Toronto City Planning, Toronto Employment Survey

**Table 15: Density of People and Jobs Per Hectare in Urban Growth Centres**

Measure	Density (People and Jobs Per Hectare)					Percent Change in Density	Percent Change in Density
Year	2006	2011	2016	2019	2020	2006-2019	2006-2020
Scenario	Actual	Actual	Actual	Estimate	Estimate	Population Change	Population Change
<b>City of Toronto</b>	<b>60</b>	<b>62</b>	<b>66</b>	<b>68</b>	<b>66</b>	<b>14%</b>	<b>11%</b>
<b>Urban Growth Centres</b>							
<b>Downtown and Central Waterfront</b>	<b>265</b>	<b>302</b>	<b>354</b>	<b>388</b>	<b>366</b>	<b>47%</b>	<b>38%</b>
<b>Centres</b>	<b>250</b>	<b>288</b>	<b>297</b>	<b>305</b>	<b>297</b>	<b>22%</b>	<b>19%</b>
Etobicoke Centre	137	144	155	164	158	20%	16%
North York Centre	385	455	450	460	454	19%	18%
Scarborough Centre	138	156	169	171	163	24%	18%
Yonge-Eglinton Centre	482	570	575	595	574	23%	19%

Sources: City Planning, Land Use Information System II. City Planning, Toronto Employment Surveys 2006, 2011, 2016, 2019, 2020. Statistics Canada, 2006, 2011 and 2016 Censuses, custom tabulations.

The 2006, 2011 and 2016 numbers were calculated based on employment values from the Toronto Employment Survey and population values from the latest Census. The 2019 and 2020 figures include the 2016 Census and the 2019 and 2020 Toronto Employment Survey results respectively.

## Provincially Significant Employment Zones in Toronto

The Province brought into effect *A Place to Grow: Growth Plan for the Greater Golden Horseshoe* on May 16, 2019 which included a framework for Provincially Significant Employment Zones (PSEZs). This Growth Plan and this framework were amended August 28, 2020 based, in part, on recommendations from municipalities.

PSEZs are intended to be areas of high economic output, and are strategically located to provide stable, reliable employment across the region. They provide opportunities to improve coordination between land use planning, economic development, and infrastructure investments to support investment and job creation over the longer-term. The Growth Plan (2019) defines PSEZs as:

Areas defined by the Minister in consultation with affected municipalities for the purpose of long-term planning for job creation and economic development. *Provincially significant employment zones* can consist of *employment areas* as well as mixed-use areas that contain a significant number of jobs.

Municipalities are only able to convert lands within PSEZs and non-PSEZs (all Employment Areas outside of the PSEZ geography) to permit non-employment uses provided that a number of “tests” set out in the Growth Plan (2019) are met (see Growth Plan Policies 2.2.5.9 and 2.2.5.10). The City of Toronto Official Plan consists of additional conversion “tests” that are required to be satisfied as well.

There are currently 29 PSEZs in the region and 11 PSEZs fall within the City of Toronto as identified by the Minister on December 20, 2019. The Ontario Food Terminal was the most recent PSEZ accepted by the Province and one of the City’s recommendations.

There are 177 proposed projects located within the identified 11 PSEZs in Toronto. Of these, 96 projects are within the land use designation *Core Employment Areas* and 56 projects are within the *General Employment Areas*. The remaining 25 projects in PSEZs are located within other land use designations. The Province may continue to modify the PSEZ geographies (see Map 8) and Table 16 is based on the most recent geographies available at the time of this bulletin.

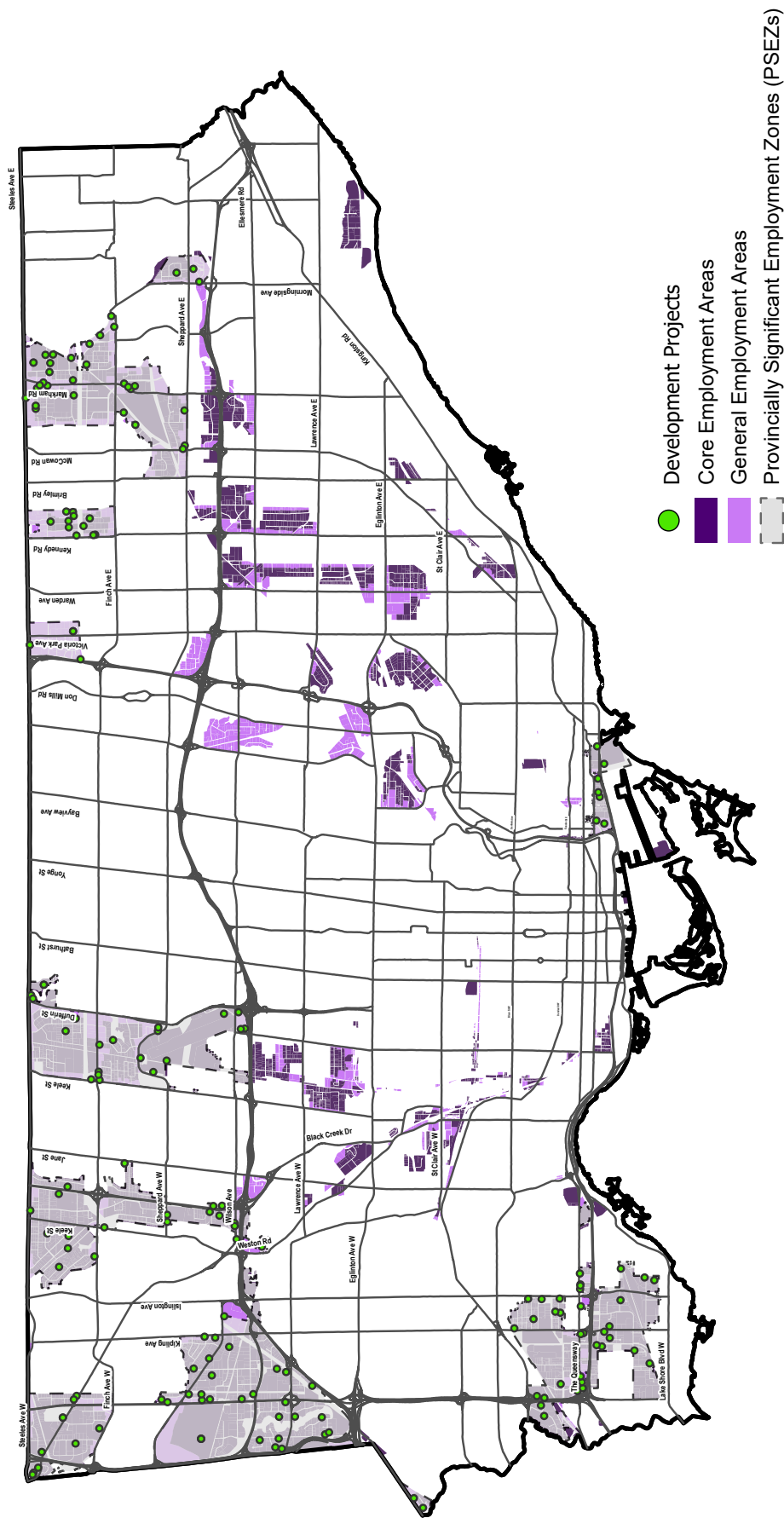
**Table 16: Development Projects in Provincially Significant Employment Zones (PSEZs)**

	PSEZ	Not in PSEZ	Total	% in PSEZ	% Not in PSEZ
Core Employment Areas	96	58	154	62%	38%
General Employment Areas	56	63	119	47%	53%
Other Areas within City	25	1,816	1,841	1%	99%
<b>Total Projects in Pipeline</b>	<b>177</b>	<b>1,937</b>	<b>2,114</b>	<b>8%</b>	<b>92%</b>

Source: City of Toronto, City Planning: Land Use Information System II

Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

Map 8: Provincially Significant Employment Zones (PSEZs)



Source: Land Use Information System II  
Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

Prepared by: Toronto City Planning Division, Planning Research and Analytics - June 2021

Copyright © 2021 City of Toronto. All Rights Reserved.  
Published: June 2021.

## COVID-19: Rebuild and Recover

In response to the COVID-19 global pandemic, the City of Toronto closed its offices effective March 18, 2020. Despite this, the City of Toronto remained deeply committed to public service. It quickly adapted by rolling out remote work and resuming services. Both the City Planning and Toronto Building Divisions continued accepting Planning and Building Permit applications, approving planning proposals, issuing building permits, and performing final inspections of completed construction.

In 2020, City Planning received applications for 242 development projects proposing 70,851 residential units and 1,279,479 m<sup>2</sup> of non-residential GFA. By comparison to the 211 projects proposed in 2019, 16% more residential proposals and 20% fewer non-residential projects were submitted in 2020. Even though City Planning was not able to accept new applications for several weeks at the onset of the pandemic, it received 40%

of the year's total by the end of June, compared to 33% in 2019 (see Table 17 and Figure 7). The comparatively high number of development proposals submitted in 2020 shows continuing confidence in development in Toronto in the foreseeable future, especially in the residential market.

In the early months of the pandemic, City Planning pivoted its focus by prioritizing approvals of affordable and modular housing, as well as condominium applications and other applications that were close to approval. The number of development projects that received at least their first Planning approval in 2020 was 110, a decrease from 155 projects in 2019. The 110 approved projects consisted of 21,318 residential units and 473,644 m<sup>2</sup> of non-residential GFA. The average number of projects approved per month in 2019 and 2020 were 8.9 and 7.6 respectively. One of the major contributing factors to the decrease in approvals was the cancellation of City Council and Committee meetings between March and May in 2020. Also, the City Planning

**Table 17: Development Projects Received 2019-2020**

Month	2019		2020	
	Projects	%	Projects	%
January	6	3%	6	2%
February	15	7%	20	8%
March	18	9%	14	6%
April	9	4%	0	0%
May	12	6%	13	5%
June	10	5%	43	18%
July	19	9%	18	7%
August	23	11%	13	5%
September	12	6%	20	8%
October	30	14%	28	12%
November	21	10%	22	9%
December	36	17%	45	19%
<b>Total</b>	<b>211</b>	<b>100%</b>	<b>242</b>	<b>100%</b>

Division and a few other City Divisions that provide development review support experienced critical staffing shortages for much of 2020, impacting development review timelines.

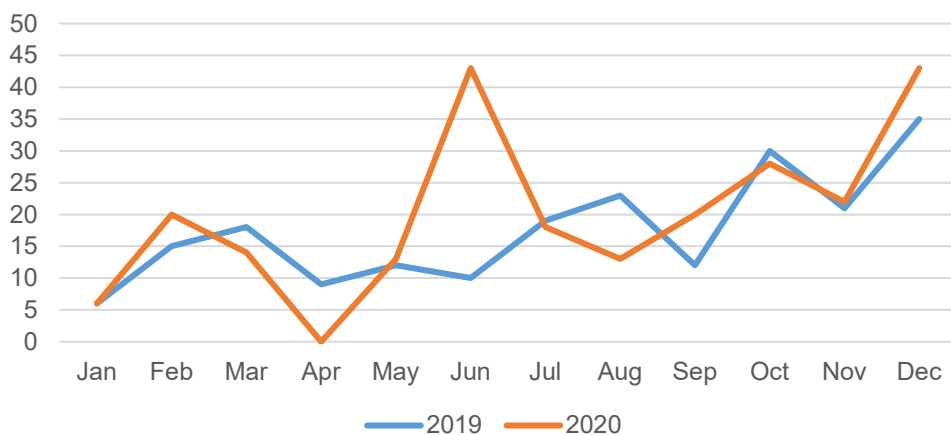
The pandemic did not slow construction activities across the city as residential and some non-residential construction was deemed an essential service by the Province of Ontario. According to CMHC, 20,982 residential units began construction and 56,005 units were under construction in 2020. This is 11% and 7% higher respectively than the 18,877 units that began construction and the 52,317 units that were under construction in 2019. The Toronto Building Division issued 9,717 Building Permits comprising 25,258 residential units in 2020, while 11,636 Building Permits with 12,002 residential units were issued in 2019.

CMHC reports 17,276 residential units were completed in 2020 and the Development Pipeline similarly captured 16,823 units that were built in the same year. Over the five-year period

from 2016 to 2020, CMHC reports 78,513 completed residential units. The Development Pipeline similarly captured 75,510 units that were built during this period. The difference in these numbers is due to methodology. CMHC surveys construction sites while City Planning defines built residential units as those which have reached the stage of Ready for Occupancy and/or Work Completed based on Building Permits. While the methodologies used by CMHC and City Planning differ, the number of built residential units are closely comparable.

The COVID-19 pandemic has not deterred development activity in 2020, especially in residential projects. However, many of these projects might have been pre-sold and were advancing through the development process before the pandemic hit Toronto. Ongoing monitoring of development activities will be necessary to assess the long-term impact of the pandemic and the progress of the economic recovery.

**Figure 7: Development Projects Received 2019-2020**



## Mixed Use Heritage Conservation Districts

As Toronto grows and changes, historic buildings play a crucial role in place-making. The mix of historic and modern plays a key role in attracting the innovation and investment that supports our economy.

The City of Toronto has been designating HCDs since 1985 and in 2015, new Official Plan heritage policies came into effect. Council signaled a commitment to HCDs, providing place-based policies that conserve and enhance storied neighbourhoods, while pointing to opportunities for contextually appropriate growth and change that build on what makes Toronto a unique, competitive and livable city.

Far from being static, HCDs in Toronto continue to evolve and accommodate change in the form of sensitive additions, new development, increased density, new businesses and new residents. A review of the development projects within HCDs between January 1, 2016 and December 31, 2020 highlights that non-residential gross floor area (GFA) has been growing over the past five years and shows how it will continue to develop in the near future within HCDs. About 14% of the proposed non-residential GFA in the City is located in an HCD, demonstrating that City Planning and its private sector partners are finding innovative new opportunities for responsive design interventions within Toronto's historic neighbourhoods.

**Table 18a: Proposed Development by Mixed Use Heritage Conservation District**

Geography	Number of Projects	% of Total	% in HCDs	Proposed Residential Units	% of Total	% in HCDs	Proposed Non-Residential GFA (m <sup>2</sup> )	% of Total	% in HCDs
<b>City of Toronto</b>	<b>2,114</b>	<b>100.0</b>		<b>503,362</b>	<b>100.0</b>		<b>12,853,823</b>	<b>100.0</b>	
<b><i>Heritage Conservation Districts</i></b>	<b>122</b>	<b>5.8</b>	<b>100.0</b>	<b>37,746</b>	<b>7.5</b>		<b>1,825,151</b>	<b>14.2</b>	<b>100.0</b>
<b>Mixed Use Designated Districts</b>	<b>22</b>	<b>1.0</b>	<b>18.0</b>	<b>5,094</b>	<b>1.0</b>	<b>13.5</b>	<b>980,289</b>	<b>7.6</b>	<b>53.7</b>
Queen Street West	8		6.6	751		2.0	23,058		1.3
Union Station	14		11.5	4,343		11.5	957,231		52.4
<b>Mixed Use Districts Under Appeal</b>	<b>100</b>	<b>4.7</b>	<b>82.0</b>	<b>32,652</b>	<b>6.5</b>	<b>86.5</b>	<b>844,862</b>	<b>6.6</b>	<b>46.3</b>
Garden District	4		3.3	943		2.5	45,408		2.5
Historic Yonge Street	16		13.1	7,628		20.2	50,522		2.8
King-Spadina	66		54.1	20,636		54.7	540,561		29.6
St. Lawrence Neighbourhood	14		11.5	3,445		9.1	208,371		11.4

Of the 1,825,151 m<sup>2</sup> of proposed non-residential GFA in the Downtown *Mixed Use* HCDs, 980,289 m<sup>2</sup> or 8% of proposed non-residential GFA in the city is found in the Union Station and Queen Street West HCDs, which have been in effect since 2006 and 2007, respectively. Meanwhile, 844,862 m<sup>2</sup> or 7% of proposed non-residential GFA in the city is located in Historic Yonge, St. Lawrence Neighbourhood, Garden District and King-Spadina HCDs, which are all under appeal at this time (see Map 9 on page 44 and Tables 18a and 18b).

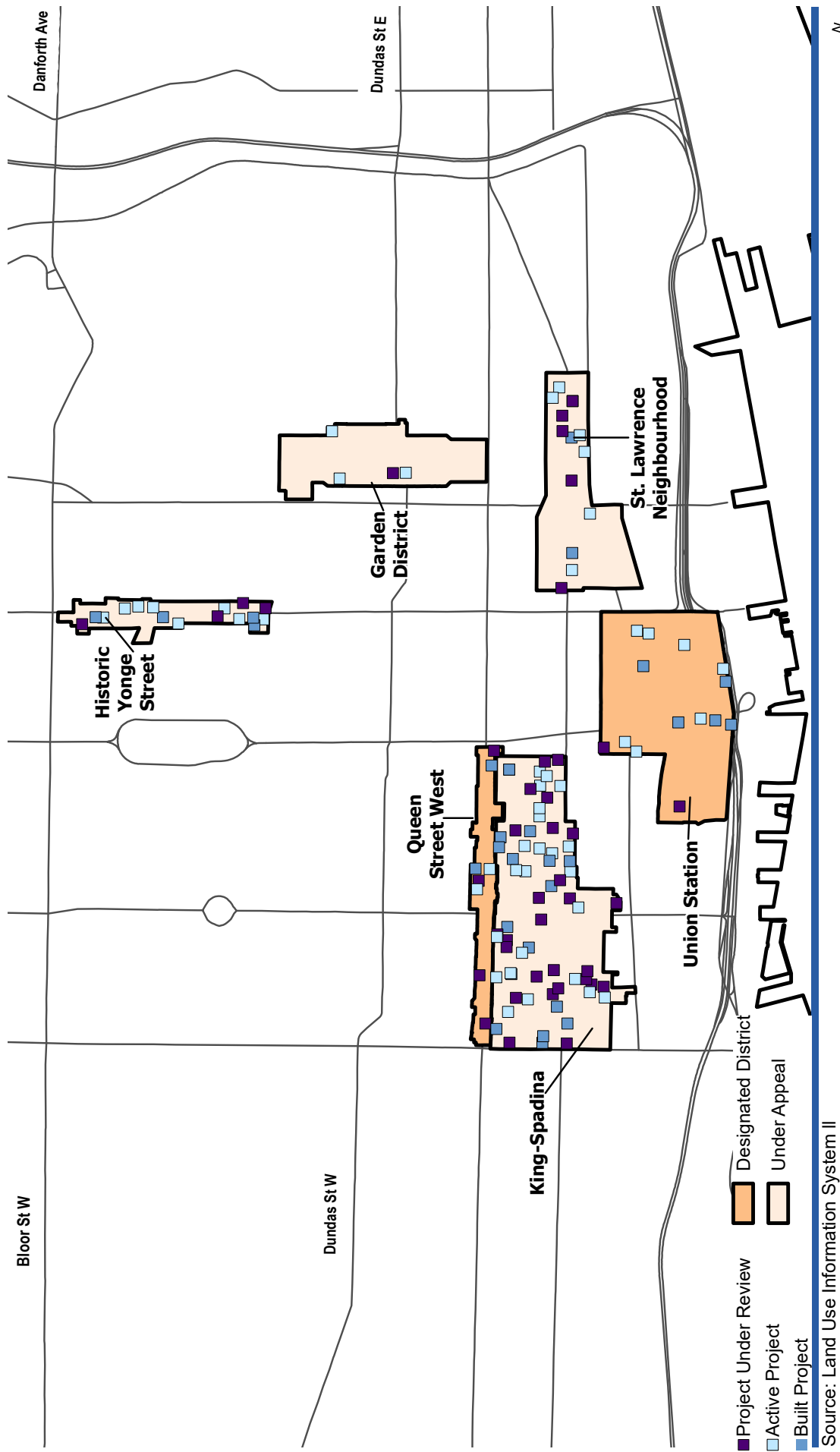
This development activity aligns with the understanding that the lands within several of these HCDs are located within an Urban Growth Centre pursuant to the Provincial Growth Plan

2020, and Policy 4.2.7(1) provides that cultural heritage resources will be conserved, particularly in *strategic growth areas*. These HCD Plans also take into account the municipal land use planning framework, with a view to establishing Plans that will remain relevant and attuned to core principles of cultural heritage. HCD Plans are to be read in conjunction with the Official Plan, which gives further direction on the management and conservation of heritage properties. This snapshot of the Pipeline is encouraging and shows that growth and heritage conservation are not mutually exclusive. Conservation or alteration of heritage resources can help to shape change, not prevent non-residential development.

**Table 18b: Proposed Development in Mixed Use Heritage Conservation Districts by Status**

Geography	Number of Projects	% of Total	% in HCDs	Proposed Residential Units	% of Total	% in HCDs	Proposed Non-Residential GFA (m <sup>2</sup> )	% of Total	% in HCDs
<b>City of Toronto</b>	<b>2,114</b>	<b>100.0</b>		<b>503,362</b>	<b>100.0</b>		<b>12,853,823</b>	<b>100.0</b>	
<b><i>Heritage Conservation Districts</i></b>	<b>122</b>	<b>5.8</b>		<b>37,746</b>	<b>7.5</b>		<b>1,825,151</b>	<b>14.2</b>	
<b>Mixed Use Designated District</b>	<b>22</b>	<b>1.0</b>	<b>18.0</b>	<b>5,094</b>	<b>1.0</b>	<b>13.5</b>	<b>980,289</b>	<b>7.6</b>	<b>53.7</b>
Built	7		5.7	3,719		73.0	219,224		22.4
Active	9		7.4	408		8.0	739,932		75.5
Under Review	6		4.9	967		19.0	21,134		2.2
<b>Mixed Use Districts Under Appeal</b>	<b>100</b>	<b>4.7</b>	<b>82.0</b>	<b>32,652</b>	<b>6.5</b>	<b>86.5</b>	<b>844,862</b>	<b>6.6</b>	<b>46.3</b>
Built	24		19.7	7,959		21.1	118,392		6.5
Active	40		32.8	14,083		37.3	340,829		18.7
Under Review	36		29.5	10,610		28.1	385,641		21.1

**Map 9: Proposed Development in Mixed Use Heritage Conservation Districts**



Development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

Prepared by: Toronto City Planning Division, Planning Research and Analytics - June 2021

Copyright © 2021 City of Toronto. All Rights Reserved.  
Published: June 2021.

# Appendix

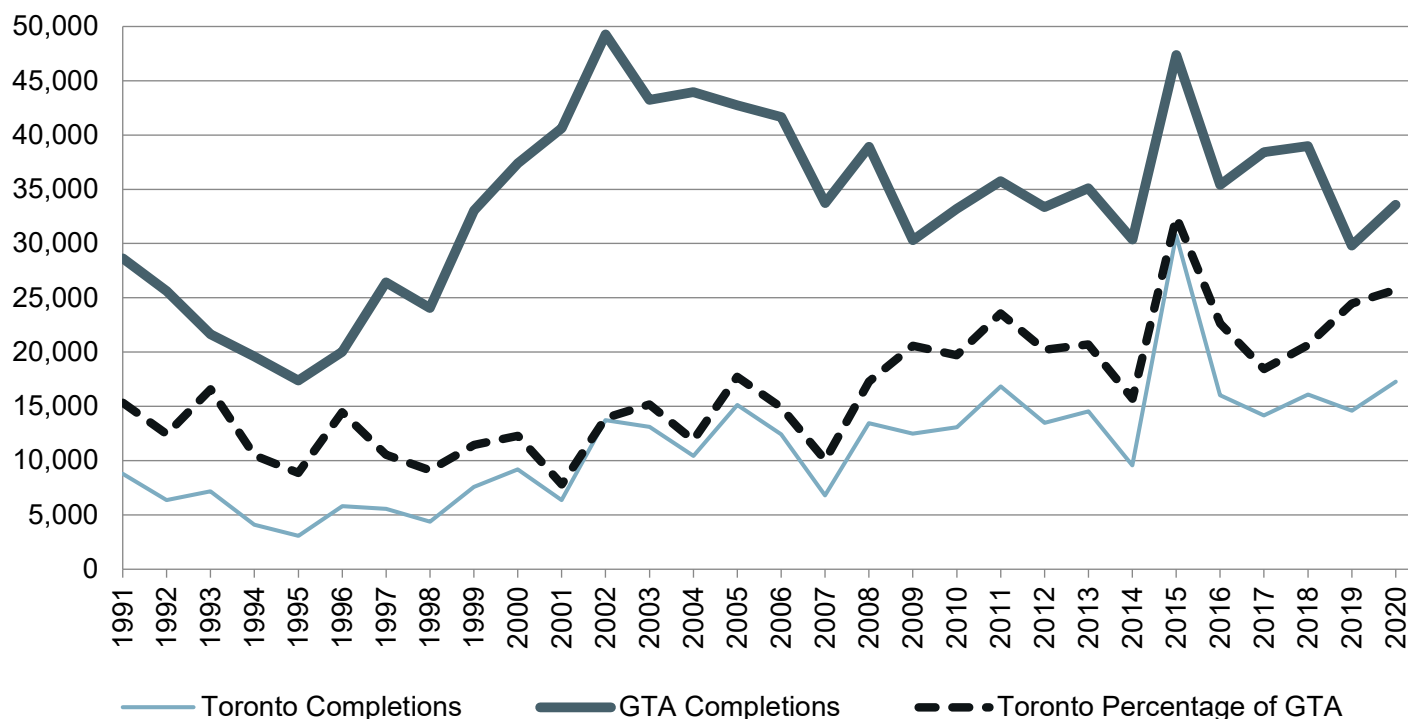
**Table A.1: Average Project Size by Status**

<i>Average Number of Residential Units per Project</i>					
	<b>Built</b>	<b>Active</b>	<b>Under Review</b>	<b>Total in Pipeline</b>	<b>2019 Q4</b>
<b>City of Toronto</b>	<b>161</b>	<b>215</b>	<b>319</b>	<b>238</b>	206
<b>Growth Areas</b>	<b>249</b>	<b>309</b>	<b>399</b>	<b>329</b>	295
<b>Downtown and Central Waterfront</b>	342	354	326	<b>340</b>	331
<b>Centres</b>	327	568	561	<b>496</b>	453
<b>Avenues</b>	163	174	323	<b>232</b>	198
<b>Other Mixed Use Areas</b>	201	431	643	<b>454</b>	368
<b>All Other Areas</b>	41	60	161	<b>87</b>	71
<i>Average Non-Residential Gross Floor Area per Project (m<sup>2</sup>)</i>					
	<b>Built</b>	<b>Active</b>	<b>Under Review</b>	<b>Total in Pipeline</b>	<b>2019 Q4</b>
<b>City of Toronto</b>	<b>4,133</b>	<b>7,357</b>	<b>6,303</b>	<b>6,080</b>	<b>5,722</b>
<b>Growth Areas</b>	<b>4,101</b>	<b>6,610</b>	<b>6,440</b>	<b>5,907</b>	<b>5,737</b>
<b>Downtown and Central Waterfront</b>	7,592	12,430	10,435	<b>10,440</b>	10,193
<b>Centres</b>	2,575	4,180	4,853	<b>4,004</b>	3,281
<b>Avenues</b>	1,540	1,523	3,052	<b>2,145</b>	1,899
<b>Other Mixed Use Areas</b>	3,043	6,715	7,636	<b>6,112</b>	5,972
<b>All Other Areas</b>	4,176	8,590	6,034	<b>6,368</b>	5,700

Source: City of Toronto, City Planning: Land Use Information System II

Proposed residential units and non-residential GFA in development projects with activity between January 1, 2016 and December 31, 2020. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

**Figure A.1: Toronto & GTA Dwelling Unit Completions**



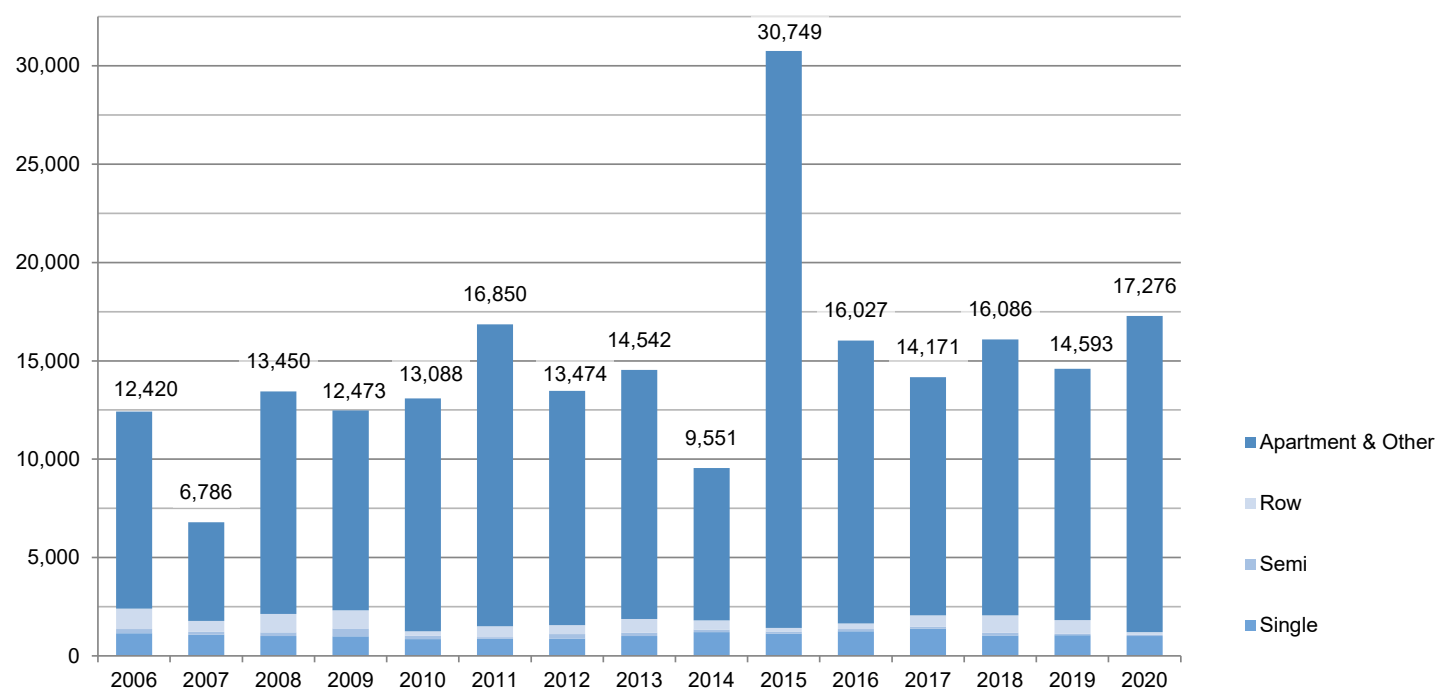
Source: Canada Mortgage and Housing Corporation, Housing Now - Ontario Reports

**Table A.2: Residential Unit Completions by Dwelling Type**

Market	Single	Semi	Row	Apartment & Other	Total
2006	1,148	221	1,027	10,024	12,420
2007	1,085	142	552	5,007	6,786
2008	1,008	178	944	11,320	13,450
2009	987	408	919	10,159	12,473
2010	849	166	230	11,843	13,088
2011	865	82	558	15,345	16,850
2012	877	230	457	11,910	13,474
2013	1,013	172	685	12,672	14,542
2014	1,205	136	456	7,754	9,551
2015	1,124	106	193	29,326	30,749
2016	1,250	108	296	14,373	16,027
2017	1,384	92	577	12,118	14,171
2018	1,039	140	876	14,031	16,086
2019	1,057	66	701	12,769	14,593
2020	1,009	70	124	16,073	17,276
<b>Avg 10 years</b>	<b>1,082</b>	<b>120</b>	<b>492</b>	<b>14,637</b>	<b>16,332</b>
<b>Percentage</b>	<b>6.6%</b>	<b>0.7%</b>	<b>3.0%</b>	<b>89.6%</b>	<b>100.0%</b>

Source: Housing Now publications, Canada Mortgage and Housing Corporation

**Figure A.2: Residential Unit Completions by Dwelling Type**



Source: Housing Now publications, Canada Mortgage and Housing Corporation

**Table A.3: Completions by Submarket and by Intended Market**

Toronto City	Freehold	Condo	Rental	Total	Condo %
2007	1,524	4,690	572	6,786	69%
2008	2,071	10,058	1,321	13,450	75%
2009	2,231	9,322	920	12,473	75%
2010	1,286	10,923	879	13,088	83%
2011	1,449	14,568	804	16,850	86%
2012	1,528	9,961	1,985	13,474	74%
2013	1,735	11,126	1,681	14,542	77%
2014	1,573	7,777	201	9,551	81%
2015	1,368	28,017	1,364	30,749	91%
2016	1,505	13,428	1,090	16,027	84%
2017	1,849	11,507	815	14,171	81%
2018	1,798	11,816	2,472	16,086	73%
2019	1,559	9,724	3,310	14,593	67%
2020	1,247	13,315	2,714	17,276	77%
<b>Avg 10 yrs</b>	<b>1,561</b>	<b>13,124</b>	<b>1,644</b>	<b>16,332</b>	<b>80%</b>
<b>Percentage</b>	<b>10%</b>	<b>80%</b>	<b>10%</b>	<b>100%</b>	

Source: Housing Now publications, Canada Mortgage and Housing Corporation

**Table A.4: Dwelling Unit Completions and Absorptions by Type, City of Toronto**

<b>Freeholds</b>				
	<b>Completions</b>	<b>Absorptions</b>	<b>Net Completions</b>	<b>"Unabsorbed" Percentage</b>
2016	1,513	1,464	49	3.3
2017	1,849	1,813	36	2.0
2018	1,798	1,797	1	0.1
2019	1,559	1,506	53	3.5
2020	1,247	1,259	-12	-1.0
<b>Total</b>	<b>7,966</b>	<b>7,839</b>	<b>127</b>	<b>1.6</b>
<b>Condominiums</b>				
	<b>Completions</b>	<b>Absorptions</b>	<b>Net Completions</b>	<b>"Unabsorbed" Percentage</b>
2016	13,426	14,137	-711	-5.0
2017	11,507	12,257	-750	-6.1
2018	11,816	11,947	-131	-1.1
2019	9,724	9,556	168	1.8
2020	13,315	13,204	111	0.8
<b>Total</b>	<b>59,788</b>	<b>61,101</b>	<b>-1,313</b>	<b>-2.1</b>
<b>Purpose-Built Rental</b>				
	<b>Completions</b>	<b>Absorptions</b>	<b>Net Completions</b>	<b>"Unabsorbed" Percentage</b>
2016	1,088	1,028	60	5.8
2017	815	595	220	37.0
2018	2,472	2,111	361	17.1
2019	3,310	2,788	522	18.7
2020	2,714	2,600	114	4.4
<b>Total</b>	<b>10,399</b>	<b>9,122</b>	<b>1,277</b>	<b>14.0</b>

Source: Canada Mortgage Housing Corporation, Market Absorption Survey Custom Tabulation.

Note 1. The data in Appendix Table 1 reflects the total number of units for each 12 month period. Due to cyclical variations in the construction and sales industry that are unequally distributed throughout the year 2019 year-to-date data has been excluded.

Note 2. "Unabsorbed Percentage" is the ratio of Completions minus Absorptions to Absorptions.

## Endnotes

- 1 For the purposes of this bulletin, any reference to Downtown includes the Central Waterfront Area unless otherwise specified.
- 2 The Official Plan states “Employment Areas are places of business and economic activities vital to Toronto’s economy and future economic prospects.” The policies for Employment Areas were replaced by new policies as part of the Municipal Comprehensive Review of employment lands. These new policies are currently under partial appeal at the Local Planning Appeal Tribunal (LPAT). For more information on the status of the appeals and to access interim Board Orders, please visit the LPAT’s website: <https://www.omb.gov.on.ca/ecs/CaseDetail.aspx?n=PL140860>.
- 3 For more information, see *Expanding Housing Options in Neighbourhoods* at <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/expanding-housing-options/>.
- 4 Canada Mortgage and Housing Corporation, *Housing Now – Greater Toronto Area Reports and custom tabulations*.
- 5 City Council enacted a bylaw to adopt the Downtown Plan Official Plan Amendment on July 27, 2018. OPA 406 includes amendments to Section 2.2.1 and Map 6 of the Toronto Official Plan, a new Downtown and future updates to the existing planning framework for Downtown. Accompanying infrastructure strategies are also available. OPA 406 has been submitted to the Ministry of Municipal Affairs and Housing for review and approval pursuant to Section 26 of the Planning Act. More information about the Downtown Plan is available at [www.toronto.ca/tocore](http://www.toronto.ca/tocore).
- 6 City of Toronto, City Planning, Official Plan, Downtown Plan Secondary Plan, Policy 2, 2018. <https://www.toronto.ca/wpcontent/uploads/2018/08/966fcity-planning-tocore-opa406-attachment-1-schedule-5-downtown-plan.pdf>.
- 7 City of Toronto, City Planning, Official Plan, Railway Lands East Secondary Plan, Policy 2, 2006.
- 8 City Council adopted the Yonge-Eglinton Official Plan Amendment (OPA 405) with amendments on July 23-27, 2018. City Council also endorsed a Parks and Public Realm Plan and Community Services and Facilities Strategy for Midtown. OPA 405 has been submitted to the Ministry of Municipal Affairs and Housing for review and approval pursuant to Section 26 of the Planning Act. More information about the Downtown Plan is available at [www.toronto.ca/planning/yongeeglinton](http://www.toronto.ca/planning/yongeeglinton).
- 9 City of Toronto, City Planning, Official Plan, Etobicoke Centre Secondary Plan, 2006.
- 10 City of Toronto, City Planning, Six Points Interchange Reconfiguration Common Questions. <https://www.toronto.ca/community-people/get-involved/public-consultations/infrastructure-projects/etobicokecentre/common-questions/>
- 11 Toronto City Council adopted Official Plan Amendment (OPA) 231 on December 18, 2013 which contains new economic policies and new policies and designations for Employment Areas. See City of Toronto, By-law No. 1714-2013. Updated to Board order issued December 20, 2016, [By-Law No. 1714-2013](http://www.toronto.ca/by-law-no-1714-2013).
- 12 Ontario Ministry of Infrastructure, *Growth Plan for the Greater Golden Horseshoe*, 2006: Office Consolidation, June 2013, Policy 2.2.6.5.
- 13 For more information about OPA 231, please visit <http://www.toronto.ca/opreview>.
- 14 Kneebone, Elizabeth (2013) *Job Sprawl Stalls: The Great Recession and Metropolitan Employment Location*, Brookings Institution.
- 15 City of Toronto, City Planning, *Toronto Employment Survey*, 2020.
- 16 City of Toronto, By-Law No. 1714- 2013. Updated to Board order issued December 20, 2016. See: [By-Law No. 1714-2013](http://www.toronto.ca/by-law-no-1714-2013). The permission for all types of retail uses in General Employment Areas is under appeal.
- 17 ‘Downtown’ as defined by CBRE in CBRE Marketview, Toronto Office, Q4 2020 does not correlate to the geography of Downtown and the Central Waterfront as defined by the City of Toronto’s Official Plan.
- 18 CBRE Marketview, Toronto Office, Q4 2020.
- 19 CBRE Marketview, Toronto Office, Q4 2020.
- 20 City of Toronto, City Planning Division (2021). *Toronto Employment Survey 2020*. <https://www.toronto.ca/wp-content/uploads/2021/05/9829-Toronto-Employment-Survey-2020-Bulletin.pdf>
- 21 City of Toronto, City Planning Division (2021). *Toronto Employment Survey 2020*, pp. 30-31. <https://www.toronto.ca/wp-content/uploads/2021/05/9829-Toronto-Employment-Survey-2020-Bulletin.pdf>

---

Please direct information inquiries and publication orders to:

City Planning Division  
Strategic Initiatives, Policy & Analysis  
Planning Research and Analytics  
Metro Hall, 22nd Floor  
Toronto, Ontario M5V 3C6

tel: 416-392-9787  
fax: 416-392-3821

e-mail: [cityplanning@toronto.ca](mailto:cityplanning@toronto.ca)

---