

# Official Plan and Municipal Comprehensive Review

**Policy Focus: Employment Lands and the  
Future of Work**

June 21, 2022  
City Planning Division



# Land Acknowledgement

The City of Toronto acknowledges that we are on the traditional territory of many nations, including the Mississaugas of the Credit, the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat peoples and is now home to many diverse First Nations, Inuit and Métis peoples. The City also acknowledges that Toronto is covered by Treaty 13 signed with the Mississaugas of the Credit, and the Williams Treaties signed with multiple Mississaugas and Chippewa bands.



# Meeting Agenda

## **1. Official Plan Refresher**

- 10-min Q&A

## **2. Toronto's Economy**

- 15-min Q&A

## **3. Conversion Requests**

- 15-min Q&A

## **4. Employment Policies**

- 15-min Q&A

## **5. Wrap-up and Next Steps**

# Introductions

City Planning Team  
Consultation Team



# Housekeeping

- Please **stay muted** when you are not talking.
- If you have a question or comment please use the **raise hand function** or type your question into the **chat box. To: Everyone**
- Staff in background answering chat questions.
- There will be **dedicated discussion points** throughout the presentation to address questions. Please **introduce yourself** before asking a question.
- This meeting is being recorded.
- Role of meeting facilitator.

# Participant Guidelines

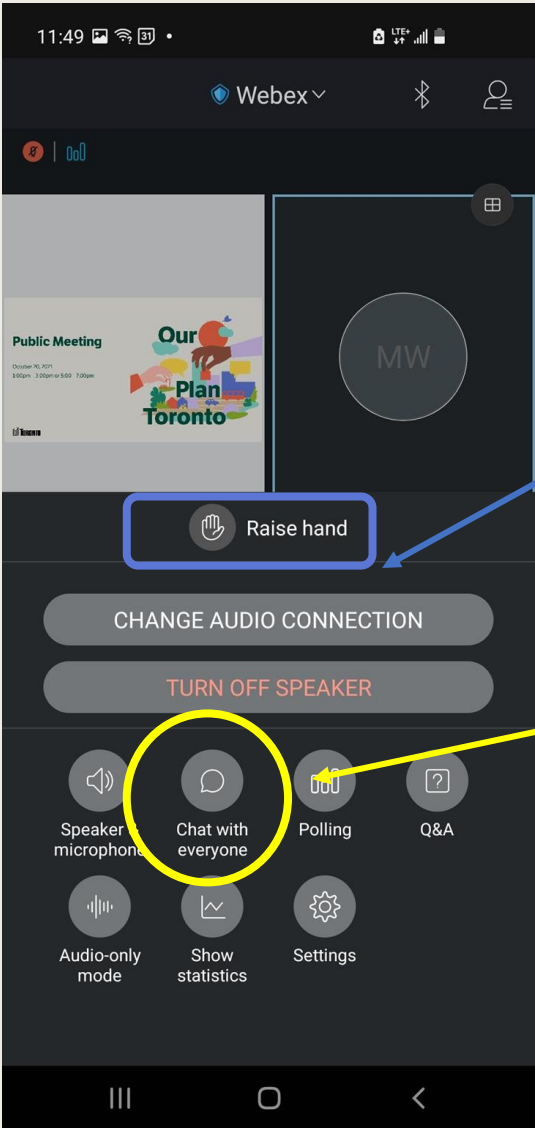
- We welcome your questions and discussion – there are **no bad questions**
- We want to **hear from everyone** – **everyone has wisdom** and experience to share
- **Be respectful and listen** – everyone deserves to be heard – there will be differences in opinions
- We need **everyone's wisdom for the wisest result**
- The **City is here to listen** – you are welcome to reach out after the meeting

# Chat Function

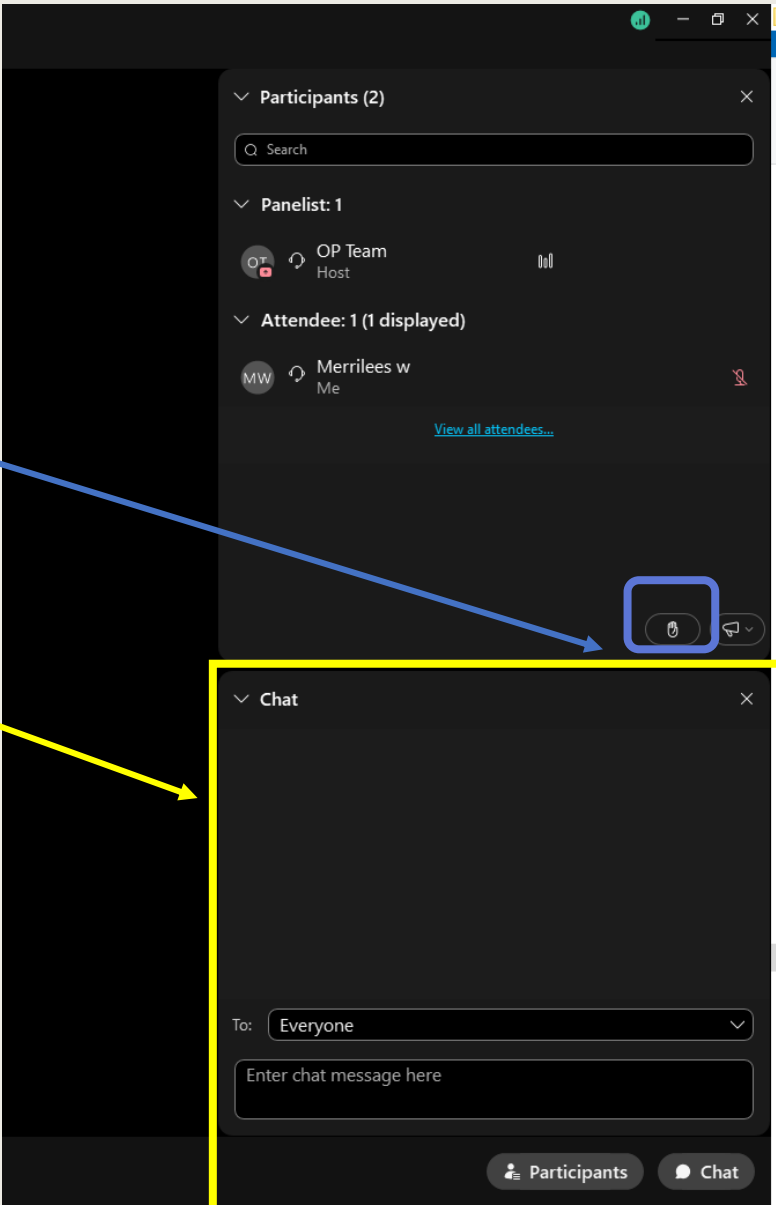
We want people to connect, share opinions, ideas and questions.

Welcome to connect with panelists only.

Mobile Device



Laptop / Desktop



# Meeting Purpose

- To provide a refresher of the Official Plan and an overview of related employment policies;
- To receive feedback and input from the public in attendance; and,
- To outline next steps and upcoming opportunities to engage.





# Study Process and Engagement Approach

Spring 2021

## PART 1

### Envisioning a Future Ready Toronto

- Launch communications and consultation with Indigenous Communities and Torontonians
- Learn, share and craft the vision and priorities for 2051

Fall 2021

## PART 2

### The Big Questions: Housing, Employment & Sustainability

- Set policy directions to support equity and thriving communities
- Map Toronto's key growth areas to 2051

Winter/Spring 2022

## PART 3

### A Plan for 2051: Draft Policies

- Draft policies to implement Indigenous and City-wide feedback
- Share broadly & present to City Council

WE  
ARE  
HERE

Join the  
Conversation

## Ongoing Communications, Collaboration and Consultation

### Resources & Communications

#### Website: [toronto.ca/ourplan](https://toronto.ca/ourplan)

- Storymap: Our Toronto: Past, Present and Future
- Sign-up for E-Bulletins

#### Social media

- @CityPlanTO #OurPlanTO
- [facebook.com/CityPlanTO/](https://facebook.com/CityPlanTO/)

### Conversations

- City-Wide Public Meetings
- Indigenous Community Consultations
- Community Leaders Circle Workshops
- Community-Led Engagement
- Targeted Consultations & Workshops
- Youth and Elders Engagement
- Surveys and Polls

### Tracking Feedback

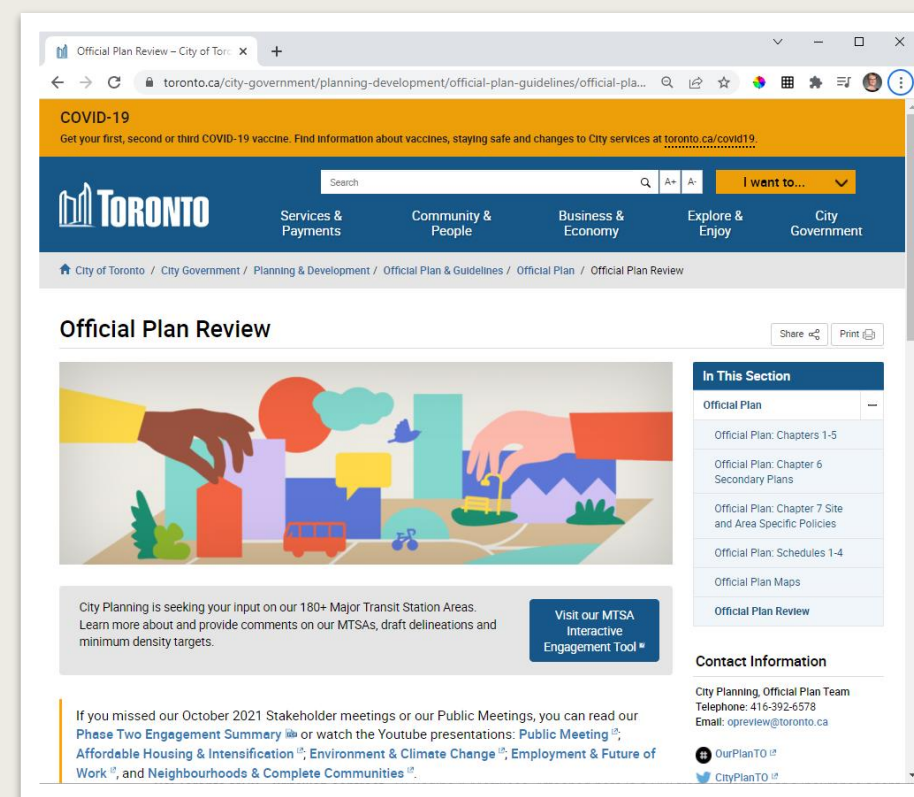
- Engagement Summaries
- Reporting to Community Leaders Circle

# Engagement Overview

Hosted over 75 meetings and met directly with over 2300 people to discuss Our Plan Toronto.

- Public
- Stakeholders
- Equity deserving populations
  - Local Community Leaders
  - NIA Local Champions
  - Indigenous rights holders and care takers
  - Indigenous organizations
  - Youth and Seniors
  - Accessibility and People with Disabilities
- City Committees
- Internal Divisions at the City

Had more than 10,000 website and StoryMap hits to explore Our Plan Toronto online.



# Key Themes of Input

## Cross-Cutting Themes



# Engagement Moment



# Mentimeter Poll Instructions

Kindly visit:  
[www.Menti.com](https://www.Menti.com)

Enter code: **8608 5607**

You can also scan the QR code with your  
smartphone camera app.

Please click the link once prompted!



# Official Plan Refresher



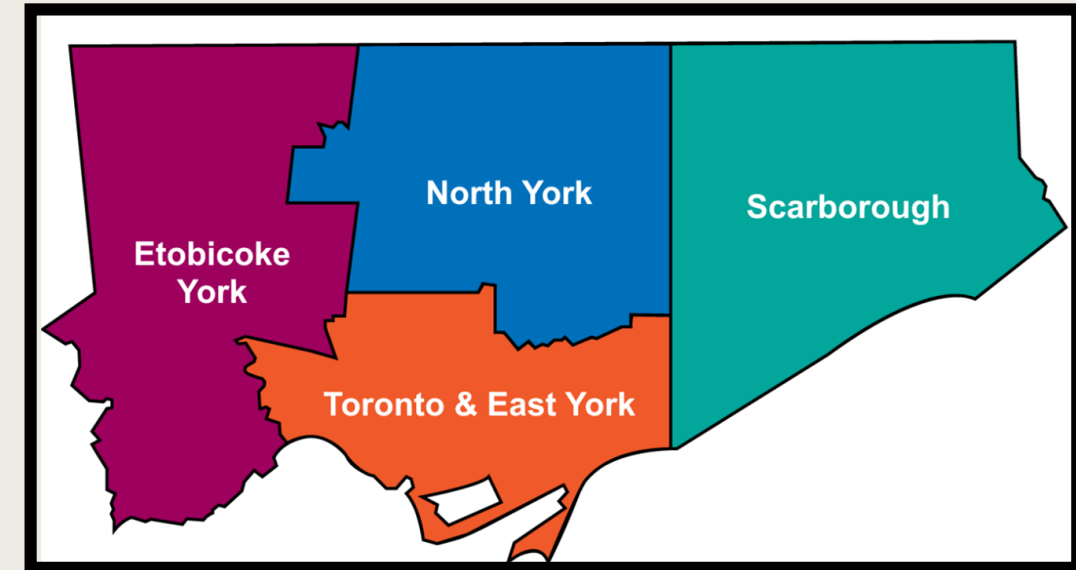
# Toronto – in context



**Ontario  
population  
14.7 million (2021)**

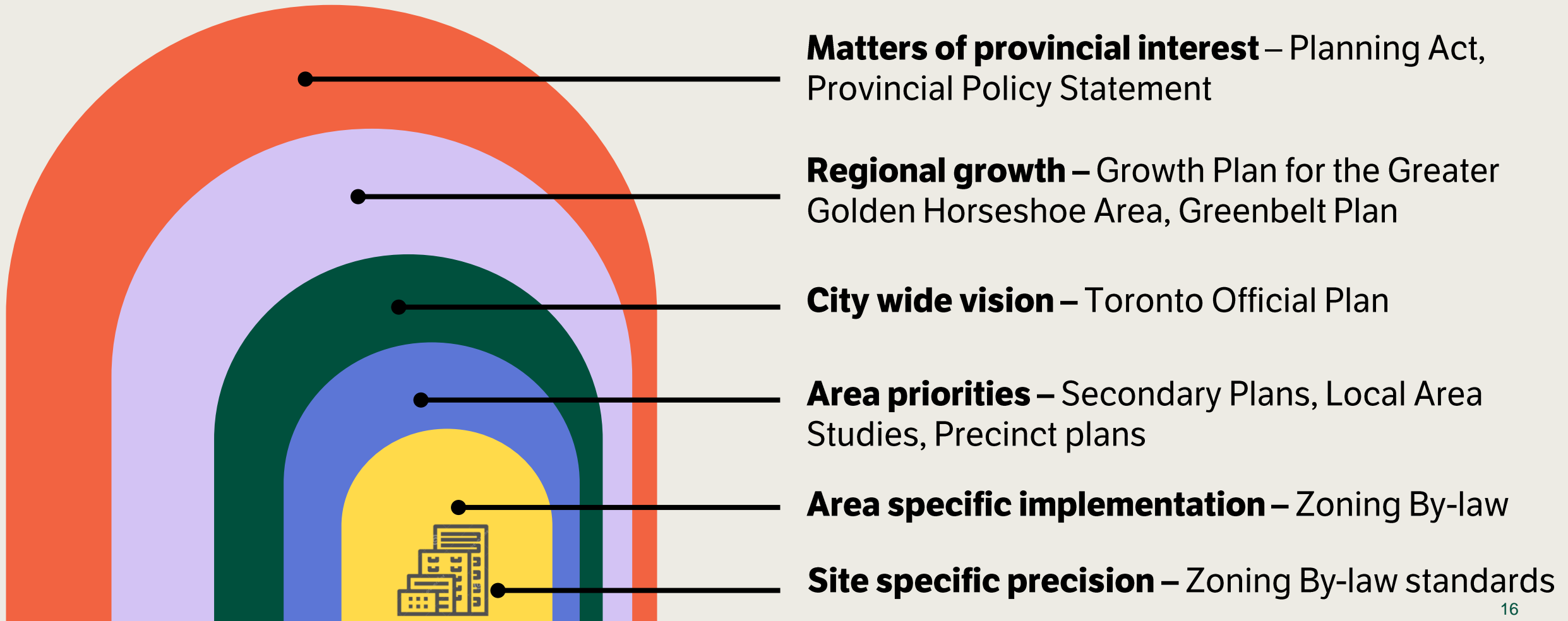


**Greater Golden  
Horseshoe Area  
population  
10.2 million (2021)**

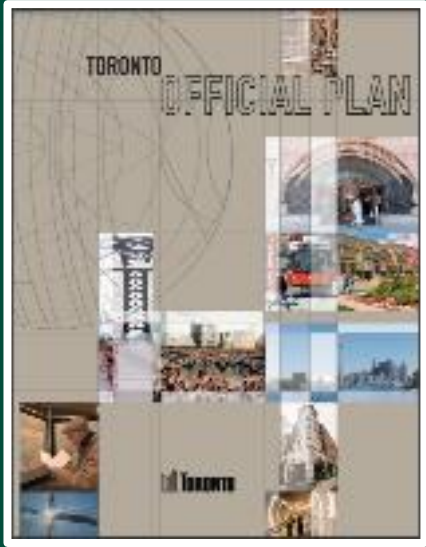


**Toronto population 2.79 million (2021)**

# Macro to micro land use planning system



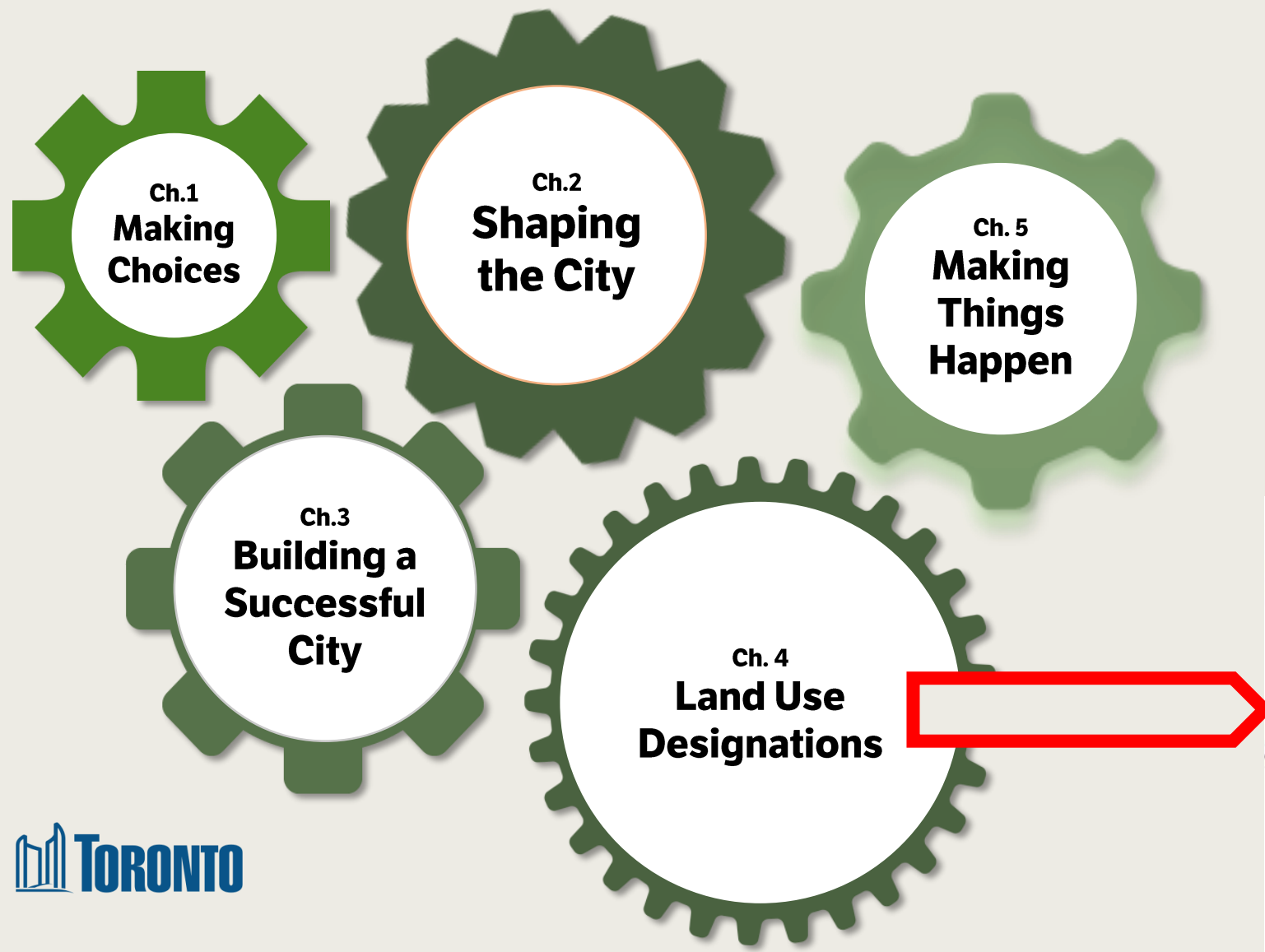




# The Official Plan is a city planning document that acts as Toronto's road map for land use matters.

- It sets out our long-term vision, shared values, and policies that help guide decision-making on land development, economic growth, the environment, and more.
- It is an important plan that directs where different types of development should and should not go

# Toronto Official Plan



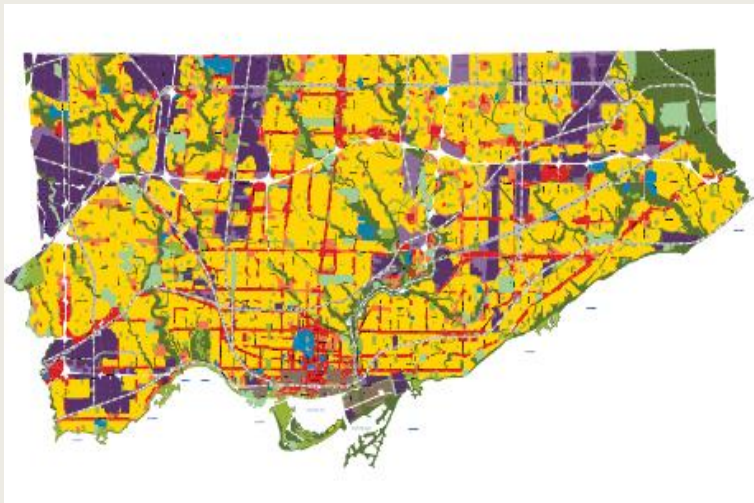
**Land Use Designation Map**



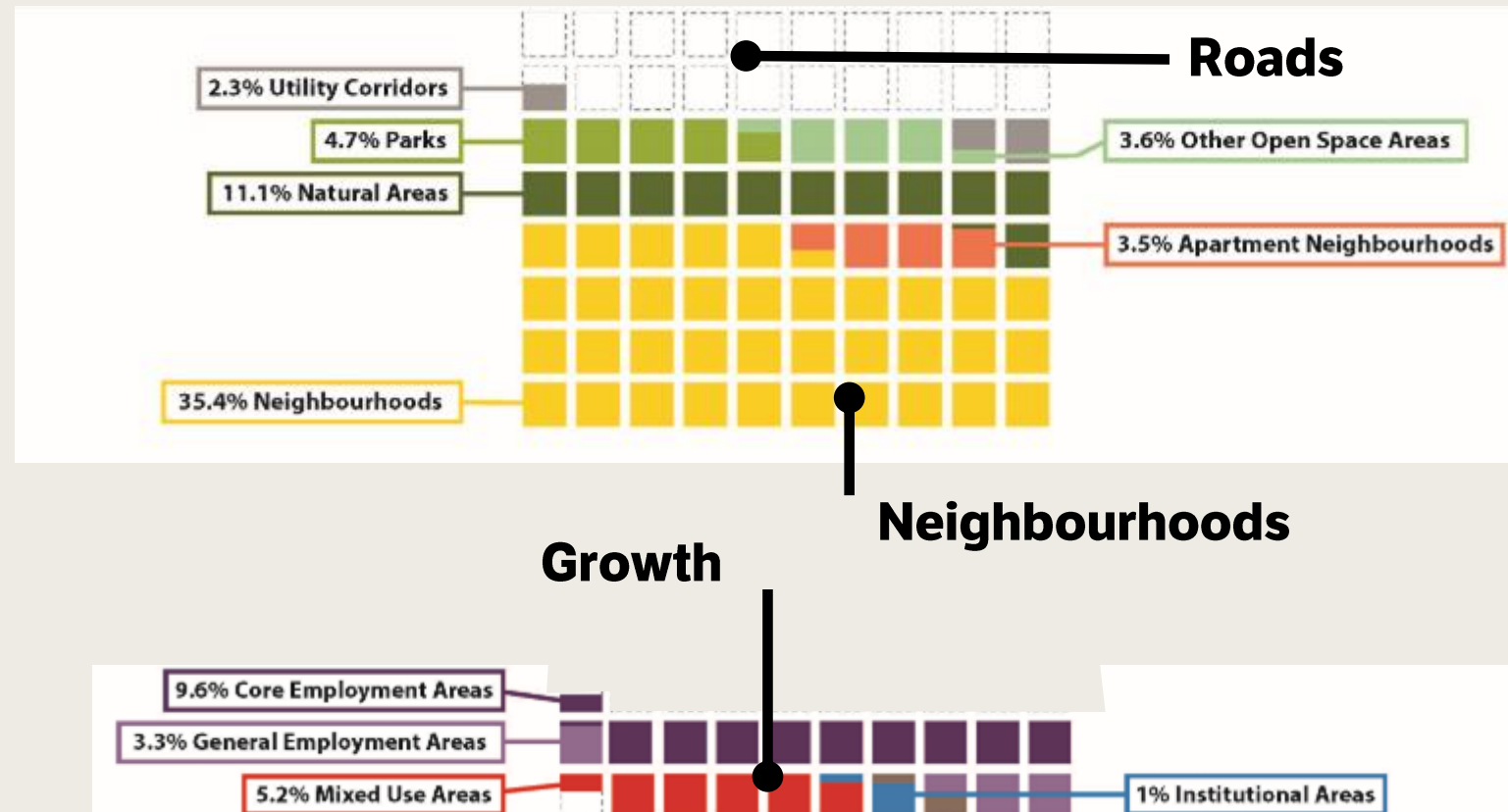
# Official Plan – Long term land use vision

## Land Use Breakdown

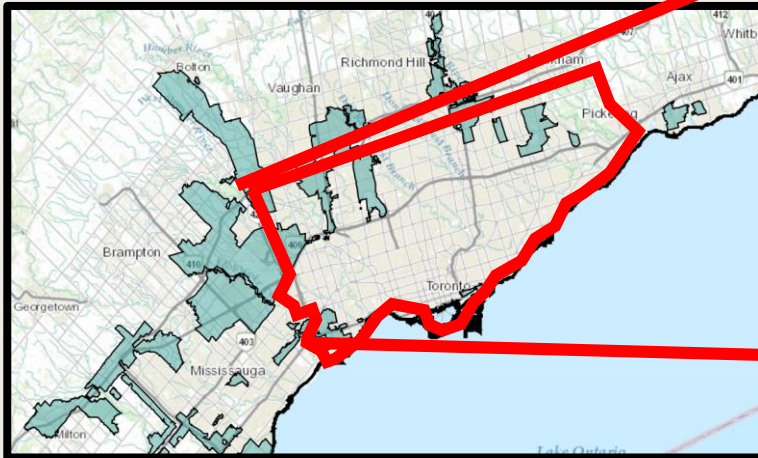
- **75%** of the City not expected to accommodate much growth, but they will mature and evolve
- **25%** of the City will accommodate most of the growth for 30 years (to 2030)



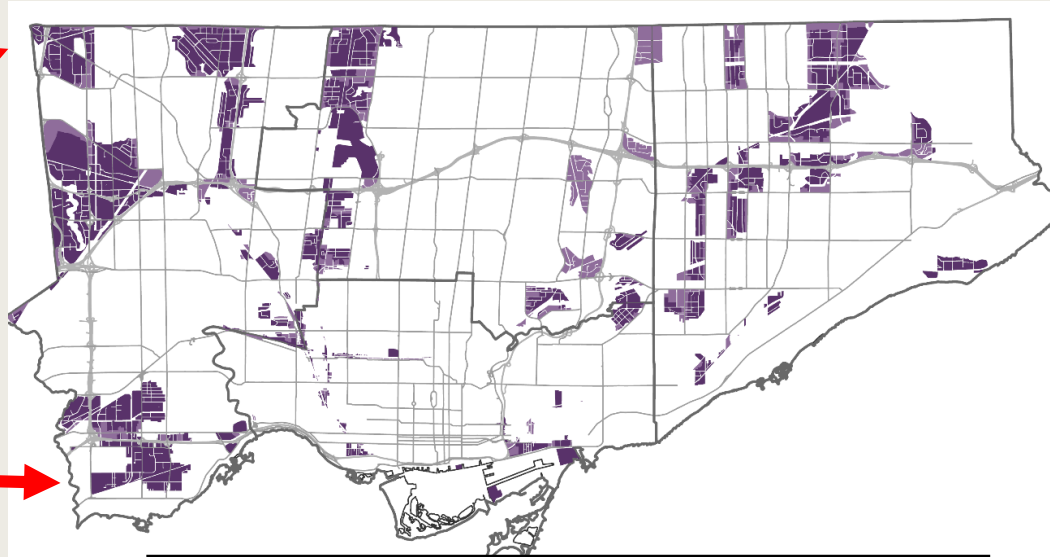
## City of 100 Blocks



# Provincially Significant Employment Zones and Official Plan Employment Areas



**Growth Plan for the Greater Golden Horseshoe Area: Provincially Significant Employment Zones (PSEZ)**



## Official Plan Land Use Designations

- **Core Employment Areas**
- **General Employment Areas**

## Toronto Employment Areas

- 8,100 hectares
- 13% of all lands in the City
- 25% (400,000+) of all jobs across the City
- 92% of manufacturing, industrial, warehousing jobs



# Employment Areas serve the public interest

Employment Areas provide

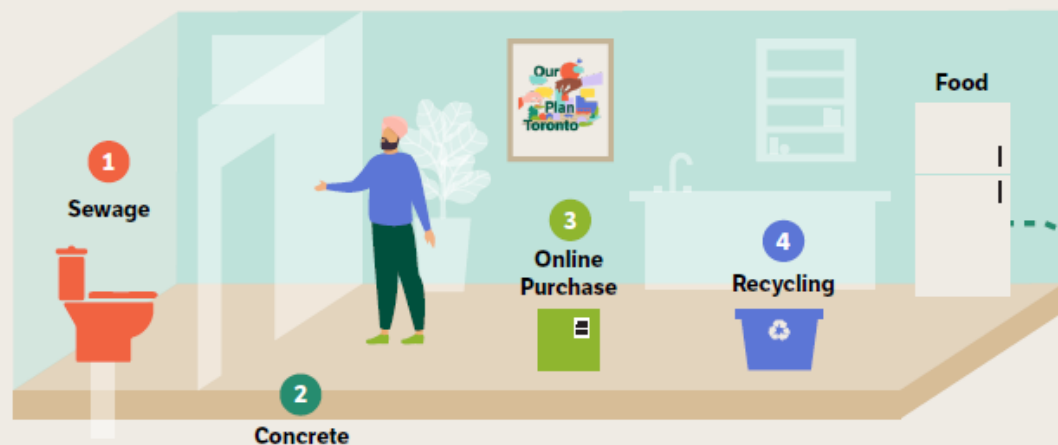
- Low-barrier entry jobs for:
  - newcomers to Canada;
  - those who face challenges having their professional certifications recognized; and
  - individuals where English is not their first-language
- ‘Living wage’ employment opportunities in the local community with transit access
- Land use certainty for operating businesses providing essential goods and services



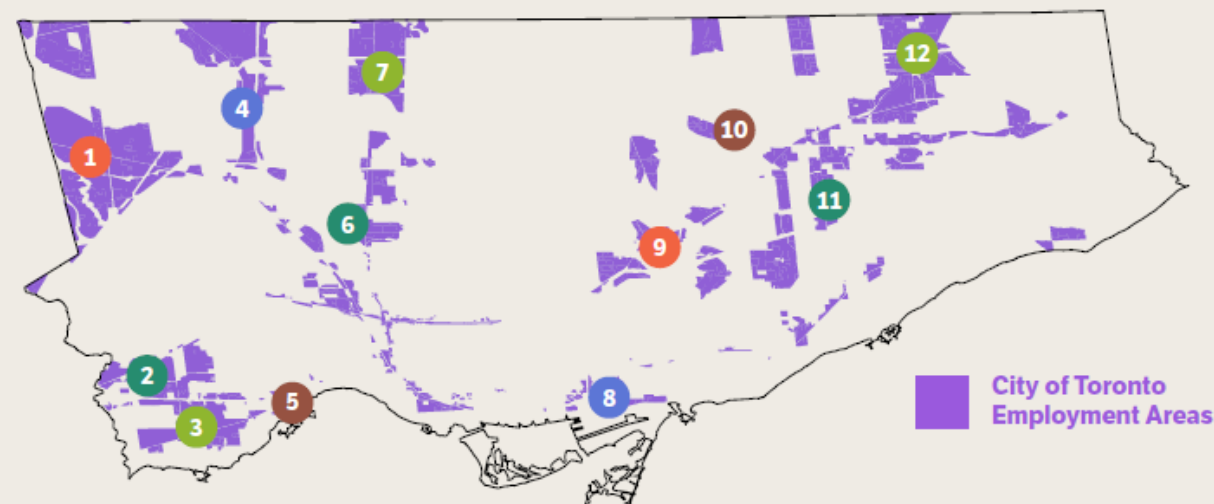
Average annual earnings by industry, 2021	
Goods Producing / Manufacturing	\$68,151
Warehousing	\$59,050
Waste Management	\$50,282

Statistics Canada.

Average weekly earnings by industry, annual <sup>21</sup>



# Your Essentials, Brought to you by Employment Areas



# Q&A



# Employment Study

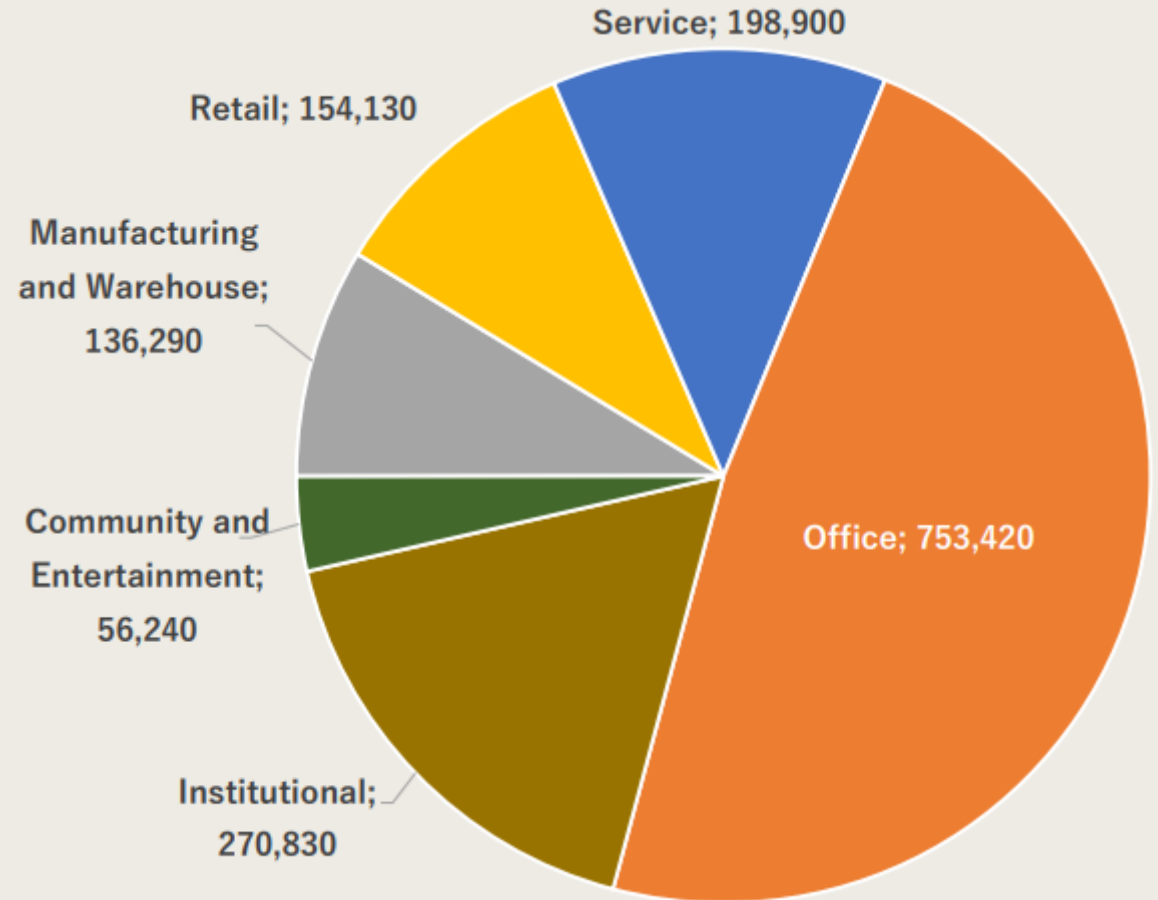




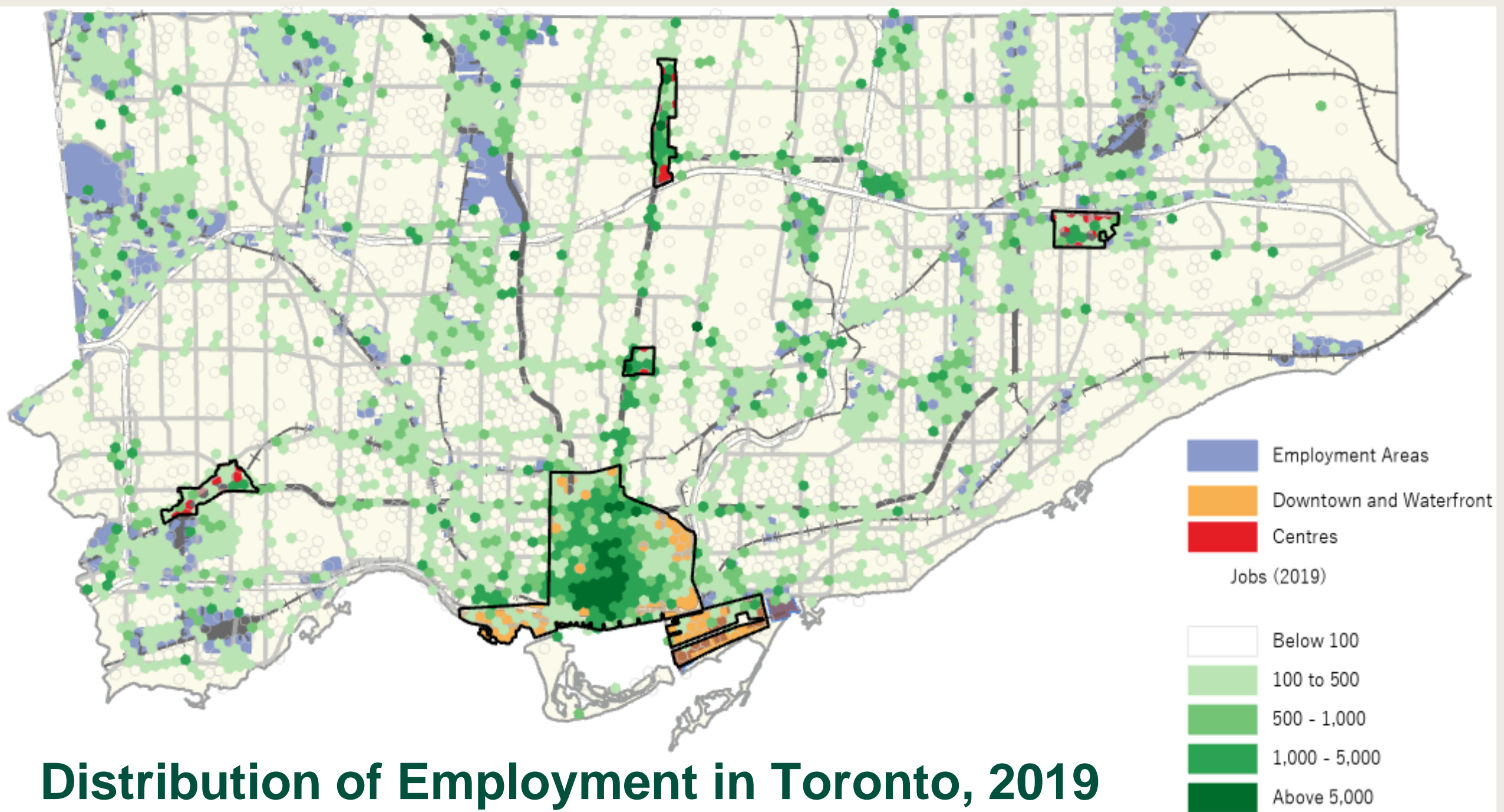
# Toronto's Economic Diversity a Strength

- Toronto's role as a central city has evolved over time
- Job growth has been strong between recession and COVID (2011-2019) with an increase of 19.2% to a total of 1,570,000 jobs
- Office is dominant sector, reflecting Toronto's role as the central city in the economic region
- Relatively even distribution of jobs in the non-office sectors evidence of Toronto's diverse employment mix

Employment by Land Use Activity Code, 2019



Source: City of Toronto Employment Survey

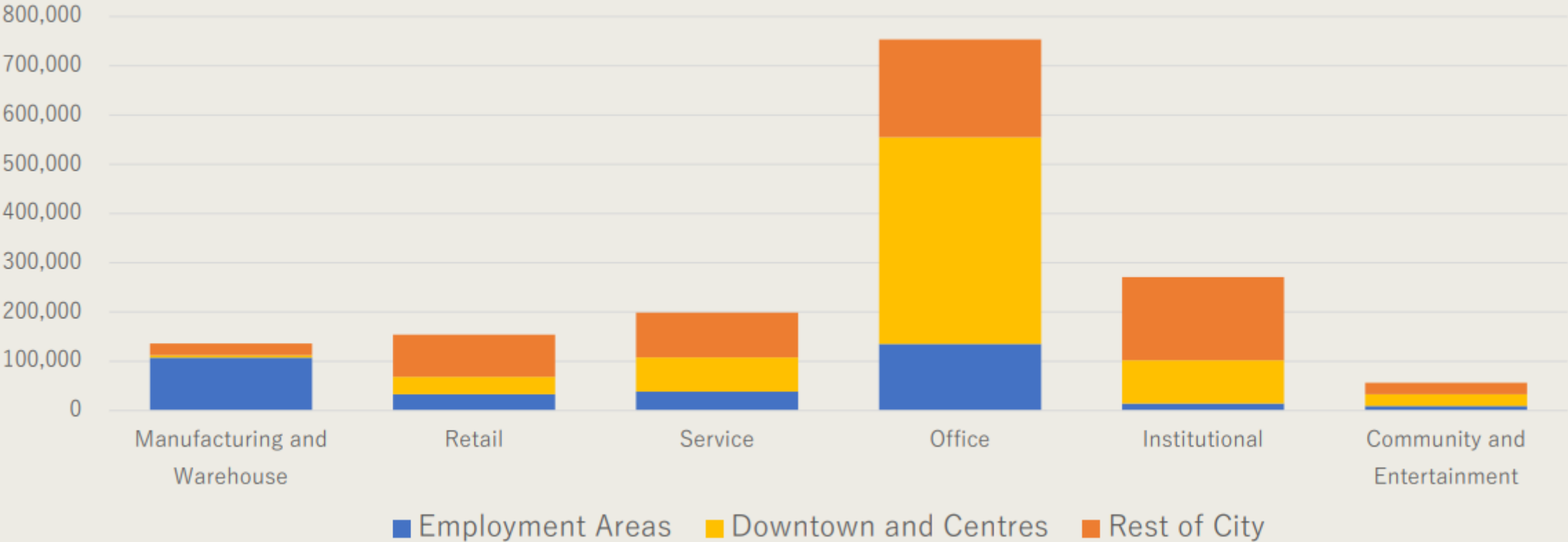


# Distribution of Employment in Toronto, 2019

Source: Hemson Consulting, with data from City of Toronto Employment Survey

# Employment Activity Linked to Land Use

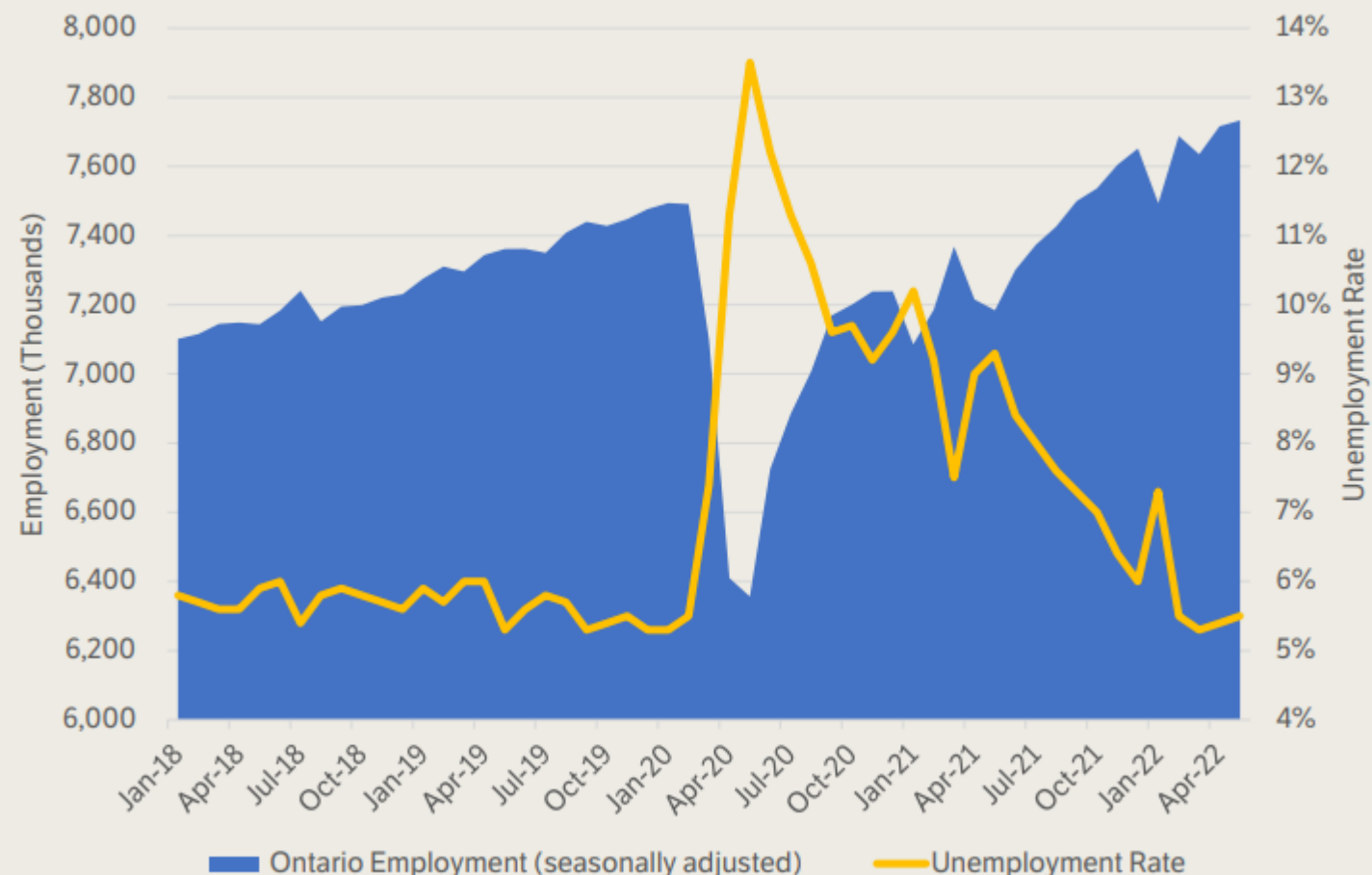
Employment by Land Use Activity Code and Official Plan Land Use Designation, 2019



# COVID Shocks and Shifts Still Being Felt

- At its worst, total employment was down 15% from pre-pandemic peak
- Recovery slowed by subsequent waves
- In September reached pre-pandemic employment, with consistently strong growth since
- Impacts of rising interest rates, global conflicts and supply chain issues continue to loom

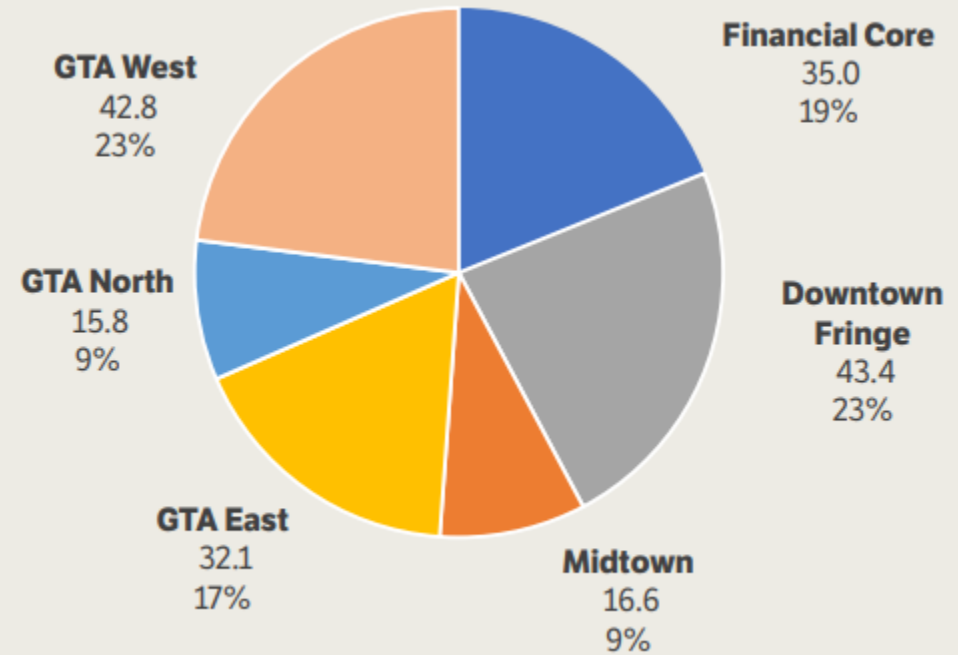
Total Employment and Unemployment Rate in Ontario, January 2018 – May 2022



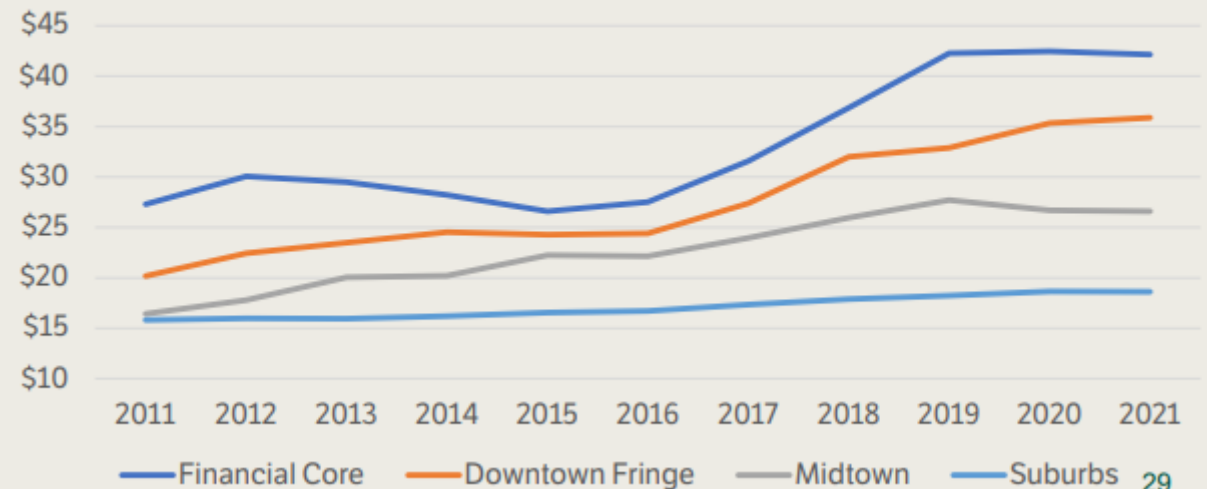
# Office Market Adjusting to Post-Pandemic Norm

- Downtown and Midtown account for over half of regional office inventory
- Central area vacancies reached a pre-pandemic low of 3%
  - Raised to 9% since start of pandemic (highest it has been since 2005)
- Over 9 million sq.ft. of new space added to Central market since 2011
- Average asking rents for Central Class A space have held in range of \$37-\$39 per sq.ft. – have yet to fall significantly

Office Floor Space Inventory, millions of sq.ft., GTA Q4 2021



Average Asking Class A Net Rental Rate per sq.ft., 2011-2021

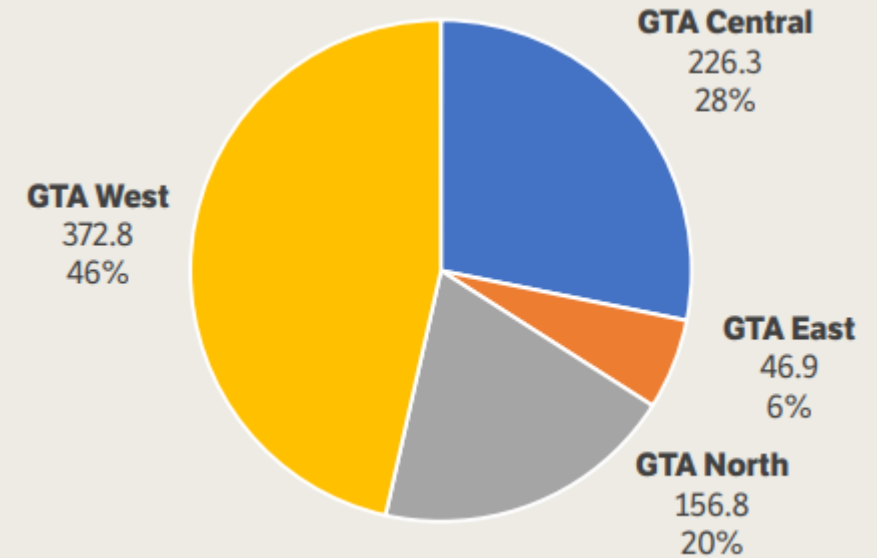




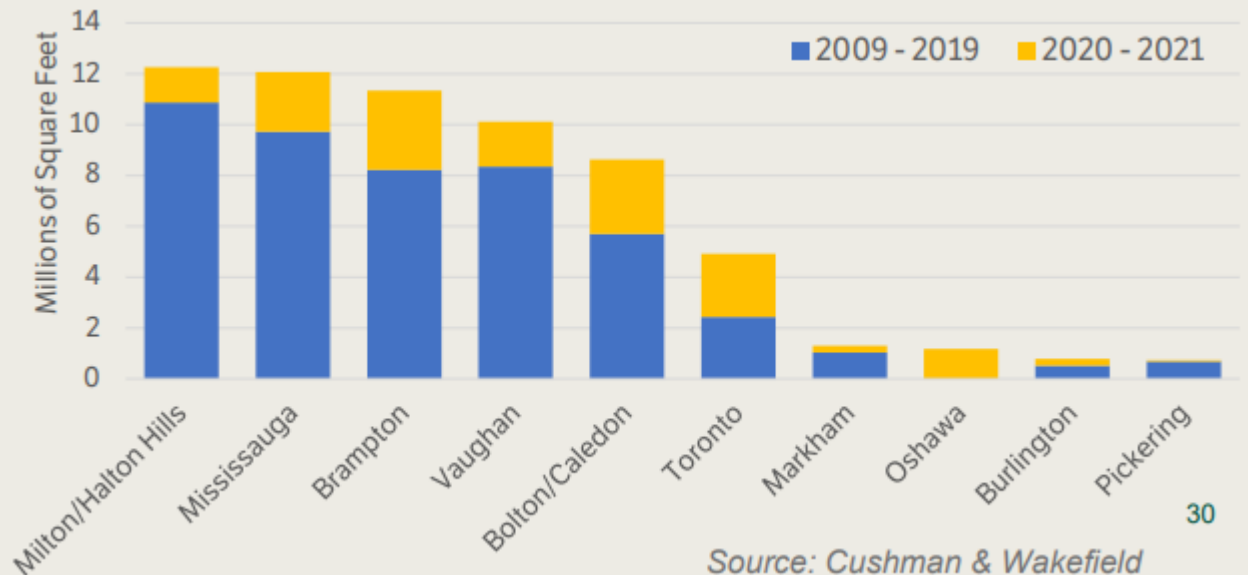
# Industrial Space In Demand & Under Pressure

- Employment Areas experienced 15% growth in total jobs between 2011 and 2019
- Toronto accounts for 28% of GTA's industrial floor space inventory
- Vacancy rates have remained at historic lows for past 5 years – currently 1.3%
- Significant additions to supply in recent years, particularly through pandemic
- High demand + limited supply have increased rents across GTA, doubling since 2015

Industrial Floor Space Inventory, millions of sq.ft., GTA, Q4 2021



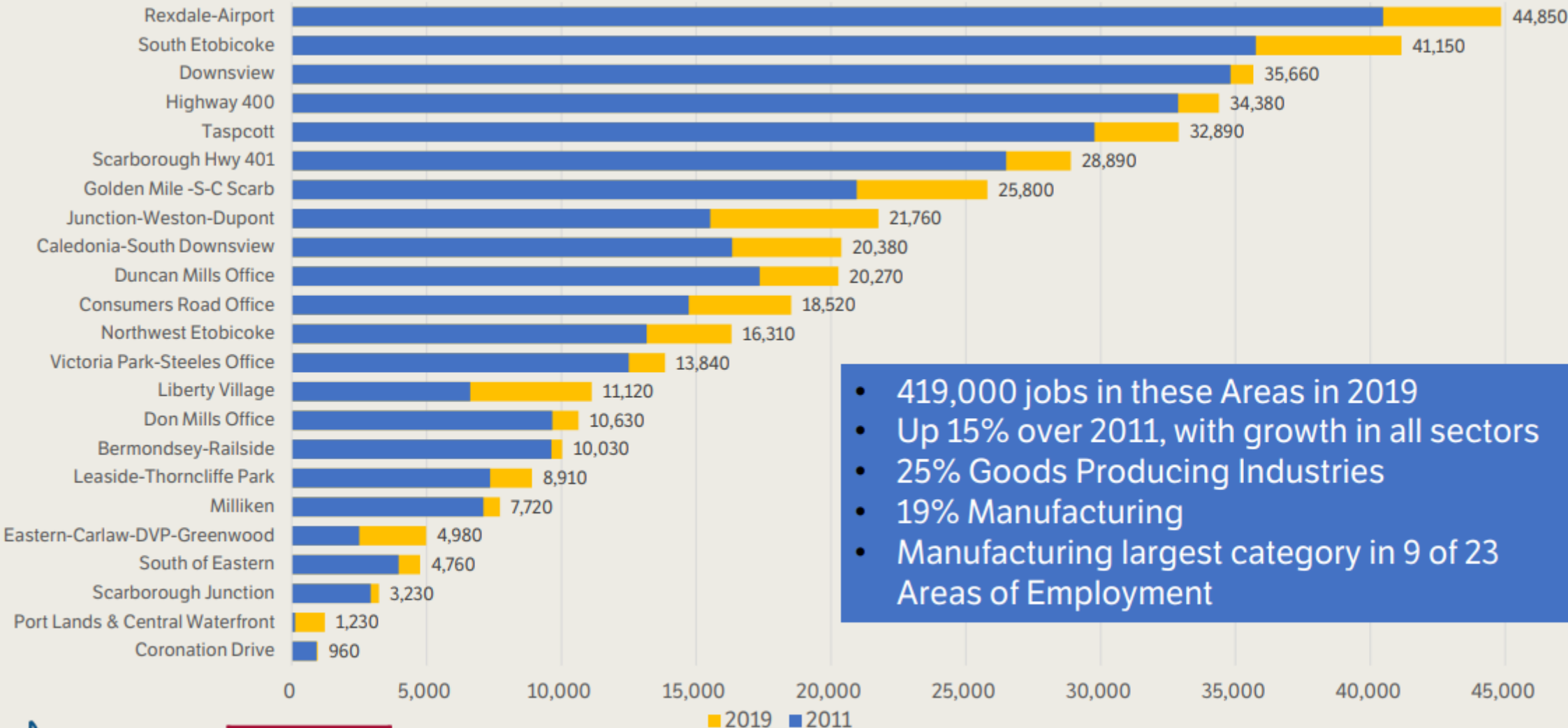
New Supply of Industrial Space, Top 10 GTA Municipalities, Millions of sq.ft., 2009-2021



Source: Cushman & Wakefield

# Strong Job Growth In Employment Areas

## Toronto Areas of Employment, Total Employment Change, 2011-2019



# Employment Study - Select Findings

- **Equity lens** - Employment Areas are important in achieving the City's equity goals, particularly given their strategic locations across the city, some near to Neighbourhood Improvement Areas, and many accessible via transit
- **Keep an Eye on Office** - It is too early to determine what permanent effects may manifest in office working practices and recommends that the City monitor return-to-work trends and track key office indicators
- **Industrial is Active, and Under Pressure** – The value of new industrial building permits within Employment Areas averaged over \$48 million annually since 2000
  - Addition/Renovation permits averaged approximately \$39 million per year (since 2000) and
  - Structural/Other permits averaged just under \$26 million per year (since 2000)
  - High demand and limited supply leading to record high rents and pressure on limited lands
  - Redevelopment of existing land and buildings for new employment uses increasing



# Hemson Recommended Policy Directions

- Protect Employment Areas over the Long Term
- Strategic Use of Employment Areas to Promote Economic Development and Competitiveness
- Preserve Lands near Major Goods Movement Facilities and Corridors
- Prohibit Residential Uses in Employment Areas
- Limit Conflict between Sensitive Uses that are Not Ancillary to the Primary Employment Use
- Maintain Conversion Request Criteria
- Advocate for Additional Provincially Significant Employment Zones
- Establish Minimum Employment Densities for Employment Areas
- Support Office-Focused Employment Areas

Full Report can be accessed as Attachments 6 (five parts) <https://bit.ly/ourplanTO>

# Q&A

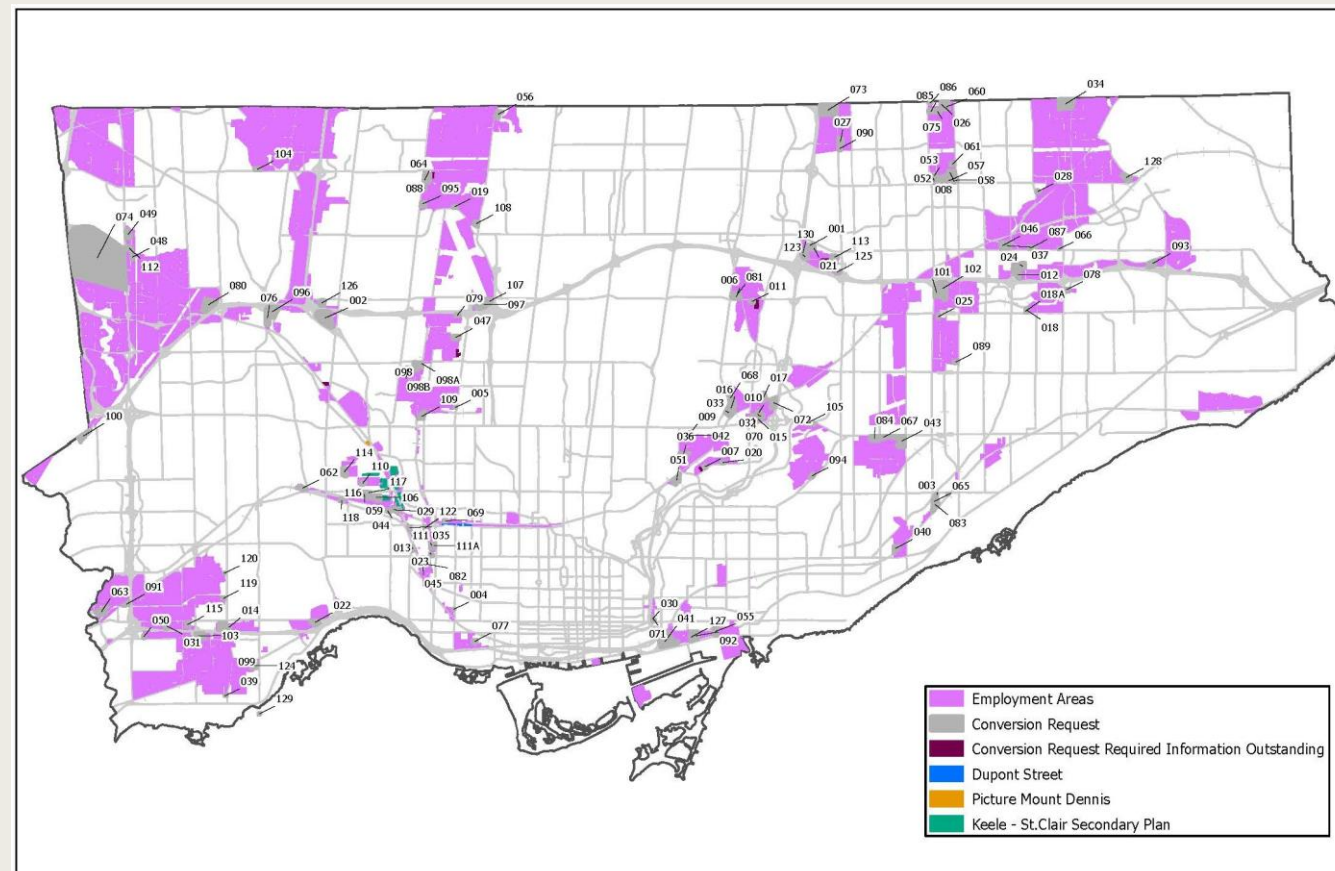


# Request to Convert Employment Areas



# Employment Area “conversions”

- **Employment Areas Conversion** is the introduction of a use not currently permitted, including residential uses
- City received 140+ conversion requests
  - Requires careful consideration of each request
  - Applying Provincial and OP policy “tests”
- A total of 685 hectares (1,700 acres) or 8.5% of all Employment Areas have been requested for a conversion



# Employment Conversion Process & Next Steps

- Planning and Housing Committee considered 130+ Preliminary Assessments
- Broad engagement
- Technical review
  - City-wide analysis
  - Site and Area specific due diligence
- Phased approach to Final Assessments
  - July 5<sup>th</sup> Special Public Meeting
  - Early 2023 Special Public Meeting

## **Preliminary Assessment:**

1. Should be retained as Employment Areas
2. Further analysis required
3. Could be converted

**Engagement:** Meetings with proponent, area businesses, stakeholders, sector representatives

**Technical Review:** Land Needs Assessment, Compatibility / Mitigation and peer reviews, planning and economic development analysis, and others

## **Final Assessment:**

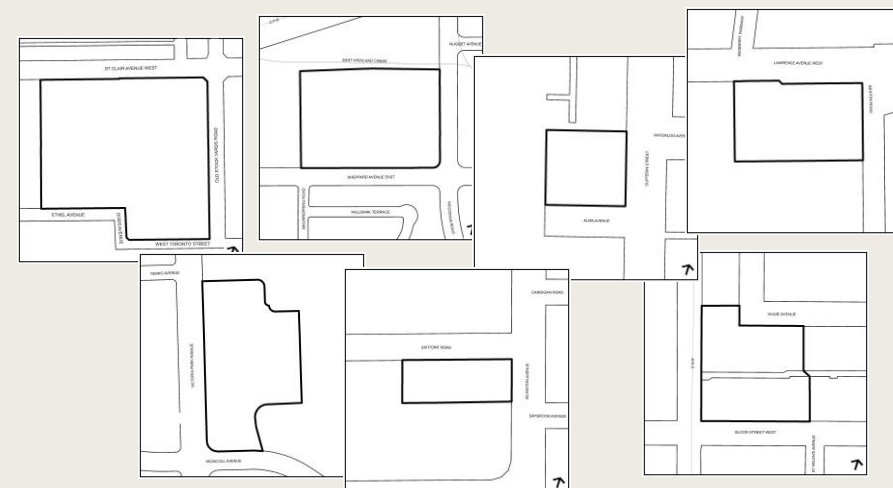
Staff recommendations to City Council, subject to Ministerial approval

# Employment Conversion Recommendations

Recommended Conversions	Area (hectares)
Core Employment Areas to General Employment Areas	2.3
Employment Areas to Regeneration Areas with a SASP	45.5
Employment Areas to Institutional Areas with a SASP	3.4
Employment Areas to Mixed Use Areas with a SASP	11.1
Employment Areas to Parks with a SASP	0.8

## Site and Area Specific Policies (Chapter 7)

- Provide a further layer of local policy direction
- Affordable housing requirement policy
- Non-residential gross floor area requirement policy
- Technical studies



# Q&A

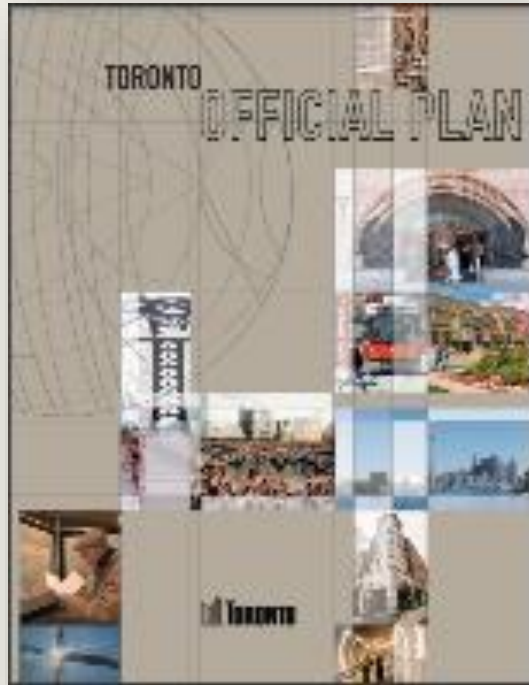


# City-wide Employment Policies



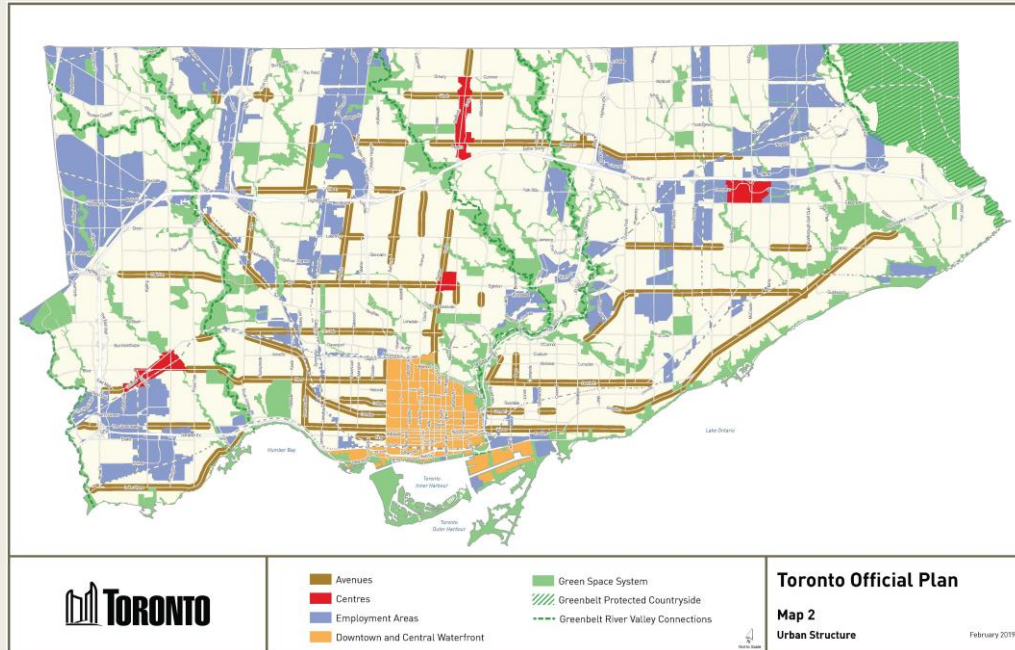


# Official Plan – Seven Chapters



1. Making Choices
2. Shaping the City
3. Building a Successful City
4. Land Use Designations
5. Implementation: Making Things Happen
6. Secondary Plans
7. Site and Area Specific Policies

# Chapter 2 – Shaping the City



## Amend Policy 2.1.3

Toronto is forecast to accommodate 3.65 million residents and 1.98 million jobs by the year 2051.

## Add new Policy 2.2.4.19

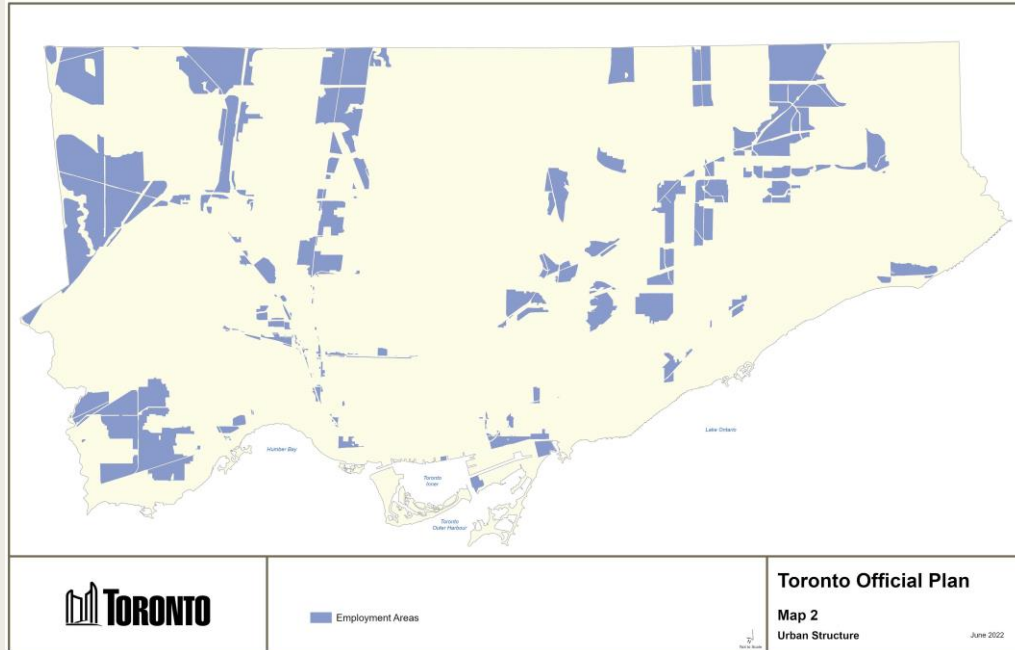
All Employment Areas will be planned for a minimum of 50 jobs per gross hectare. The City will monitor the achievement of this density target and evaluate it at the time of the next Municipal Comprehensive Review.

## Amend Sidebar Text

### Toronto's Growth Prospects

The City of Toronto is forecast to grow to 3.65 million residents and 1.98 million jobs by the year 2051. The Provincial Growth Plan forecast represents 831,000 additional residents and 371,000 additional jobs after 2016. This Plan takes the current Growth Plan forecast as a minimum expectation. The policy framework found here prepares the City to realize this growth, or even more, depending on the success of this Plan in creating dynamic transit oriented mixed use centres and corridors, and other manners of intensification.

# Chapter 2 – Shaping the City



Modify Employment Areas on Map 2, Urban Structure

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# Chapter 3 – Building a Successful City



## Add new Policy 3.5.3.7

As e-commerce continues to grow:

- a) Centrally-situated sites with access to highways and major roads will be encouraged to accommodate new multi-level industrial development, such as last mile fulfilment centres that are optimally situated to deliver goods to the urban market.
- b) New mixed-use development will be designed to incorporate parcel delivery and pick up spaces.



# Chapter 4 – Land Use Designations

## Add new Policy 4.6.7

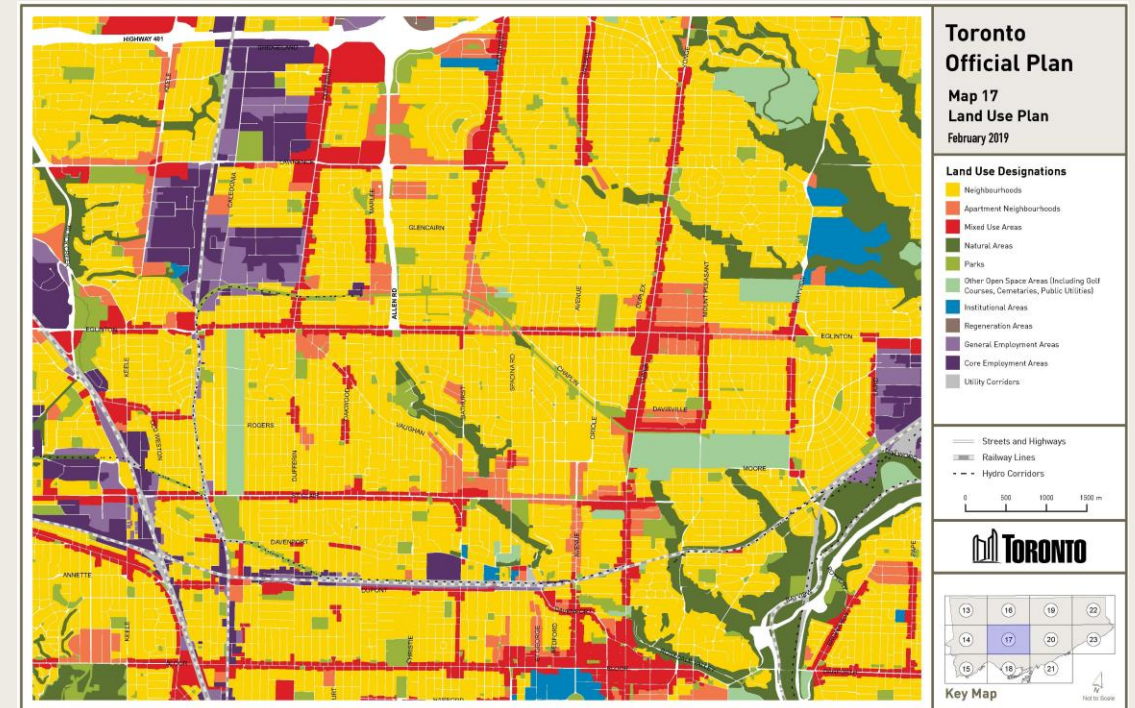
Residential uses are prohibited on lands designated *Core Employment Areas* and *General Employment Areas*.

## Add new Sidebar Text

Residential uses prohibited in *Core Employment Areas* and *General Employment Areas* include but are not limited to, living accommodations such as dwelling units, bed-sitting rooms, group homes, laneway suite, nursing home, residential care home, retirement home, and seniors' community house.

## Add Non-policy Text

All land designated *Core Employment Areas* and *General Employment Areas* contribute equally to the achievement of economic development and growth objectives.



# Chapter 4 – Land Use Designations

## Add new Policy 4.6.7

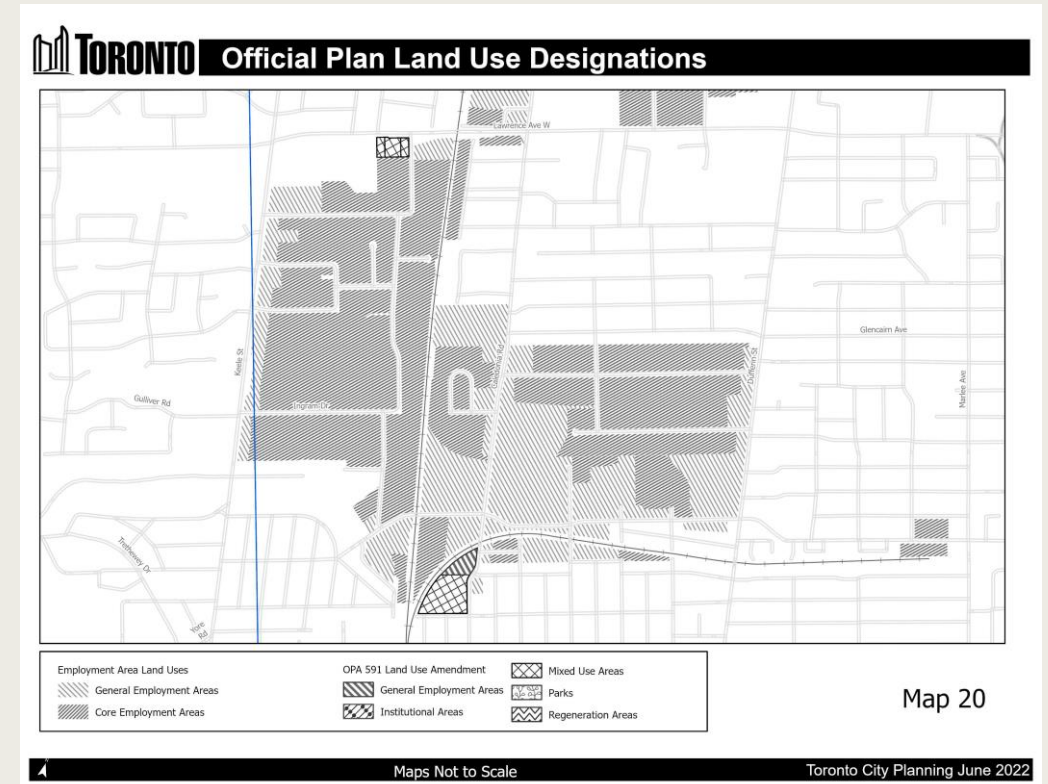
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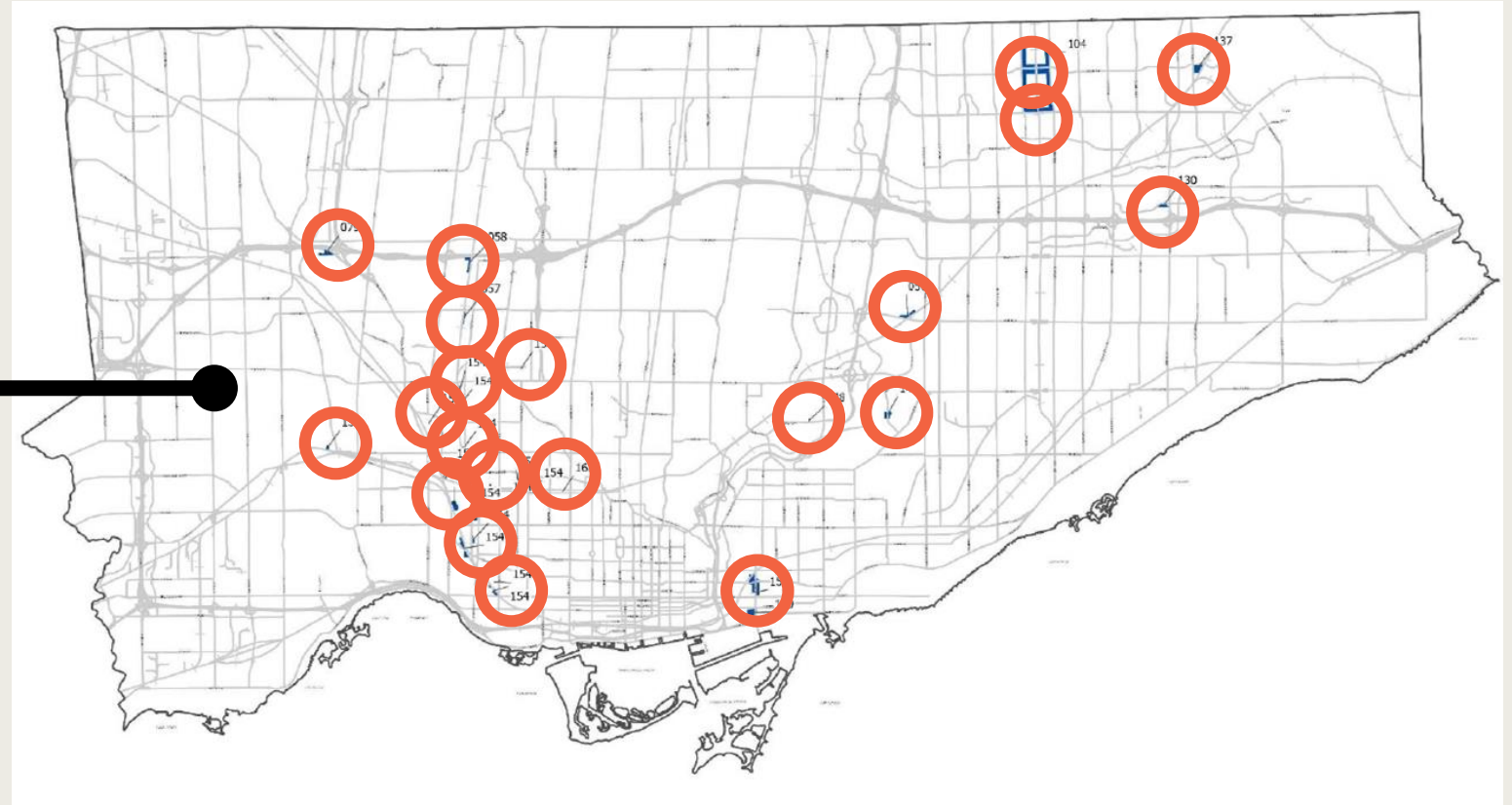
All land designated *Core Employment Areas* and *General Employment Areas* contribute equally to the achievement of economic development and growth objectives.



Redesignations on Maps 13 to 23 Land Use Maps

# Chapter 7 – Site and Area Specific Policies

## Review of 12+ Site and Area Specific Policies that currently permit residential uses



## Existing Site and Area Specific Policies that allow residential uses *in Employment Areas*

# Q&A





# Wrap up and Next Steps

## July 5, 2022 – Planning and Housing Committee

### Major Transit Station Areas

- Finalize MTSAs/PMTSAs delineations prioritizing PMTSAs to achieve inclusionary zoning

### Employment policies and Area conversions

- Final Reports:
  - Finalize Employment policies
  - Final Assessments for some conversion requests

## Early 2023 – Planning and Housing Committee

### Major Transit Station Areas

- Continue work on station areas requiring local area studies

### Employment Area conversion requests

- Final Assessments for remaining conversion requests

### Indigenous planning perspectives and DRAFT Official Plan Vision Statement and Directions

- Continue engagement and refinement of Chapter 1

# Engagement Moment



# Virtual Engagement

<b>Policy Focus:</b> Employment Lands and the Future of Work	<b>June 21, 2022</b>
<b>Policy Focus:</b> Neighbourhoods and Complete Communities	<b>June 22, 2022</b>
<b>Policy Focus:</b> Housing and Intensification	<b>June 23, 2022</b>

# Thank you

For more information, please  
visit [toronto.ca/ourplan](https://toronto.ca/ourplan)

