This is Exhibit "......E........" to the Affidavit of

........CYNTHIA CLARKE........

sworn this ...14th........ day of

........FEBRUARY........, *20* 18

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A Commissioner for Taking Affidavits, etc.

TORONTO

This bulletin illustrates how the city has developed and how it may continue to grow over time. It summarizes information from the City of Toronto's Land Use Information System II, providing an overview of all projects with any development activity between January 1, 2012 and December 31, 2016. This development pipeline data is supplemented by other data sources such as Canada Mortgage and Housing Corporation, Statistics Canada and the Toronto Employment Survey.

profile TORONTO

April 2017

Highlights

Toronto is growing with strong development prospects helping to bring more people and jobs into the city.

- From 2012 to 2016, 363,859 residential units and 9.53 million m² of non-residential GFA were proposed in the city of Toronto.
- There are 52,500 more units and 1.59 million m² more non-residential GFA in this pipeline compared to that reported on in the last *How Does the City Grow?* bulletin. New projects submitted in 2016 are proposing more development than the average over the previous five years and revisions to older projects have increased in size.
- 81% of new residential development is proposed in areas targeted for growth by the City's Official Plan.
- 272,004 residential units and 6.44 million m² of non-residential GFA proposed have not yet been built.
- The most growth was proposed in the *Downtown & Central Waterfront*, with 39% of the units and 41% of the non-residential GFA proposed in the city.
- Among the *Centres*, *Yonge-Eglinton Centre* has the most residential activity with 36% of the units proposed in the *Centres*. *North York Centre* led non-residential development with 44% of all non-residential activity in the *Centres*.
- 31% of the proposed non-residential GFA is in the *Employment Areas*.
- 43% of the proposed residential units are located in an area covered by a Secondary Plan.
- As the city's Urban Growth Centres develop, they are progressing towards meeting the Province's density targets. Most of that density is due to residential growth.

How Does the City Grow?

Introduction

Toronto is Canada's most populous city, the focal point of development and growth and the heart of 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, which came into force in June 2006, is the guide for development in the city over the next few decades. Its central geographic theme 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*, *Downtown*,[1] as well as other areas in the city designated as *Mixed Use Areas* and *Employment Areas*.[2] The Official Plan's Urban Structure Map is included in this bulletin as Map 1 on page 2.

Population and Employment

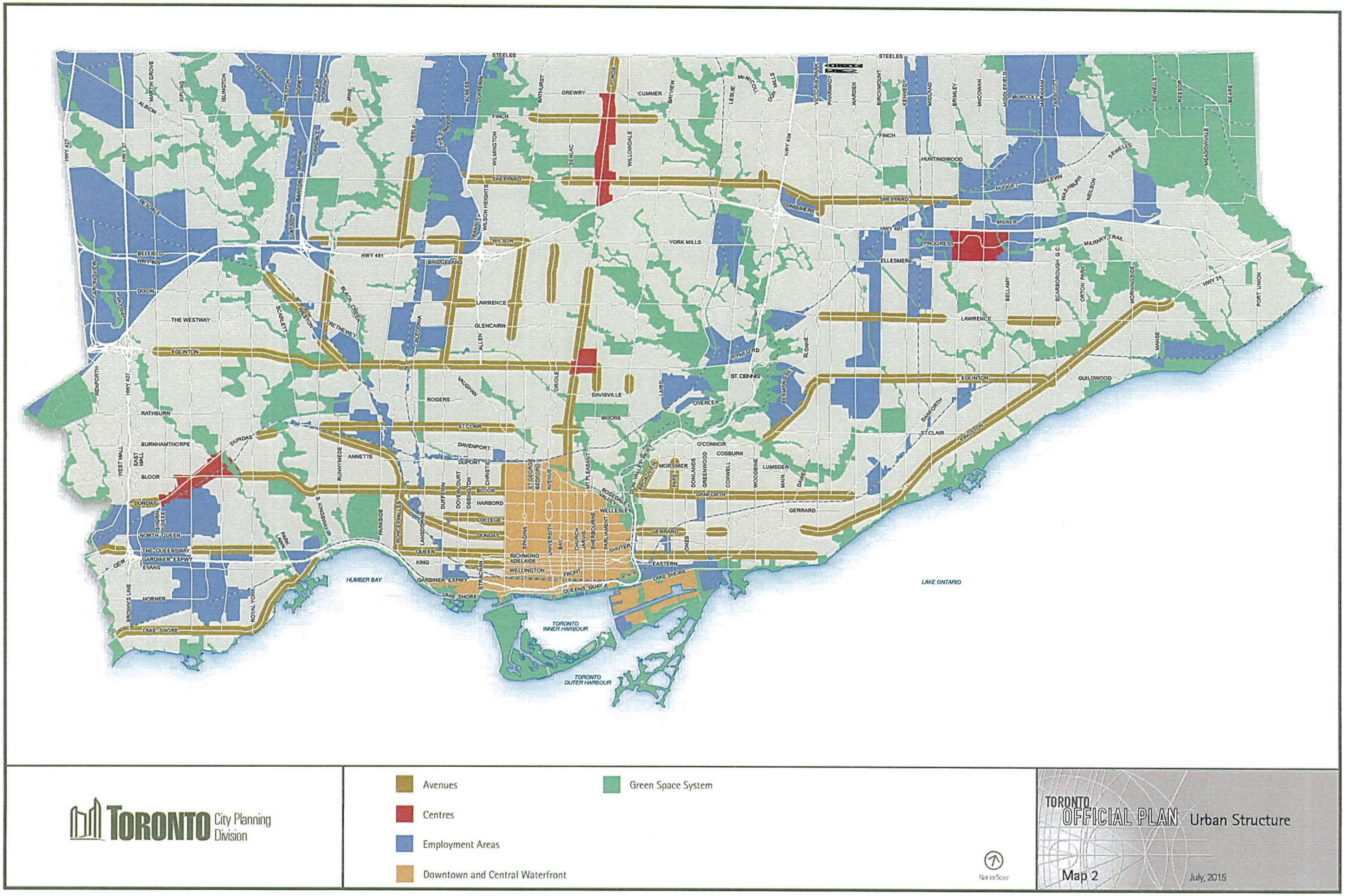
It is important to understand Toronto's growth in the context of its population and employment. The Growth Plan for the Greater Golden Horseshoe, brought into force by the Provincial Government in June 2006, manages growth and development throughout the region that stretches around Lake Ontario from Niagara Falls to Peterborough, with Toronto at its centre. The Growth Plan, as amended in 2013, forecasts 3.40 million people and 1.72 million jobs in the city of Toronto by 2041.[3]

The city's population is on track with the population forecasts in the Growth Plan. The forecast background study supporting the Growth Plan anticipated a 2016 population including Census undercoverage of 2,865,000. The most recent estimate of the city's 2016 population by Statistics Canada is 2,876,095.[4] This estimate surpasses the forecasted population by over 11,000 people.

Statistics Canada also reports where people are working. These data include people working at home and those with no usual place of work. Prior to 2011, this information was collected through the long-form Census. In 2011, the voluntary National Household Survey (NHS) was used to collect the Place of Work data. Due to the differences in data collection methods, the NHS data cannot be compared to the Census data. With the return of the long-form Census for the 2016 Census, superior analysis will be possible once results become available in late 2017.

Each year for the past 34 years, the City Planning Division has conducted the Toronto Employment Survey, collecting employment information

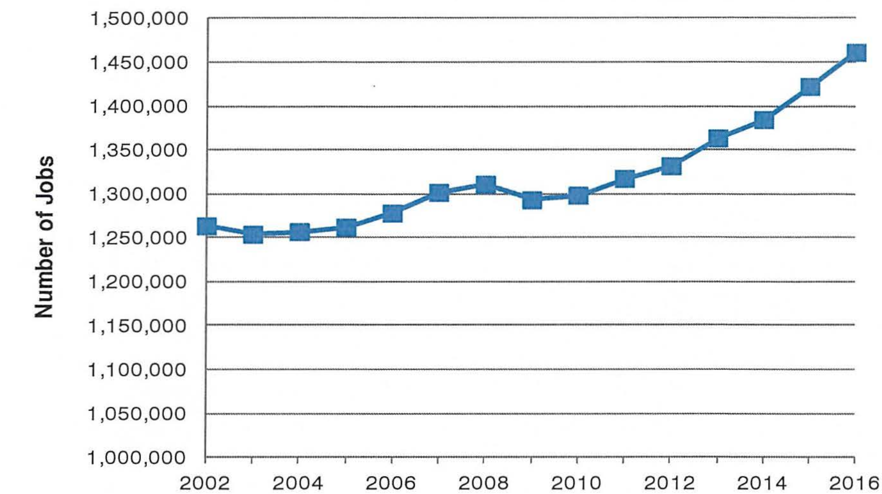
Map 1: Official Plan Urban Structure Map



from each business establishment in the city. There were 75,290 business establishments counted in 2016. According to the Toronto Employment Survey results as shown in Figure 1, in the five years between 2012 and 2016, an average of 25,890 jobs were added each year. The Toronto Employment Survey is a survey of business establishments and as such does not capture the growing number of people who work at 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. The results from the Employment Survey demonstrate that employment continues to grow in the city.

On the basis of the Growth Plan forecast background study, Toronto will need to add approximately 6,670 new jobs each year between 2011 and 2041 to reach the Growth Plan forecast.[5] According to the 2016 Toronto Employment Survey, over the past ten years, the city grew at an average of 18,300 jobs per annum. Over 30 years, this average growth rate would more than achieve the Growth Plan forecast.

Figure 1: City of Toronto Employment



Source: Toronto City Planning Division, Toronto Employment Survey

Housing in Toronto and the GTA

The city continues to grow. According to the 2016 Census, the number of occupied private dwellings increased by 65,052 between 2011 and 2016. Canada Mortgage and Housing Corporation (CMHC) reports that 84,748 dwelling units were completed in the city during the same period (May 2011 to April 2016). This does not include demolitions, which would indicate somewhat fewer net new units. The 2016 Census reports fewer units occupied than were completed. However, Statistics Canada's Annual Demographic Estimate for 2016 identified 144,524 more people living in Toronto than were captured in the 2016 Census.[6,7] Moreover, the 2016 Census counted 66,128 unoccupied dwellings in Toronto. This suggests that the Census may have missed a significant number of people in dwelling units that may have existed at the time of the 2016 Census but were not classified as "occupied" at that time. This in turn suggests a high net undercount in the 2016 Census for Toronto and possibly a higher actual total number of occupied dwelling units than was reported in the 2016 Census.

Table 1: Dwelling Completions, Greater Toronto Area

Year	Toronto	GTA	Toronto % of GTA
1987-1991	45,525	183,317	24.8%
1992-1996	26,511	104,228	25.4%
1997-2001	33,076	161,592	20.5%
2002-2006	64,834	220,878	29.4%
2007-2011	62,647	171,900	36.4%
2012-2016	84,343	181,630	46.4%
Total	**316,936**	**1,023,545**	**31.0%**
Average 1987-2016	10,565	34,118	
Average 2007-2016	14,699	35,353	

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

Note: Completions are for whole calendar years.

The city continues to be an exceptionally attractive location for residential development in the Greater Toronto Area (GTA). According to CMHC, Toronto has represented an average of about 31% of the housing completions in the GTA since 1987 (see Table 1). Toronto's housing construction has recovered from the 2008 global recession (see Figure 2 on page 4). The number of units completed in 2015 was more than double the average number of units completed annually over the past 10 years. After this record-setting year, the number of completions in Toronto returned to more typical levels in 2016. Even so, 2016 saw the third highest number of completions in Toronto since 1987.

High-density condominium apartments continue to dominate the new construction landscape in Toronto. CMHC recorded 84,343 residential units completed in Toronto between 2012 and 2016 inclusive and 83% of these units were condominium apartments, an all-time high in Toronto's development history.[8] In the GTA outside of Toronto, condominium apartments only comprise 21% of units completed in the last five years.

Dwelling Unit Completions and Absorptions

There is an ongoing debate about conditions in the housing market. Given the large number of residential units recently completed in the city, it is fair to ask whether this reflects growing housing demand or the early signs of an overbuilt market. 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 2 on page 5 compares the number of completions and absorptions in Toronto over the last 15 years. The average percentage of unabsorbed units has decreased during the most recent 5-year period compared to 2007–2011.

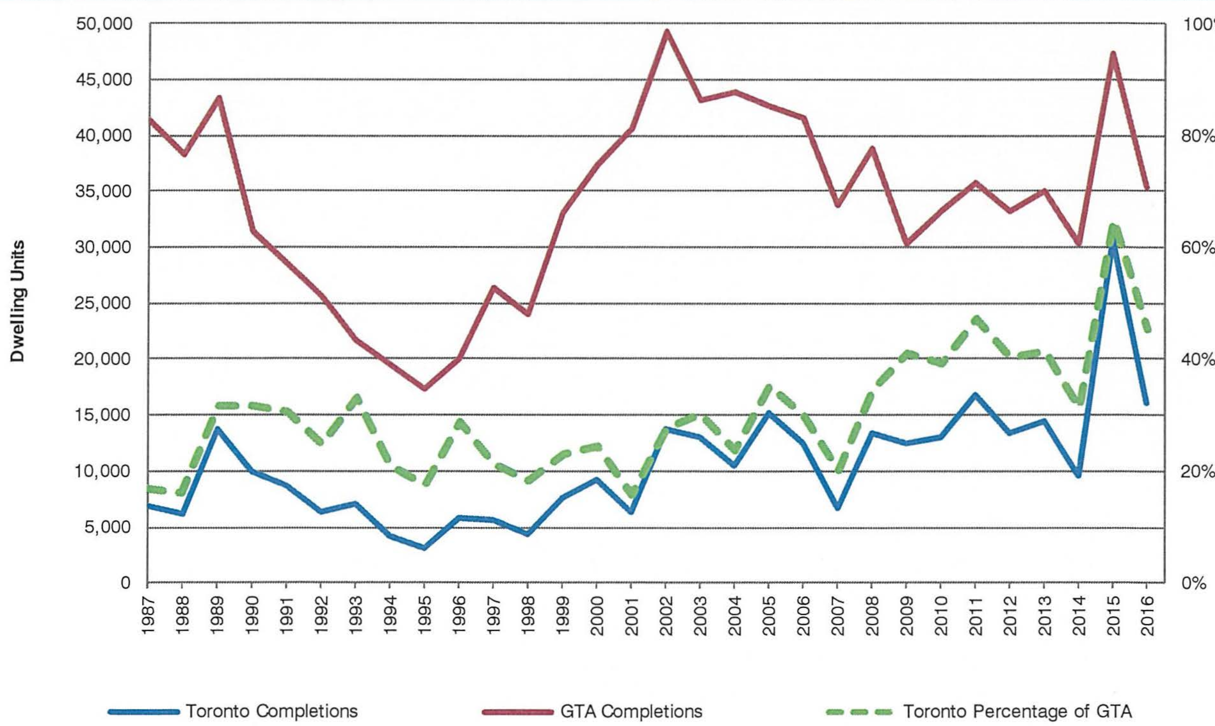
In 2012, about 13,500 residential units were completed and 12,000 units were absorbed, making the unabsorbed percentage in 2012 (12.2%) the highest in the 15-year span. The lag in absorption disappeared in the following year as the 2013 unabsorbed percentage came back down to 4.9% and is closer to the average over the past 15 years.

In 2014 and 2016, the number of units absorbed was greater than the number completed. This indicates that some units that completed construction in previous years were absorbed into the market in 2014 and 2016. Further, an unprecedented number of units were completed in 2015 and 96% of them were absorbed in the same year. These recent trends demonstrate a strong demand for living in Toronto rather than suggesting an overbuilt market.

The Market Absorption Survey data by dwelling type addresses the issue of fluctuating completions and absorptions. It shows no significant net increases in unabsorbed units for freehold and condominium units over the last five years (see Appendix on page 25). Supply and demand are well balanced. The bulk of the unabsorbed units are in the rental market. Rental unit completions represented 8% of total completions, but only 5% of total absorptions.

The higher rate of unabsorbed rental units is not the result of oversupply of this type of unit. The methodology of the Market Absorption Survey requires that buildings must be 100% completed and that people

Figure 2: Toronto & GTA Dwelling Unit Completions



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

Table 2: Dwelling Unit Completions and Absorptions, City of Toronto

	Completions	Absorptions	Net Completions	"Unabsorbed" Percentage
2002	13,721	13,293	428	3.2%
2003	13,119	12,478	641	5.1%
2004	10,438	10,575	-137	-1.3%
2005	15,136	15,126	10	0.1%
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%
Total	**211,824**	**204,695**	**7,129**	**3.5%**
2002-2016 Average	14,122	13,646	475	3.5%
2002-2006 Average	12,967	12,687	280	2.2%
2007-2011 Average	12,529	11,937	593	5.0%
2012-2016 Average	16,869	16,315	553	3.4%

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

Note 1: The data in Table 2 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, 2017 year-to-date data has been excluded.

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

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. This was the principal factor in the higher level of unabsorbed units in 2012. Therefore, the data on absorptions and completions needs to be cautiously interpreted.

Toronto's Proposed Development Pipeline

Prior to 2016, previous issues of this bulletin reported on development through the lens of the five-year development pipeline, all applications received within a five-year period. While providing an overview of the near-term housing supply and a consistent window through which to view the ebb and flow in the number of proposals submitted over time, the five-year window is not a complete picture of development activity. Over the past several years there have been fewer projects submitted for approval. However, they represent an increasing number of proposed residential units and larger non-residential gross floor areas. As the projects grow larger on average, they take longer to implement, from application, through approval and to the completion of construction. Many projects received prior to the start of the five-year pipeline window continue to actively progress through the approvals process or undergo construction. These are generally larger or more complex projects which have taken longer to progress through application review and construction given their size and complexity.

Consequently, in 2016, the parameters of the development pipeline were changed to provide a better representation of the near-term housing supply. The current development pipeline now consists of all projects with any development activity between January 1, 2012 and December 31, 2016. Development activity refers to progress at any stage of the approvals and development processes, including application submission, development review, development approval, building permit application, building permit issuance, construction, occupancy, and completion. This produces a more extensive view of development activity in the city. Previous versions of the pipeline before 2016 are not directly comparable.

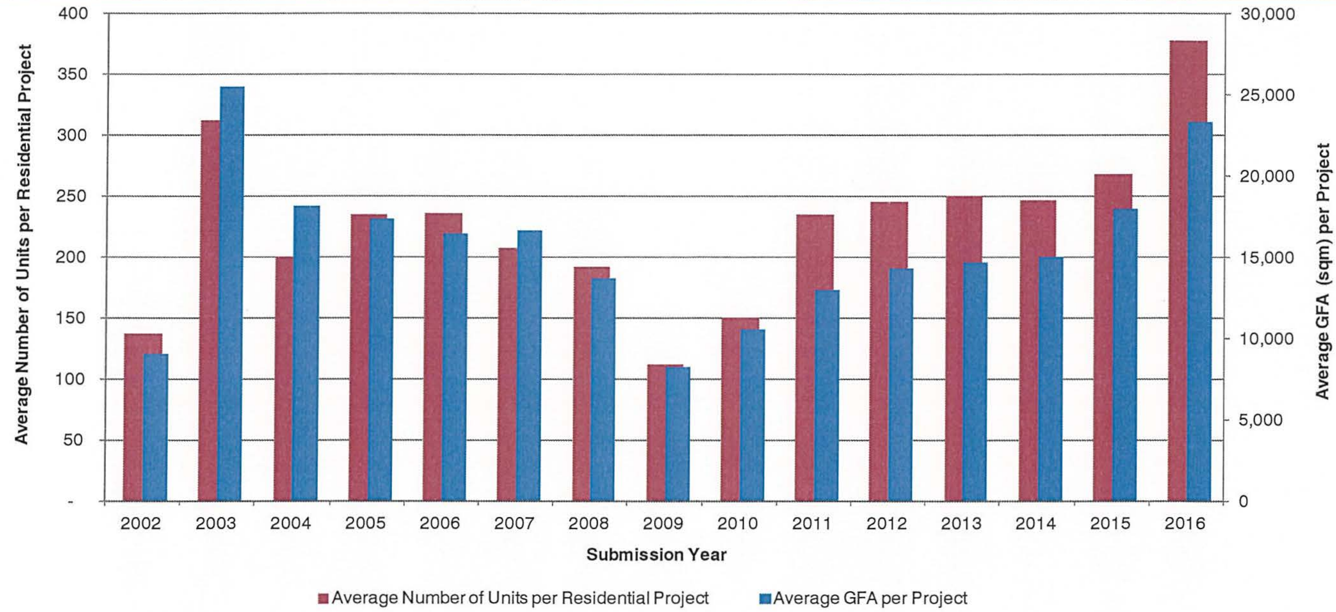
Projects are categorized into three general statuses, based on the stage of development they reached between January 1, 2012 and December 31, 2016. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have received at least one Planning approval but which have not yet been built. This includes projects with approved Official Plan Amendments and/or Zoning By-law Amendments but for which not all Site Plans have been submitted or are approved. This status includes projects with some Planning approvals and for which Building Permits have been applied for or have

Project Stages and Statuses

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

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

Figure 3: Proposed Units and GFA per Project by Submission Year



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

Development projects submitted between January 1, 2002 and December 31, 2016 and with activity between January 1, 2012 and December 31, 2016. Proposed GFA includes residential and non-residential GFA.

been issued. This status also includes projects 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.

Toronto's development industry is strong and continues to produce new projects. The development pipeline is comprised of 2,523 development projects that were submitted to the City Planning Division for review and approval. These projects proposed 363,859 residential units and 9.53 million m^2 of non-residential Gross Floor Area (GFA).

There are 52,509 more residential units and 1.59 million m^2 more non-residential GFA in this pipeline compared to that reported on in the last *How Does the City Grow?* bulletin, which reported on projects with development activity between January 1, 2011 and December 31, 2015. This difference is mainly because new projects submitted in 2016 are proposing more development than average over the previous five years and due to revisions to older projects that have increased their size (see Figure 3).[9]

In addition, data maintenance has been enhanced. Complex projects have been split into their individual phases so that different parts of the project can be recorded at different stages of development once each phase has been submitted. Each phase is reflected in the pipeline until that phase is either built or becomes inactive.

Table 3: Proposed Projects in City of Toronto by Status

	Built	Active	Under Review	Total in Pipeline	% of Total
City of Toronto	**1,156**	**743**	**624**	**2,523**	
Growth Areas					
Downtown and Central Waterfront	**187**	**129**	**132**	**448**	**17.8**
Centres	**28**	**34**	**26**	**88**	**3.5**
Etobicoke Centre	6	10	3	19	21.6
North York Centre	14	9	9	32	36.4
Scarborough Centre	4	3	1	8	9.1
Yonge-Eglinton Centre	4	12	13	29	33.0
Avenues	**174**	**154**	**147**	**475**	**18.8**
Other Mixed Use Areas	**79**	**82**	**55**	**216**	**8.6**
All Other Areas	**688**	**344**	**264**	**1,296**	**51.4**

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

Development projects with activity between January 1, 2012 and December 31, 2016. 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 4: Proposed Residential Units in City of Toronto by Status

	Built	Active	Under Review	Total in Pipeline	% of Total
City of Toronto	**91,855**	**123,710**	**148,294**	**363,859**	
Growth Areas					
Downtown and Central Waterfront	**42,556**	**45,236**	**53,287**	**141,079**	**38.8**
Centres	**7,204**	**17,819**	**11,164**	**36,187**	**9.9**
Etobicoke Centre	970	5,913	378	7,261	20.1
North York Centre	4,052	1,500	3,267	8,819	24.4
Scarborough Centre	853	4,688	1,591	7,132	19.7
Yonge-Eglinton Centre	1,329	5,718	5,928	12,975	35.9
Avenues	**15,345**	**29,452**	**28,359**	**73,156**	**20.1**
Other Mixed Use Areas	**9,888**	**13,958**	**21,956**	**45,802**	**12.6**
All Other Areas	**16,862**	**17,245**	**33,528**	**67,635**	**18.6**

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

Proposed units in development projects with activity between January 1, 2012 and December 31, 2016. 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.

The majority of the development proposed in the city is occurring in areas that the Official Plan has targeted for growth. Table 3 contains the breakdown of projects proposed in these targeted growth areas by status. Tables 4 and 5 contain the breakdown of residential and non-residential development proposed in each growth area by status. Maps 2 and 3 (on pages 8 and 9) show the distribution of proposed residential developments throughout the city by status. Maps 7 and 8 (on pages 20 and 21) show the distribution of proposed non-residential space.

Figure 4 (on page 10) indicates that 77% of the residential units under review and 86% of active residential units are proposed to be built in *Downtown*, in the *Centres*, along the *Avenues*, and in other *Mixed Use Areas* throughout the city. Almost half (47%) of the non-residential GFA under review and 68% of active non-residential GFA is also proposed in these same areas (see Figure 5 on page 10). Sixty-two percent of the remaining active non-residential GFA and 91% of the remaining under review non-residential GFA is proposed in employment-related lands, which the Official Plan also targets for growth.

The pipeline provides an overview of development proposals that may be expected to see construction in the near-term. Many projects with development activity between 2012 and 2016 have become occupied or completed construction. In the current pipeline, almost 1,200 projects completed construction or received a partial occupancy permit which would indicate construction should be completed before long. These projects represent 91,855 new residential units added to the city's housing supply and 3.09 million m² of non-residential gross floor area.

While many projects have been completed, the City of Toronto has continued to receive and process additional development projects. City Council has approved an average of 21,000 residential units per year between 2012 and 2016. Over the past five years, more residential units have been approved than were built (see Table 6 on page 10). This will help to ensure that a steady supply of approved housing will be available for construction and eventual occupancy in the future.

Not all proposed projects are approved, and not all approved projects are built; however the pipeline is a good indication of the near-term housing supply. In the current pipeline, there are 148,294 residential units in projects under review and 123,710 units in active

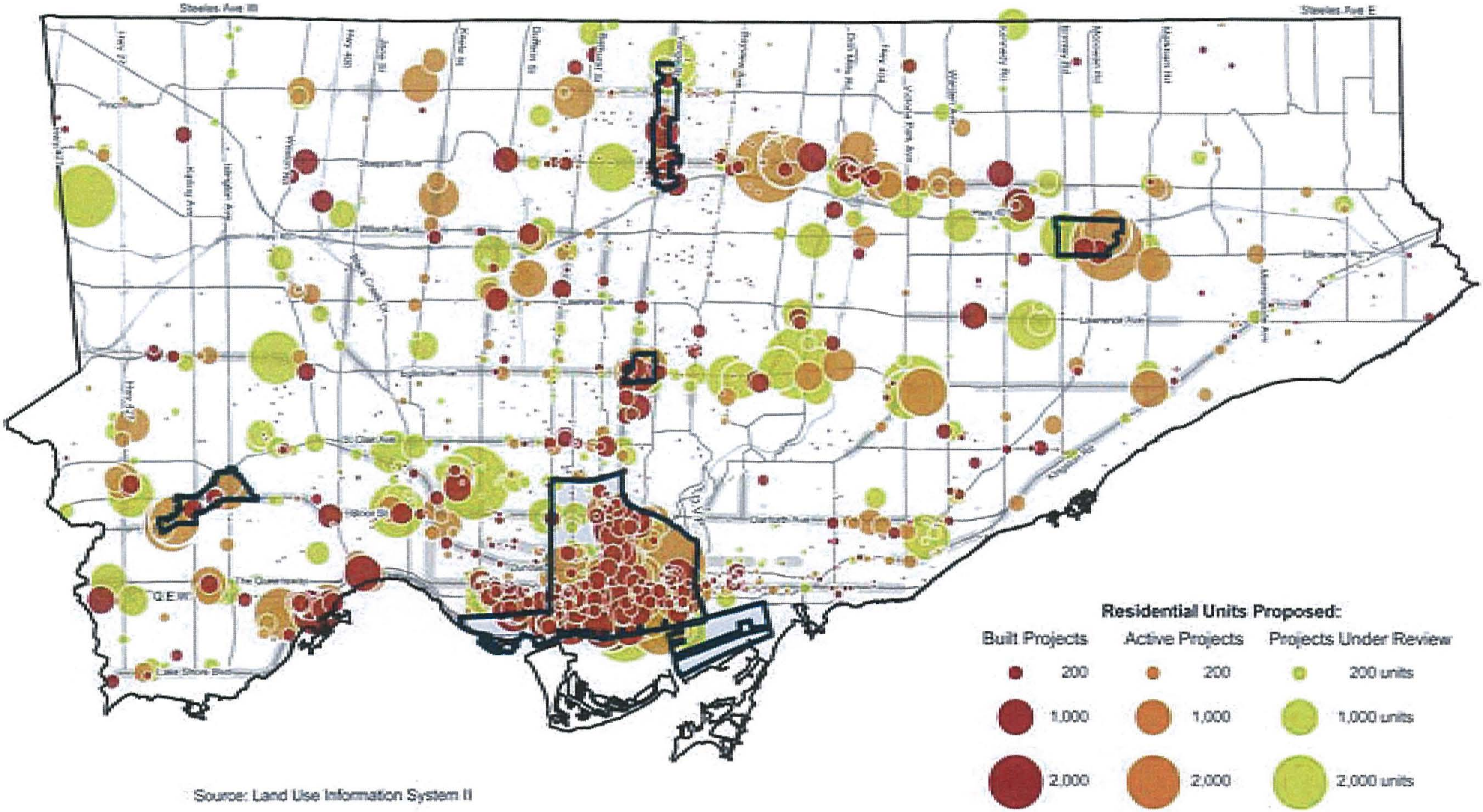
Table 5: Proposed Non-Residential GFA in City of Toronto by Status

	Built	Active	Under Review	Total in Pipeline	% of Total
City of Toronto	**3,092,764**	**3,046,196**	**3,392,846**	**9,531,806**	
Growth Areas					
Downtown and Central Waterfront	**1,425,127**	**1,501,233**	**1,009,569**	**3,935,929**	**41.3**
Centres	**98,569**	**125,258**	**52,107**	**275,934**	**2.9**
Etobicoke Centre	0	18,733	4,733	23,466	8.5
North York Centre	63,356	39,609	18,883	121,848	44.2
Scarborough Centre	2,221	48,443	4,140	54,804	19.9
Yonge-Eglinton Centre	32,992	18,473	24,351	75,816	27.5
Avenues	**238,123**	**278,960**	**297,017**	**814,100**	**8.5**
Other Mixed Use Areas	**245,672**	**181,644**	**217,658**	**644,974**	**6.8**
All Other Areas	**1,085,273**	**959,101**	**1,816,495**	**3,860,869**	**40.5**

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

Proposed non-residential GFA in development projects with activity between January 1, 2012 and December 31, 2016. 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.

Map 2: City of Toronto Proposed Residential Development



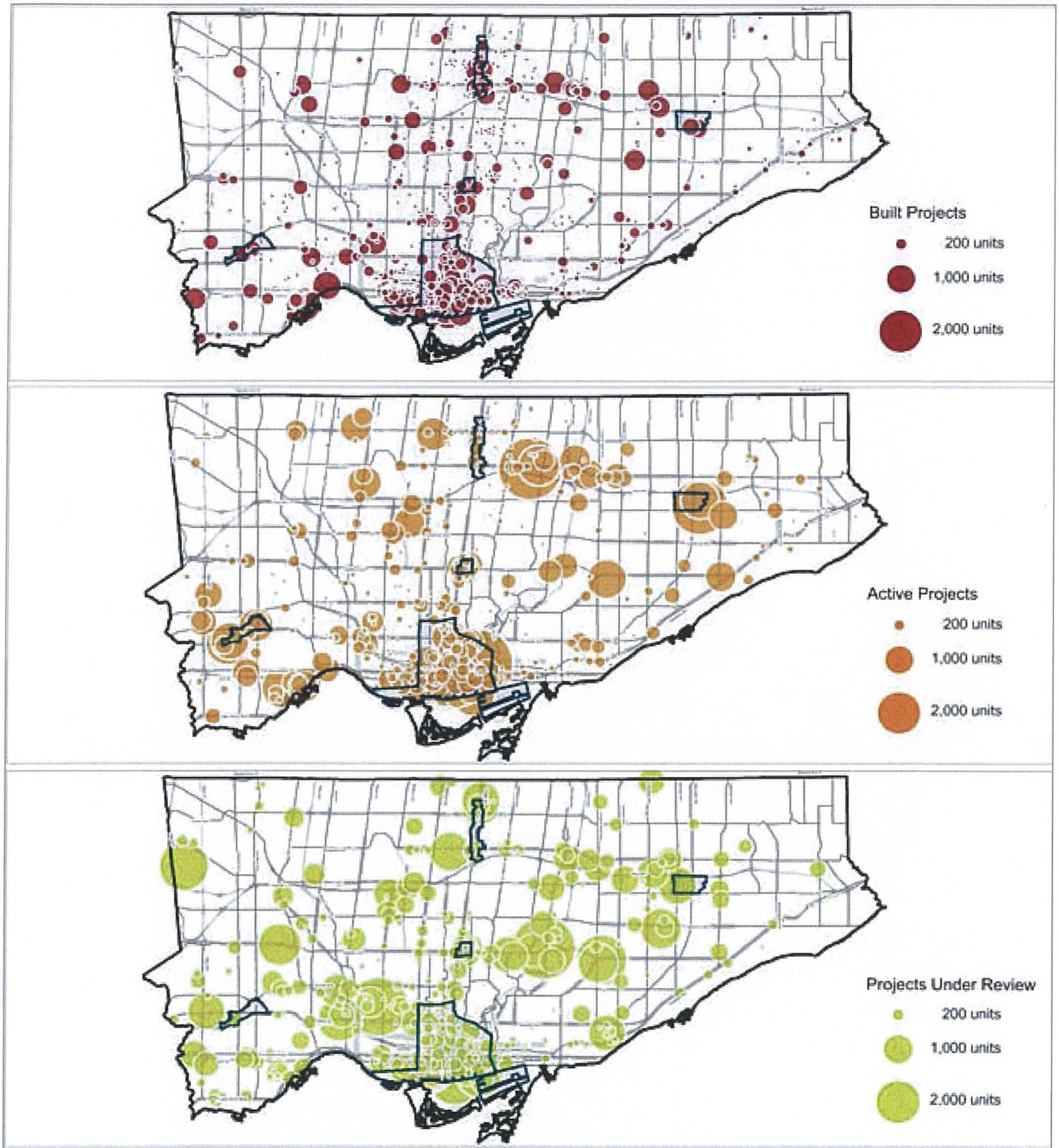
Source: Land Use Information System II

Development projects with activity between January 1, 2012 and December 31, 2016.
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.

TORONTO

Toronto City Planning Division, Research and Information - April 2017

Map 3: City of Toronto Proposed Residential Development by Status



Source: Land Use Information System II
Development projects with activity between January 1, 2012 and December 31, 2016.
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.

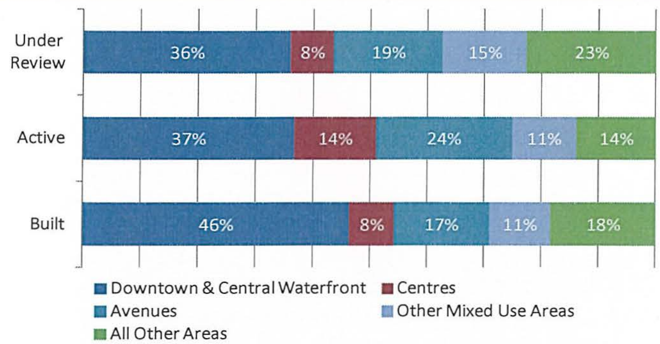
Avenues

Centres and Downtown & Central Waterfront

TORONTO

Toronto City Planning Division, Research and Information - April 2017

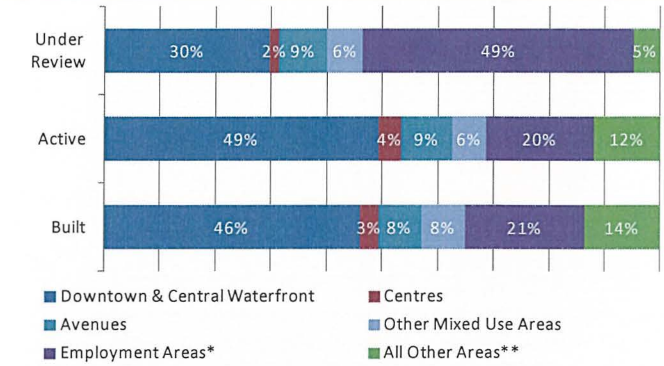
Figure 4: Proposed Residential Units in Growth Areas by Status



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

Proposed units in development projects with activity between January 1, 2012 and December 31, 2016. 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 5: Proposed Non-Residential GFA in Growth Areas by Status



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

Proposed non-residential GFA in development projects with activity between January 1, 2012 and December 31, 2016. 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* outside of *Downtown*, *Centres*, *Avenues*, and Other *Mixed Use Areas* only. **All Other Areas in this figure excludes *Employment Areas*.

projects with at least one Planning approval. Figure 6 displays these units by status, showing that 41% of the proposed residential units are under review, a further 34% are active, and a final 25% are built.

Table 7 (on page 11) shows proposed units in active residential projects broken down by stage of activity. This table demonstrates that there are residential projects at all stages of development between receiving the first Planning approval and beginning construction. These residential projects that are approved but not yet built represent 8 to 12 years of potential housing supply, given the average pace of completions reported by CMHC over the past 10 or 30 years respectively (see Table 1 on page 3).

Table 6: Residential Units Approved and Built by Year

Year	Units Approved	Units Built
2012	21,665	15,704
2013	27,453	11,396
2014	28,890	22,028
2015	17,895	17,329
2016	8,866	16,305
Total	**104,769**	**82,762**
Average	20,954	16,552

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

Units in development projects with activity between January 1, 2012 and December 31, 2016. 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 6 may differ from the number of units in built projects listed in Table 3, as some projects became ready for occupancy before 2012 but had other development activity (such as an application for a Draft Plan of Condominium) during the pipeline window of January 1, 2012 to December 31, 2016. These figures are different than those in Tables 1 and 2 because units in the planning process are recognized as competed when the building is ready for occupancy or substantially complete, whereas CMHC recognizes units as built once the building is fully complete.

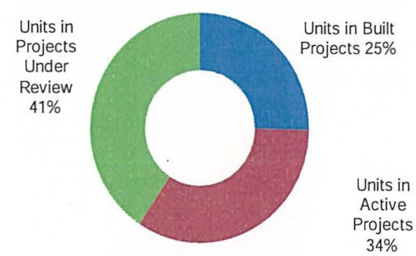
Across the city, three-quarters of the residential units and two-thirds of the non-residential GFA proposed in the development pipeline are not yet built. There are 272,004 units and 6.44 million m^2 of non-residential GFA that are either awaiting approval or awaiting construction, indicating a continuation of strong construction activity in Toronto in the coming years.

Downtown

The *Downtown,* which includes the *Central Waterfront* area is the most prominent location for development activity in the city and contains the largest percentage of proposed development of all the city's growth management areas. In the current development pipeline, the projects received in this area proposed 141,079 new units and 3.94 million m^2 of non-residential GFA. This comprises 39% of the residential units and 41% of the non-residential GFA proposed in the entire city.

Maps 4 and 5 (on pages 12 and 13) show the distribution of residential and non-residential projects throughout *Downtown*, respectively. Map 4 shows that the area between Queen St and the Waterfront has attracted increasingly large residential development proposals. The largest residential projects in this area are still under review. The proposed

Figure 6: Residential Units by Status



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

Proposed units in development projects with activity between January 1, 2012 and December 31, 2016. 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.

residential units in *Downtown* projects proposing 1,000 units or more is listed in Table 8 on page 14.

Two of the largest projects in *Downtown* are large affordable housing redevelopment projects on both sides of Dundas St (see Images 1 and 2). Public-private partnerships in Regent Park and Alexandra Park are developing new market housing to leverage improvements to existing social housing stock and to create new retail developments, community spaces and infrastructure. The results will be more mixed-income, mixed-use neighbourhoods that better integrate with the surrounding communities.

A notable amount of non-residential activity is occurring in *Downtown*. There are 23 large projects, each proposing over 50,000 m² of non-residential GFA in the *Downtown and Central Waterfront* area. The proposed non-residential GFA of each of these projects is listed in Table 11 on page 22. Many of the largest projects with non-residential components are mixed-use projects, proposing large residential development as well. Their non-residential components are mainly office uses, although these projects also include:

- the built Phase II section of the MaRS research and innovation hub at 661 University Ave;
- the ongoing Union Station Revitalization at 61 Front St; and
- the approved new courthouse at 11 Centre Ave.

Table 7: Proposed Residential Units in Active Projects by Stage

Stage as of December 31, 2016		Proposed Residential Units in Active Projects		Active Residential Projects	
Stage	**Stage Description**	**Number**	**Percent**	**Number**	**Percent**
2	Delegated/Council Approval[1]	49,271	40%	149	36%
3	Permit Application	24,439	20%	99	24%
4	Issuance of a Permit	10,983	9%	22	5%
5	Work Started	39,017	32%	149	36%
Total		**123,710**	**100%**	**419**	**100%**

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

Active development projects with activity between January 1, 2012 and December 31, 2016. 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.
[1]Delegated approval refers to Site Plan or Plan of Condominium approvals that have been granted by the Chief Planner.

These projects are in addition to 350 other projects in *Downtown* proposing less than 50,000 m² of non-residential floor space.

Map 5 shows a strong north-south trend of recent non-residential development between University Ave and Yonge St, 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 projects and projects under review proposed south of Dundas St. Many of these are large, phased, mixed-use projects, proposed mainly on lands designated as mixed-use or regeneration areas and in Secondary Plan areas that permit both residential and non-residential development.

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 88 projects in the development pipeline that are located in the *Centres* and which contain 10% of the city's proposed residential units. About 29,000 units as well as 177,400 m² of non-residential GFA are proposed in the *Centres* and are not yet built. There is likely to be substantial residential and non-residential construction in the *Centres* in coming years.

The residential projects in the *Centres* are generally high-density developments with an average of 524 residential units per project. This is the highest average project size in the

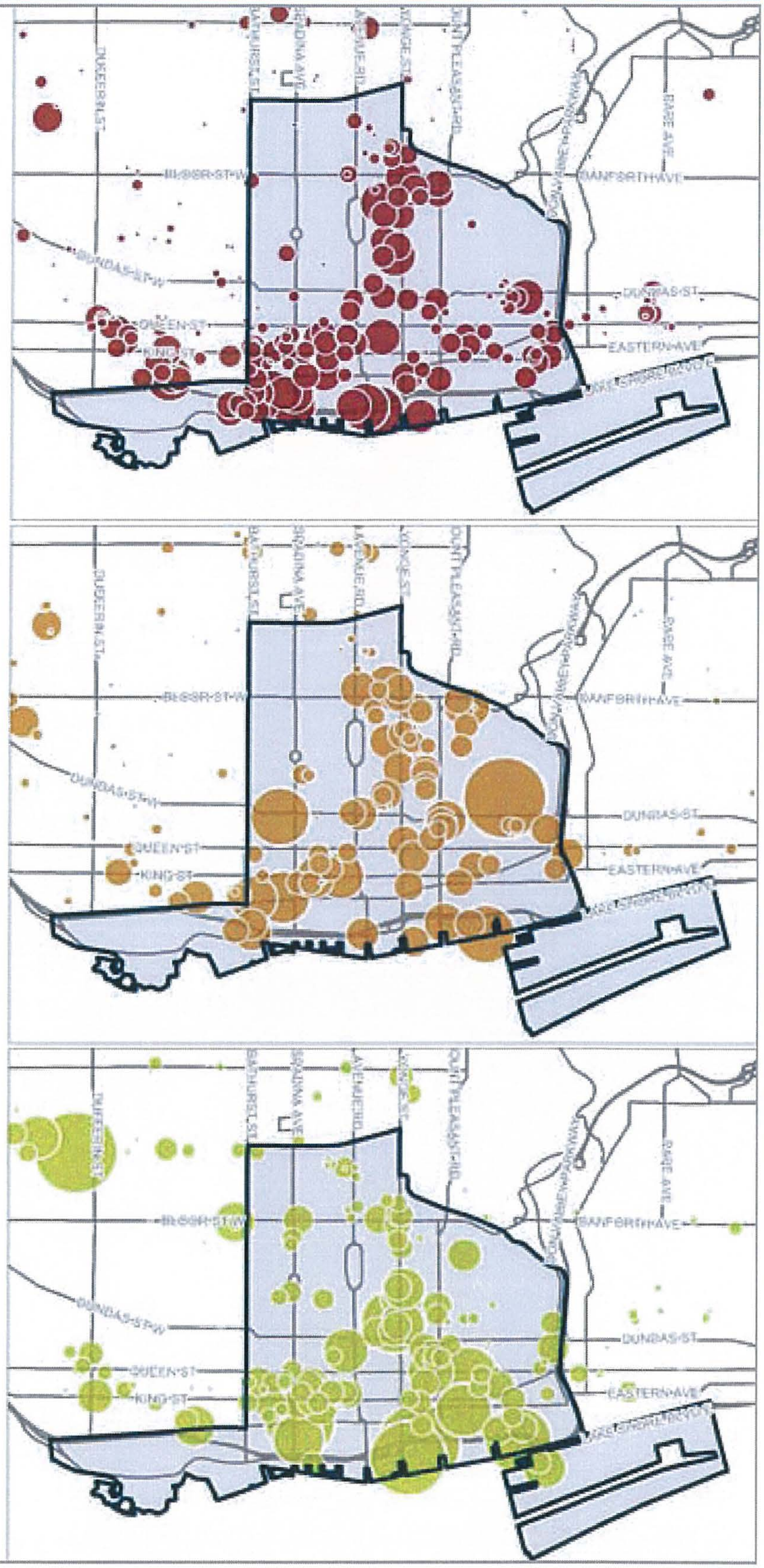
Image 1: Regent Park Redevelopment, Block 37

Source: Toronto Community Housing Corp. and Daniels Corp., Site Plan drawing A000, February 3, 2016.

Image 2: Alexandra Park Redevelopment, Block 10

Source: Toronto Community Housing Corp., Site Plan drawing A000, February 7, 2013.

Map 4: Downtown and Central Waterfront Residential Development Activity



Source: Land Use Information System II

Development projects with activity between January 1, 2012 and December 31, 2016.
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.

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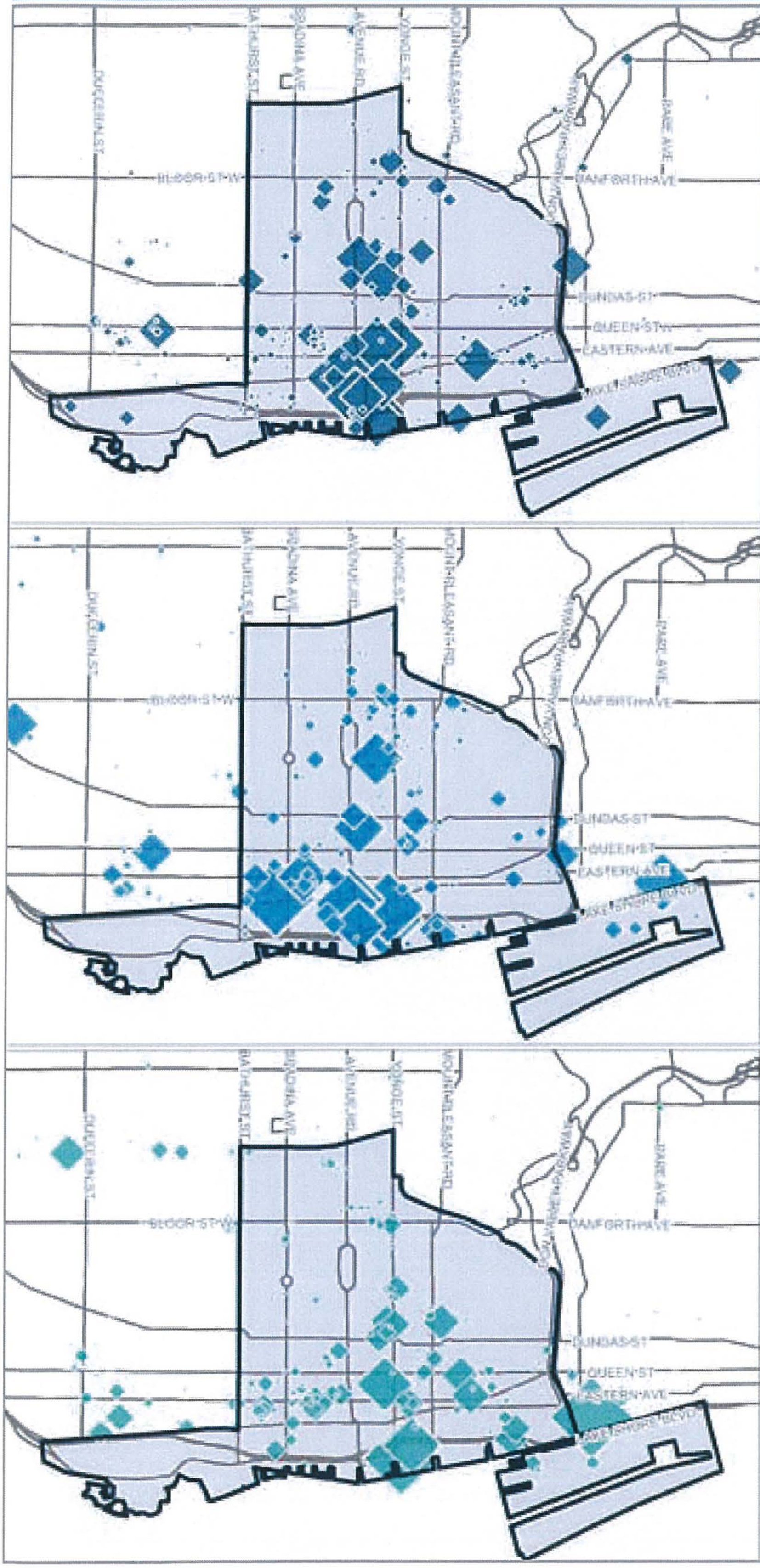
Map 5: Downtown and Central Waterfront Non-Residential Development Activity



Non-Residential GFA Proposed

Built	Active	Under Review	
			5,000 sq m
			25,000 sq m
			50,000 sq m
1,425,127 sq m	1,501,233 sq m	1,009,569 sq m	

Source: Land Use Information System II

Development projects with activity between January 1, 2012 and December 31, 2016.
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.

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Table 8: Downtown Development Projects Proposing ≥1,000 Residential Units

	Proposed Residential Units			Proposed Residential GFA (m^2)			Proposed Storeys (Tallest Building)	Proposed Buildings
	#	%	%	#	%	%	#	#
City of Toronto	**141,079**	**100.0**		**10,491,850**	**100.0**			
Proposed Residential Units ≥1,000	***44,472***	***31.5***	*100.0*	***3,197,259***	***30.5***	*100.0*		
Built Projects	*4,952*		*11.1*	*328,500*		*10.3*		
90 Harbour St	1,426		3.2	85,924		2.7	70	3
12 & 14 York St*	1,343		3.0	87,650		2.7	67	2
2 A Spadina Ave	1,180		2.7	79,466		2.5	49	2
50 St Joseph St	1,003		2.3	75,460		2.4	56	2
Active Projects	*14,420*		*32.4*	*1,122,868*		*35.1*		
325 Gerrard St E	4,705		10.6	469,000		14.7	29	36
571 Dundas St W	1,873		4.2	157,906		4.9	17	23
261 Queens Quay E	1,833		4.1	64,413		2.0	40	9
440 Front St W	1,537		3.5	132,138		4.1	45	7
266-270 King St W	1,194		2.7	86,394		2.7	91	1
578 Front St W	1,191		2.7	76,336		2.4	20	4
37 Yorkville Ave	1,083		2.4	82,431		2.6	64	1
200 Dundas St E	1,004		2.3	54,250		1.7	50	1
Projects Under Review	*25,100*		*56.4*	*1,745,891*		*54.6*		
55 Lake Shore Blvd E	5,192		11.7	358,809		11.2	89	7
1 Yonge St	2,864		6.4	215,668		6.7	95	4
400 Front St W	2,291		5.2	142,724		4.5	60	4
429 Lake Shore Blvd E	2,280		5.1	153,960		4.8	55	13
33 Gerrard St W	2,138		4.8	127,122		4.0	88	4
245 Queen St E	1,820		4.1	130,797		4.1	56	2
177 Front St E	1,586		3.6	106,473		3.3	29	3
23 Spadina Ave	1,400		3.1	106,200		3.3	69	1
88 Queen St E	1,181		2.7	91,564		2.9	57	3
234 Simcoe St	1,129		2.5	71,448		2.2	54	3
363 Yonge St	1,106		2.5	82,475		2.6	73	1
2 Carlton St	1,100		2.5	87,037		2.7	72	1
309 Cherry St	1,013		2.3	71,614		2.2	52	3

Source: City of Toronto, City Planning : Land Use Information System II. Development projects with activity between January 1, 2012 and December 31, 2016. 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. *Residential portion of a phased project submitted at 16 York St.

growth management areas. It is higher than *Downtown*, which has an average of 439 units per residential project.

Strong residential development activity is occurring within the boundaries of *Yonge-Eglinton Centre*. With nearly 13,000 units proposed, *Yonge-Eglinton Centre* contains 36% of the residential units in the pipeline within the *Centres*. Non-residential development in the *Centres* is strongest in *North York Centre* where there is 121,848 m^2 of non-residential GFA in the pipeline or 44% of all non-residential GFA proposed within the *Centres*. More than half (52%) of the proposed non-residential development in *North York Centre* is already built.

Avenues

The *Avenues* are important corridors along major streets well served by transit which are expected to redevelop incrementally over time. They are an effective alternative to *Downtown* and the *Centres* for redevelopment. The *Avenues* have 73,156 units and 814,100 m^2 of non-residential GFA proposed in the development pipeline. This represents 20% of the city's proposed units and 9% of its proposed non-residential GFA.

Roughly equal numbers of residential units are active and under review; however, almost twice as many units in *Avenues* are active or under review than those that were built in *Avenues* over the past five years. This includes a number of 1,000+ unit projects with multiple phases and with some Planning approvals which will continue through approval processes and construction for several years. This trend points to an ongoing strength in residential development along the *Avenues*.

A slightly higher percentage of non-residential development is under review compared to that which is active or built. Some 297,017 m^2 or 37% of proposed non-residential GFA in the *Avenues* is still under review or appealed.

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*, which encourage a broad range of commercial, residential and institutional uses, such as local shopping areas along minor arterial roads. These additional *Mixed Use Areas* have another 45,802 units and 644,974 m^2 of non-residential GFA proposed. This accounts for 13% of the city's proposed residential units and 7% of its proposed non-residential GFA. Almost half (48%) of the proposed residential units in these areas are under review, whereas the proposed non-residential development is more evenly split between the built, active, and under review statuses.

All Other Areas

Table 4 shows that over 67,600 units or 19% 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 or infill projects proposing fewer than 100 units on average, in areas designated as Neighbourhoods. Half (50%) of the residential units proposed in All Other Areas are under review.

There is 3.86 million m^2 of non-residential GFA proposed in these Other Areas. Three-quarters of this 3.86 million m^2 is located in the *Core* or *General Employment Areas* which the Official Plan also targets for non-residential growth. Half (47%) of non-residential GFA proposed in All Other Areas are under review.

Secondary Plan Areas

Secondary Plans enable defined areas of the city to grow and develop in accordance with policies that guide development and investment within a local context. The Secondary Plan areas 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*, *Centres* and *Avenues* policies. Map 6 (on page 16) displays the areas of the in-force Secondary Plans and the locations of development projects within each one.

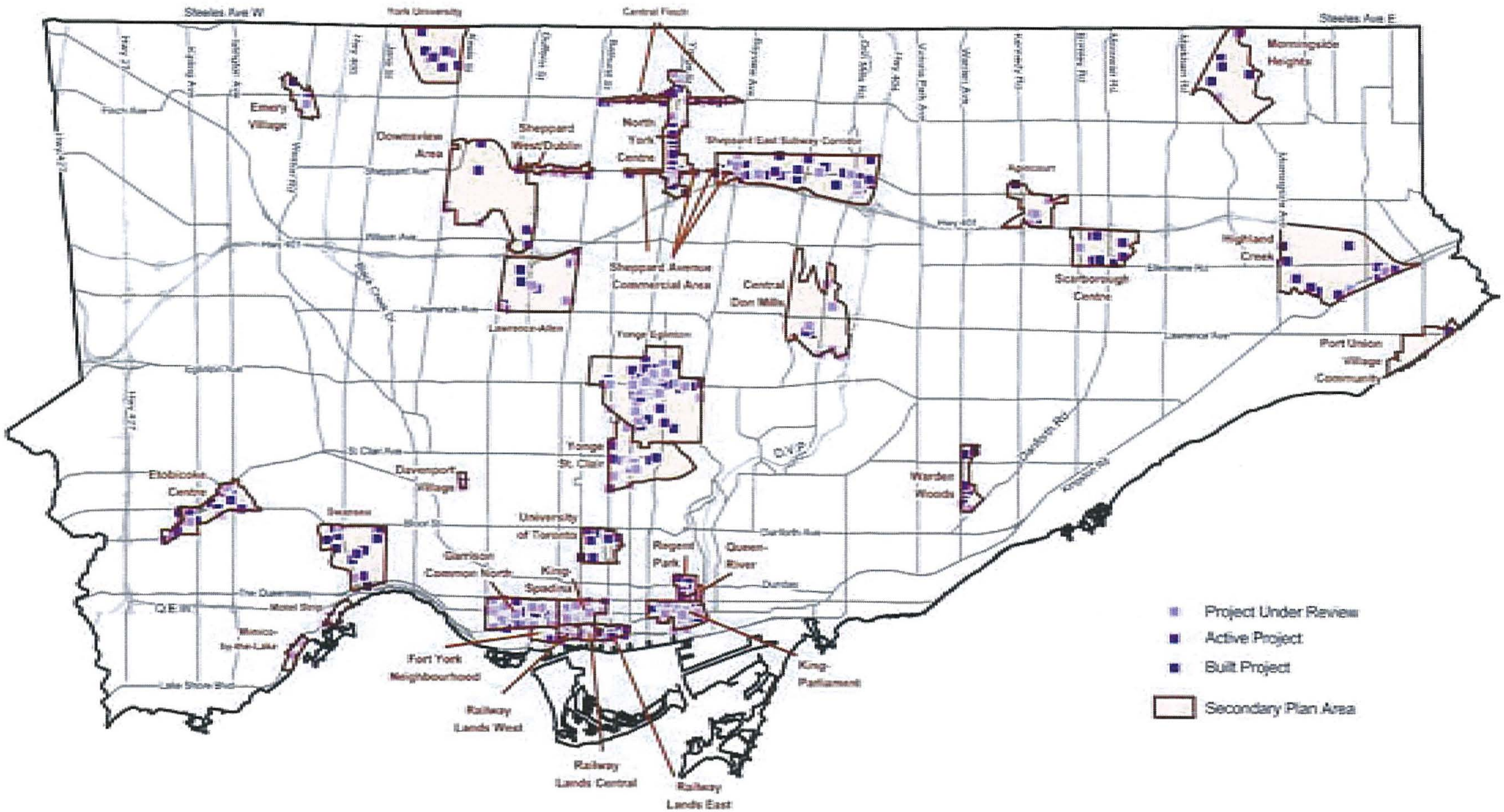
As seen in Table 9 (on page 17), 593 projects or 24% of all projects in the pipeline are proposed in Secondary Plan areas. These projects propose 156,427 residential units and 2.54 million m^2 of non-residential GFA. This represents 43% of the residential units and 27% of the non-residential GFA proposed in the entire city. There are slightly more active (37%) or built (34%) proposed residential units in the Secondary Plan Areas versus those that are under review (29%). Almost half of the proposed non-residential development in Secondary Plan Areas is active.

Some areas covered by a Secondary Plan fall outside of the other growth areas reported on earlier in this bulletin. There are 14,848 residential units and 343,544 m^2 of non-residential GFA proposed in All Other Areas of the city. If this development were added to the development proposed in *Downtown*, *Centres*, *Avenues*, and other *Mixed Use Areas*, 86% of the residential units and 67% of the non-residential GFA in the pipeline would be proposed in either a growth area or a Secondary Plan area. If non-residential development in *Employment Areas* is also included, the percentage of non-residential development occurring in an area targeted for growth rises to 92%. In other words, only 14% of residential units and 8% of non-residential GFA in the pipeline are proposed to be built outside of areas targeted for growth.

The King-Spadina Secondary Plan area continues to attract a significant amount of development activity in the current pipeline. Around one-fifth of both the residential units (18%) and the non-residential GFA (23%) proposed in all the Secondary Plan areas are located within the King-Spadina area. This amounts to a total of 28,466 residential units and 571,899 m^2 of non-residential GFA proposed in the area. The King-Spadina Secondary Plan area, which is located within *Downtown*, runs from Bathurst St in the west to John St and Simcoe St in the east, and between Queen St W in the north and Front St W in the south. It is one of the smaller Secondary Plan areas at 84.5 hectares. The major objectives of this Plan are to attract new investment with a mixture of compatible land uses to the area, while recognizing the importance of maintaining employment uses and protecting its heritage buildings.[10]

The Railway Lands East Secondary Plan area has also undergone significant non-residential development, with 593,202 m^2 or 23% of the non-residential GFA proposed in all the Secondary Plan areas. Another Secondary Plan area in *Downtown*, the Railway Lands East Secondary Plan area falls roughly between John St and Yonge St, Front St W and the Gardiner Expressway. Major objectives of this Secondary Plan include mandating that new development be mixed-use, satisfying a broad range of commercial, residential, institutional, cultural, recreational, and open space needs.[11]

Map 6: City of Toronto Development Projects in Secondary Plan Areas



Source: Land Use Information System II

Development projects with activity between January 1, 2012 and December 31, 2016.
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Table 9: Proposed Development in Secondary Plan Areas

	Number of Projects		%	Proposed Residential Units		%	Proposed Non-Residential GFA (m²)		%
City of Toronto	**2,523**			**363,859**			**9,531,806**		
Secondary Plans	***593***	***23.5***	*100.0*	***156,427***	***43.0***	*100.0*	***2,535,089***	***26.6***	*100.0*
Agincourt	7		1.2	3,346		2.1	10,956		0.4
Central Don Mills	10		1.7	1,957		1.3	3,254		0.1
Central Finch Area	30		5.1	540		0.3	5,264		0.2
Davenport Village	5		0.8	1,334		0.9	574		0.0
Downsview Area	9		1.5	1,214		0.8	68,394		2.7
Emery Village	5		0.8	1,444		0.9	2,845		0.1
Etobicoke Centre	19		3.2	7,261		4.6	23,466		0.9
Fort York Neighbourhood	9		1.5	3,858		2.5	3,947		0.2
Garrison Common North	48		8.1	11,899		7.6	231,134		9.1
Highland Creek	16		2.7	179		0.1	75,028		3.0
King-Parliament	39		6.6	12,421		7.9	231,201		9.1
King-Spadina	84		14.2	28,466		18.2	571,899		22.6
Lawrence-Allen	18		3.0	3,701		2.4	46,965		1.9
Mimico-by-the-Lake	4		0.7	373		0.2	6,170		0.2
Morningside Heights	7		1.2	157		0.1	22,363		0.9
Motel Strip	9		1.5	5,594		3.6	21,578		0.9
North York Centre	32		5.4	8,819		5.6	121,847		4.8
Port Union Village Community	1		0.2	101		0.1	0		0.0
Queen-River	4		0.7	1,257		0.8	10,039		0.4
Railway Lands Central	2		0.3	1,400		0.9	24,011		0.9
Railway Lands East	9		1.5	2,049		1.3	593,202		23.4
Railway Lands West	9		1.5	6,055		3.9	24,923		1.0
Regent Park	13		2.2	6,497		4.2	34,486		1.4
Scarborough Centre	8		1.3	7,132		4.6	54,804		2.2
Sheppard Avenue Commercial Area	15		2.5	22		0.0	15,104		0.6
Sheppard East Subway Corridor	49		8.3	13,959		8.9	54,705		2.2
Sheppard West/Dublin	13		2.2	1,294		0.8	6,315		0.2
Swansea	16		2.7	2,296		1.5	10,434		0.4
University of Toronto	11		1.9	1,274		0.8	66,509		2.6
Warden Woods	9		1.5	610		0.4	11,623		0.5
Yonge-Eglinton	64		10.8	17,480		11.2	119,005		4.7
Yonge-St. Clair	14		2.4	1,951		1.2	13,293		0.5
York University	8		1.3	487		0.3	51,031		2.0
Status	***593***		***100.0***	***156,427***		***100.0***	***2,535,089***		***100.0***
Built	262		44.2	53,131		34.0	798,073		31.5
Active (approved but not yet built)	175		29.5	58,107		37.1	1,162,835		45.9
Under Review (not approved)	156		26.3	45,189		28.9	574,182		22.6

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

Development projects with activity between January 1, 2012 and December 31, 2016. 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. Note 1: 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 3, 4, and 5 of this document. Note 2: The sum of each column may not add up to the totals of all the Secondary Plans because of the overlapping boundaries of the Sheppard Avenue Commercial Area Secondary Plan and the Sheppard East Subway Corridor Secondary Plan. The same project may appear in more than one Secondary Plan.

Given the tremendous amount of development occurring in *Downtown*, the City has initiated the TOcore study to prepare a Secondary Plan for *Downtown* (excluding the *Central Waterfront* area). This new Secondary Plan will provide an updated growth management framework for this rapidly changing area.

Outside of *Downtown*, the Garrison Common North Secondary Plan area 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.[12] The area, which includes Liberty Village and the CAMH Queen Street site, contains 8% of the proposed residential units and 9% of the proposed non-residential GFA in Secondary Plan Areas. The Yonge-Eglinton and Sheppard East Subway Corridor Secondary Plan areas have also attracted a significant amount of development, with more than 13,000 residential units proposed in each area. Non-residential development is also occurring in these areas, to a lesser extent.

Table 10: Proposed Development in Employment Areas by Status

	Projects		Proposed Non-Residential Gross Floor Area		
	Number	Percent	Number	Percent	
City of Toronto	2,523		9,531,806	100.0	
Total Employment Areas	***288***	***100.0***	***2,922,855***	***30.7***	***100.0***
Built	122	42.4	662,421		22.7
Active	91	31.6	594,561		20.3
Under Review	75	26.0	1,665,873		57.0
Within Employment Areas	***288***	***100.0***	***2,922,855***	***100.0***	
Core Employment Areas	*150*	*52.1*	*1,205,318*	*41.2*	*100.0*
Built	60	40.0	398,751		33.1
Active	51	34.0	365,001		30.3
Under Review	39	26.0	441,566		36.6
General Employment Areas	*138*	*47.9*	*1,717,537*	*58.8*	*100.0*
Built	62	44.9	263,670		15.4
Active	40	29.0	229,560		13.4
Under Review	36	26.1	1,224,307		71.3

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

Development projects with activity between January 1, 2012 and December 31, 2016. 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: The *Employment Areas* table cannot be directly compared with Tables 3, 4, and 5 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.

Employment Areas

Toronto's *Employment Areas* "are places of business and economic activity vital to Toronto's economy and future economic prospects."[13] In 2011, the City commenced its Municipal Comprehensive Review (MCR) of employment lands as required by the *Planning Act*. The MCR concluded in 2013, with Council's adoption of Official Plan Amendment 231 (OPA 231)[14] which received Ministerial approval in part (with minor modifications) in July 2014.

OPA 231 includes new policies for the City's Economic Health and lands designated as *Employment Areas*, representing the policy direction of the City. OPA 231 was appealed to the Ontario Municipal Board in 2014; some policies are still under appeal while others are in force and effect.

The development pipeline covered in this bulletin includes the years 2012 to 2016. 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 parts of OPA 231, deleting the term Employment Districts within Chapter 2 and regarding the Urban Structure and replacing it with the term *Employment Areas*. As such, this bulletin outlines development activity in the *Employment Areas* only.

There is a long-standing trend towards certain cities in North American metropolitan areas losing manufacturing activities to suburban locations over time.[15] Toronto is no different than these other cities. Employment in the manufacturing sector in Toronto has been decreasing almost every year since 1983, from 22% to 8% of all jobs in 2016.[16] Despite this city-wide decline in manufacturing jobs, in 2016 the manufacturing sector accounted for 21% of all the jobs in the *Employment Areas* and 93% of manufacturing jobs in the city were located in *Employment Areas*.[17] At the same time, Toronto's employment activity in *Employment Areas* has grown and diversified.

Employment Areas are also attractive locations for the creation of new businesses, with 30% of new establishments in the city in 2016 locating in *Employment Areas*.[18] With 1.72 million jobs forecasted for the city of Toronto by 2041,[19] the protection and enhancement of the *Employment Areas* is vital to the city's economic health.

The *Employment Areas* continue to see significant reinvestment. Over the five years from 2012 to 2016, \$2.58B in Building Permits were applied for in *Employment Areas* and \$1.95B have already been approved. Moreover, the development projects proposed in the *Employment Areas*, as seen in Table 10, could help the city reach its forecasted growth potential. New development could introduce new jobs, strengthening the economic health of many of these areas and the city overall. This outcome is dependent upon the City maintaining and preserving its current stock of employment lands.

The *Employment Areas* have 2.92 million m² or 31% of the city's proposed non-residential GFA (see Maps 7 and 8 on pages 20 and 21 and Table 10 on page 18). Twenty-three percent of these projects have been built, which amounts to 662,421m² of new, non-residential floor space in 122 different projects.

Over the next few years, as development progresses on projects that have been approved, another 594,561 m² of non-residential GFA in 91 projects may be constructed in the *Employment Areas*. A further 75 projects with 1,665,873 m² of non-residential GFA is awaiting development approval and may eventually be constructed in *Employment Areas*. This under review non-residential development represents almost three-fifths (57%) of the proposed non-residential GFA in *Employment Areas* in the current pipeline.

In December 2016, the 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 locations where primary employment uses are permitted. They are, for the most part, geographically located within the interior of *Employment Areas*. Uses that would attract the general 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 operating businesses the certainty of uses surrounding their operations. 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 and vertical agriculture. [20]

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. [21]

There is slightly more proposed non-residential GFA in the *General Employment Areas* (1.72 million m² or 59%) versus that proposed in the *Core Employment Areas* (1.21 million m² or 41%). In the *Core Employment Areas*, the non-residential GFA proposed is roughly equal across the three statuses of built, active, and under review, indicating steady growth in these areas. In the *General Employment Areas*, projects are increasing in size. There are more built projects in these areas than active projects, and more active projects than under review projects. However, the projects under review are proposing two and a half times as much non-residential GFA compared with what is proposed in built and active projects. This points to an increasing interest in proposing large non-residential projects in *General Employment Areas*. This market demand demonstrates the need to preserve the city's employment lands for business and future job growth.

The Official Plan directs retail uses within the *Employment Areas* to the *General Employment Areas*. This policy direction maintains a buffer between businesses in the *Core Employment Areas* and nearby residential areas, and reserves land in the *Core Employment Areas* for uses that are not permitted in other parts of the city. Projects in *General Employment Areas* contain approximately six times the amount of retail GFA compared to those in *Core Employment Areas*. Additionally, projects under review in *General Employment Areas* contain more gross floor area of retail use (350,878 m²) than those that are active (141,789 m²) or built (297,689 m²). This increasing retail component in *General Employment Areas* indicates the continuing attractiveness of *General Employment Areas* to retail use and reflects Council's policy to direct retail use towards the periphery of the *Employment Areas*.

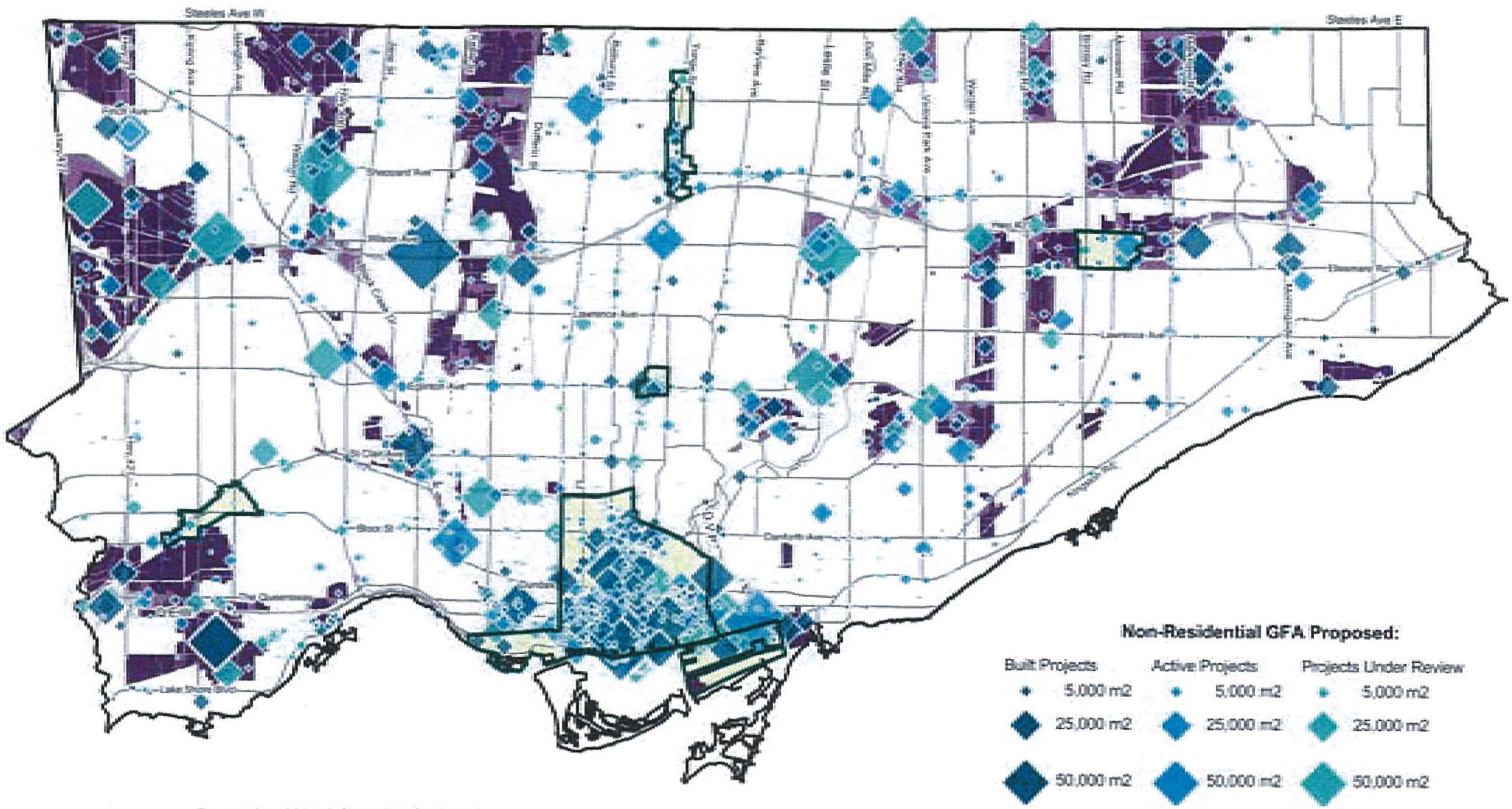
Toronto Non-Residential Market

The city's non-residential market remains strong, mainly consisting of office space but also including other uses such as retail, institutional and hotels. More than 1,153,900 m² was constructed in projects larger than 50,000 m² (see Table 11), all but one of which became ready for occupancy before 2016. The only project built in 2016 with more than 50,000 m² of non-residential GFA was at 90 Harbour St with 86,610 m² of new non-residential GFA. Table 11 also includes 333 King St E which was partially built in 2016. The entire project proposes 60,028 m² of non-residential GFA, but only the first 46,520 m² became ready for occupancy in 2016. As the second phase has not yet been submitted to the City, this project is recorded as active rather than built.

As these recently completed buildings are becoming occupied, in 2016 Q4 net office absorption increased to 263,954 m² compared to 72,737 m² in 2015 in Central Toronto.[22] Office vacancy rates across the GTA decreased to 9.2%, well below the Canada-wide rate of 13.3%.[23] Office vacancy rates in *Downtown* decreased to 4.2%, CBRE's lowest ever recorded vacancy rate for the office market in this area.[24] The industrial vacancy rate for the city of Toronto was 0.7% versus 1.8% for the GTA as a whole.[25] These measures indicate a strong demand for non-residential space in the Toronto market.

The recent trend of significant office construction is continuing. There is more active non-residential

Map 7: City of Toronto Proposed Non-Residential Development



Source: Land Use Information System II

Development projects with activity between January 1, 2012 and December 31, 2016.
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.

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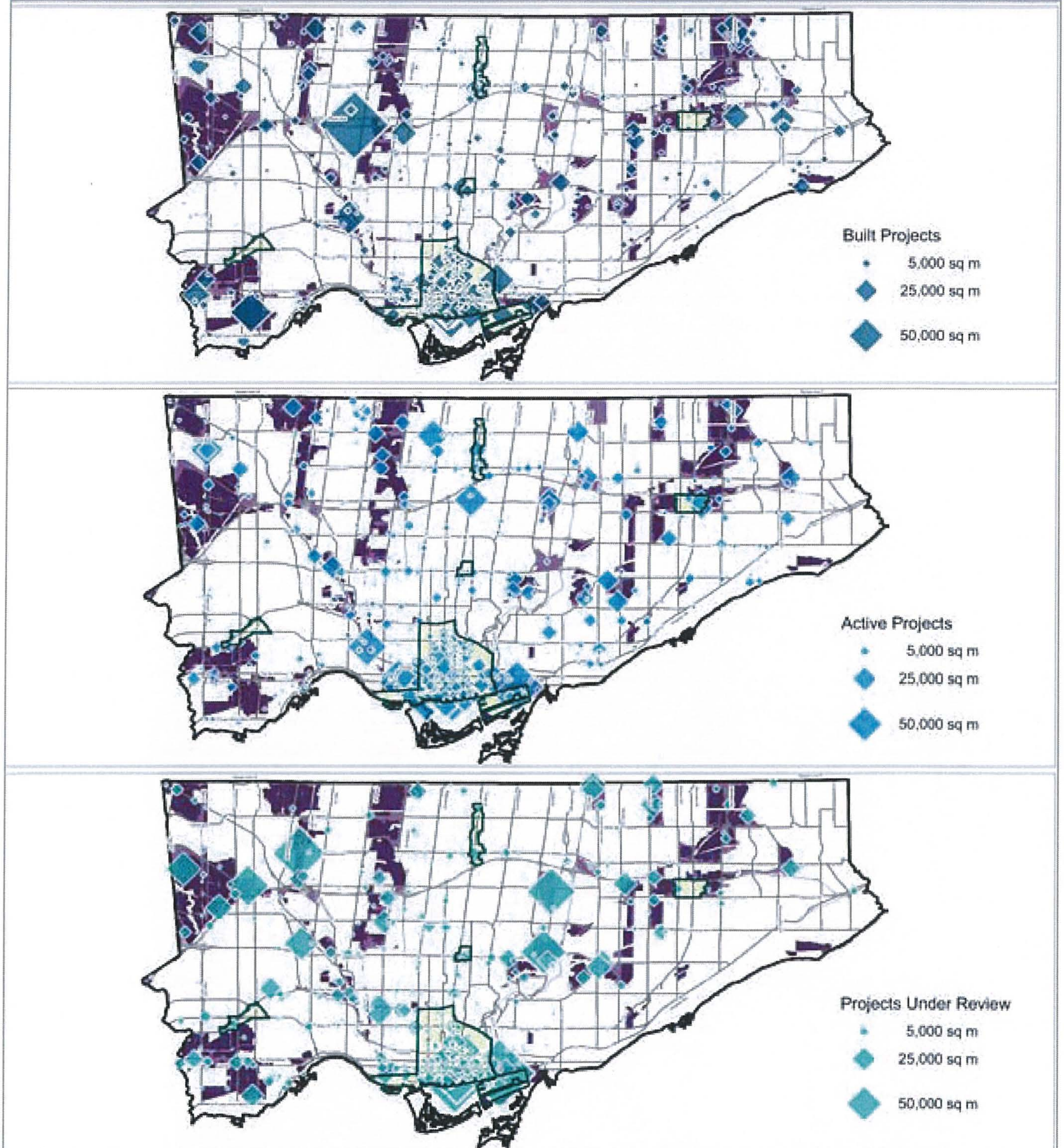
Map 8: City of Toronto Proposed Non-Residential Development by Status



Source: Land Use Information System II
Development projects with activity between January 1, 2012 and December 31, 2016.
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.

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Table 11: Projects Proposing ≥ 50,000 m² Non-Residential GFA

	Project Location	Proposed Non-Residential GFA (m²)	Percent	
City of Toronto		**9,531,806**	**100.0**	
Proposed Non-Residential GFA ≥50,000 m²		***3,846,301***	***40.4***	*100.0*
Built Projects		*1,153,921*		*30.0*
1201 Wilson Ave	Mixed Use Area	197,884		5.1
155 Wellington St W*	Downtown	144,631		3.8
120 Bremner Blvd	Downtown	98,995		2.6
40 Adelaide St W	Downtown	94,124		2.4
100 Adelaide St W	Downtown	86,960		2.3
90 Harbour St	Downtown	86,610		2.3
88 Queens Quay W**	Downtown	81,772		2.1
661 University Ave	Downtown	66,974		1.7
61 Front St W***	Downtown	65,861		1.7
130 Horner Ave	Employment Area	65,557		1.7
18 York St	Downtown	57,792		1.5
674 Bay St	Downtown	55,615		1.4
30 Weston Rd	Employment Area	51,147		1.3
Active Projects		*1,215,570*		*31.6*
440 Front St W	Downtown	150,188		3.9
45 Bay St	Downtown	144,596		3.8
141 Bay St	Downtown	134,397		3.5
156 Front St W	Downtown	115,274		3.0
171 Front St W	Downtown	100,200		2.6
629 Eastern Ave	Employment Area	96,715		2.5
880 Bay St	Downtown	80,622		2.1
388 King St W	Downtown	74,736		1.9
16 York St	Downtown	74,392		1.9
11 Centre Ave	Downtown	73,530		1.9
333 King St E****	Downtown	60,028		1.6
158 Sterling Rd	Employment Area	59,857		1.6
1001 Queen St W	Avenue	51,035		1.3
Projects Under Review		*1,311,862*		*34.1*
21 Don Valley Pkwy	Employment Area	829,833		21.6
1 Yonge St	Downtown	141,175		3.7
2233 Sheppard Ave W	Employment Area	103,933		2.7
55 Lake Shore Blvd E	Downtown	85,897		2.2
40 Temperance St	Downtown	83,702		2.2
2200 Islington Ave	Employment Area	67,322		1.8
Projects Under Appeal		*164,948*		*4.3*
Proposed Non-Residential GFA between 10,000 m² and 49,999 m²		***3,303,765***	***34.7***	
Proposed Non-Residential GFA less than 10,000 m²		***2,381,739***	***25.0***	

Source: City of Toronto, City Planning: Land Use Information System II. Development projects with activity between January 1, 2012 and December 31, 2016. 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. *Project includes 181 and 183 Wellington St W, and was originally submitted as 230 Front St W. **Third phase of a larger project at 10-20 Bay St. ***Union Station Revitalization project is partially ready for occupancy although substantial work is still outstanding. ****First phase of this project is ready for occupancy but the second phase has yet to be submitted. GFA includes both phases.

development proposed than what was built in the last five years. These projects have at least one Planning approval and are proceeding through Site Plan approvals or Building Permit approvals. The fact that applicants are pursuing large new projects as others are being completed points to a continuing demand for non-residential space in the city generally and in *Downtown* specifically. CBRE speculates that the current tight supply of office space *Downtown* may kick-start the next wave of office development.[26]

A number of large non-residential projects are active or under review. Table 11 also breaks down the largest proposed non-residential space by status and location. All of the five largest active projects are in *Downtown*. These five projects include:

- 440 Front St W, the former site of the Globe and Mail, which proposes seven mixed use buildings and 105,364 m² of office space and 44,824 m² of retail space;
- 45 Bay St, which includes a major office tower, an elevated park over a rail corridor and the GO bus terminal integrated into the project;
- 141 Bay St, the second phase of the development at 45 Bay St, proposing a 53-storey office tower;
- 156 Front St W, a 46-storey office tower; and
- 171 Front St W, a 48-storey office tower.

In addition, six large non-residential projects are under review including:

- East Harbour at 21 Don Valley Pkwy, which proposes to redevelop the Unilever site into a major retail, office, and transportation hub; and
- 1 Yonge St, which retains the existing Toronto Star office building and adds several mixed-use towers.

Table 12: Density of People and Jobs Per Hectare in Urban Growth Centres

Measure	Density (People and Jobs Per Hectare)				Percent Change in Density	
Year	2006	2011	2016*		2006-2016	
Scenario	Actual	Actual	Estimated Population Change - Low	Estimated Population Change - High	Estimated Population Change - Low	Estimated Population Change - High
City of Toronto	**60**	**62**	**68**	**68**	**14%**	**14%**
Urban Growth Centres						
Downtown and Central Waterfront	**265**	**302**	**369**	**384**	**39%**	**45%**
Centres	**250**	**288**	**333**	**340**	**33%**	**36%**
Etobicoke Centre	137	144	159	162	17%	19%
North York Centre	385	455	523	532	36%	38%
Scarborough Centre	138	156	206	208	50%	51%
Yonge-Eglinton Centre	482	570	615	635	28%	32%

Sources: City of Toronto, City Planning Division: Land Use Information System II. City of Toronto, City Planning, Toronto Employment Surveys 2006, 2011, 2016. Statistics Canada, 2006 and 2011 Censuses. Custom tabulation. 2006 and 2011 numbers were calculated based on actual employment values from the Toronto Employment Survey and actual population values from the Census. 2016 numbers were calculated based on actual employment values from the Toronto Employment Survey and two scenarios of low and high estimated population growth using different persons per unit ratios. *Some 12,500 of the new jobs counted within *Scarborough* and *North York Centres* (6,250 jobs each) in the 2016 Toronto Employment Survey can be attributed to the inclusion of Toronto District School Board (TDSB) employees not previously counted, as both Centres contain TDSB district offices where those employees without a regular place of work are generally based.

Downtown accounts for 85% of the office space currently under construction in the GTA. The 905 markets now account for the bulk of the remainder, namely in Vaughan.[27] Four-fifths (80%) of the office space under construction in *Downtown* is pre-leased.[28] The high degree of pre-leasing of office buildings continues to demonstrate the vitality of the city's office market and the desirability of *Downtown* office space.

Density and Mix of Jobs and People in Growth Areas

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*. If an Urban Growth Centre has already achieved a density higher than 400 people and jobs per hectare, then that density is considered to be that UGC's target.[29]

Using current pipeline data, it is possible to estimate the density in 2016 in the city overall, in *Downtown and Central Waterfront*, and in the *Centres*. Table 12 shows the density of people and jobs per hectare for *Downtown* and each *Centre* between 2006 and 2016, and for the city overall. Since 2006, each of these areas has become steadily more dense. *North York Centre* and *Yonge-Eglinton Centre* have already exceeded 400 people and jobs per hectare, as early as 2006 in the case of *Yonge-Eglinton Centre*. These *Centres* have continued to become more dense. Table 12 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.

Table 13 shows the distribution of units and non-residential space proposed in the Urban Growth Centres. Almost 40 percent of all of the residential units and non-residential space proposed are in *Downtown*, just 3.4% of the city's land area. About 10 percent of the units are proposed in the *Centres*, about 1% of the city's land area.

The ratio of jobs to people can provide further insight into how Toronto is growing. This measure provides a sense of how mixed the city and its growth areas are and how they are changing over time. Table 14 (on page 24) reveals that the ratio of jobs to people has been unchanged for

Table 13: Proposed Development in Urban Growth Centres

	Area (Hectares)	Area as a % of City	Proposed Residential Units	% of Total Proposed Residential Units	Proposed Non-Residential GFA	% of Total Proposed Non-Residential GFA
City of Toronto	**63,453**	**100.0**	**363,859**	**100.0**	**9,531,806**	**100.0**
Urban Growth Centres						
Downtown and Central Waterfront	**2,143**	**3.4**	**141,079**	**38.8**	**3,935,929**	**41.3**
Centres	**579**	**0.9**	**36,187**	**9.9**	**275,934**	**2.9**

Sources: City of Toronto, City Planning Division: Land Use Information System II. Development projects with activity between January 1, 2012 and December 31, 2016.

Table 14: Ratio of Jobs to People in Urban Growth Centres

Year	2006	2011	2016*	
Scenario	Actual	Actual	Estimated Population Change - Low	Estimated Population Change - High
City of Toronto	**0.51**	**0.50**	**0.51**	**0.51**
Urban Growth Centres				
Downtown and Central Waterfront	**2.30**	**2.15**	**1.83**	**1.65**
Centres	**0.96**	**0.86**	**0.86**	**0.83**
Etobicoke Centre	0.90	0.59	0.56	0.55
North York Centre	0.79	0.82	0.76	0.74
Scarborough Centre	1.40	1.23	1.58	1.55
Yonge-Eglinton Centre	1.16	0.94	0.88	0.83

Sources: City of Toronto, City Planning Division: Land Use Information System II. City of Toronto, City Planning, Toronto Employment Surveys 2006, 2011, 2016. Statistics Canada, 2006 and 2011 Censuses. Custom tabulation. 2006 and 2011 numbers were calculated based on actual employment values from the Toronto Employment Survey and actual population values from the Census. 2016 numbers were calculated based on actual employment values from the Toronto Employment Survey and two scenarios of low and high estimated population growth using different persons per unit ratios. *Some 12,500 of the new jobs counted within *Scarborough* and *North York Centres* (6,250 jobs each) in the 2016 Toronto Employment Survey can be attributed to the inclusion of Toronto District School Board (TDSB) employees not previously counted, as both Centres contain TDSB district offices where those employees without a regular place of work are generally based.

the city overall for the past ten years. However, the ratio of jobs to people has been declining steadily since 2006 in *Downtown* and the *Centres*. This declining ratio is primarily due to the strong residential growth that has occurred over the last decade.

The rate at which the population growth exceeds employment growth varies across the different growth areas. In *North York Centre* the jobs-to-people ratio increased between 2006 and 2011 but since then has declined to lower than 2006 levels. In *Etobicoke Centre* and *Yonge-Eglinton Centre*, the ratio declined between 2006 and 2016, although the pace at which these ratios are declining has slowed in more recent years. *Scarborough Centre* is the only *Centre* containing more jobs than people in 2016.

Scarborough Centre is also the one exception to the declining ratio of jobs to people. This is in part due to improved data collection through our Toronto Employment Survey. In 2016, the survey captured thousands of Toronto District School Board (TDSB) employees without a regular place of work who had previously been uncounted. In 2016, these employees were counted at the TDSB district offices where they are generally based. As a result, 12,500 additional jobs were counted within *Scarborough* and *North York Centres* (6,250 jobs each) in the 2016 Toronto Employment Survey, as both *Centres* contain TDSB district offices.[30] Therefore, while the estimated ratio of jobs to people increased in *Scarborough Centre*, a quarter of the jobs on which this ratio is based are not continuously located in *Scarborough Centre*. The same number of footloose jobs were added to the TDSB district office in *North York Centre* however they were not sufficient to offset the declining ratio of jobs to people in that *Centre* as they were more than offset by other employment declines as well as significant residential development.

Table 15 shows that the declining ratios of jobs to people have occurred primarily because population growth has outstripped employment growth in each of the Urban Growth Centres. Since 2006, *Downtown* employment has grown significantly, by 29%, yet population is estimated to have grown by 62% to 80%. Similarly, the *Centres* collectively grew in population by 40-46%, while the *Centres*' employment grew by 26% over the same period (including the footloose TDSB jobs). The different growth rates are especially pronounced in *Etobicoke Centre*, where population increased by 42-46% at the same time as employment declined by 11%.

Table 15: Rate of Change of Population and Employment in Urban Growth Centres, 2006-2016*

Scenario	Estimated Population Change - Low	Estimated Population Change - High	Actual Employment Change
City of Toronto	**13%**	**13%**	**14%**
Urban Growth Centres			
Downtown and Central Waterfront	**62%**	**80%**	**29%**
Centres	**40%**	**46%**	**26%**
Etobicoke Centre	42%	46%	-11%
North York Centre	38%	42%	33%
Scarborough Centre	40%	43%	57%
Yonge-Eglinton Centre	47%	56%	11%

Sources: City of Toronto, City Planning Division: Land Use Information System II. City of Toronto, City Planning, Toronto Employment Surveys 2006, 2011, 2016. Statistics Canada, 2006 and 2011 Censuses. Custom tabulation. 2006 and 2011 numbers were calculated based on actual employment values from the Toronto Employment Survey and actual population values from the Census. 2016 numbers were calculated based on actual employment values from the Toronto Employment Survey and two scenarios of low and high estimated population growth using different persons per unit ratios. *Some 12,500 of the new jobs counted within *Scarborough* and *North York Centres* (6,250 jobs each) in the 2016 Toronto Employment Survey can be attributed to the inclusion of Toronto District School Board (TDSB) employees not previously counted, as both Centres contain TDSB district offices where those employees without a regular place of work are generally based.

These figures indicate that population is increasing faster than employment in Toronto's Urban Growth Centres, even as their densities increase towards the Growth Plan's targets. Moreover, 72% of proposed residential units in *Downtown* and the *Centres* in the current pipeline have not yet been built, versus 64% of proposed non-residential GFA. These figures suggest that while employment continues to grow overall, the trend of decreasing jobs to people ratios may continue into the future in these growth areas as more residential development is forthcoming than what was built in the past five years.

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."[31] Toronto's overall growth and intensification is encouraging. The divergent rates of change in population and employment growth in *Downtown* and the *Centres* indicate the importance of continuing to promote employment and mixed-use development in these key areas of the city's urban structure.

How the Data is Collected

The development information presented in this bulletin was extracted from the Land Use Information System II, maintained by the City's Research and Information unit, Strategic Initiatives, Policy & Analysis section of the City Planning Division. Staff collect detailed information from every development application received by the Division, as well as any revisions to the applications made throughout the planning process. Information is also collected from building permit applications. The result is a rich body of data describing the location, size and built form of development projects across the City of Toronto throughout each stage of development.

Endnotes

[1] For the purposes of this bulletin, any reference to *Downtown* includes the *Central Waterfront* Area.

[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 recently replaced by new policies as part of the Municipal Comprehensive Review of employment lands. These new policies are currently under appeal at the Ontario Municipal Board (OMB). For more information on the status of the appeals and to access interim Board Orders, please visit the OMB's website: https://www.omb.gov.on.ca/ecs/CaseDetail.aspx?n=PL140860.

[3] The Official Plan was adopted before the Growth Plan came into force. By provincial legislation, the Official Plan must be brought into conformity with the policies of the Growth Plan. The City is working to bring the Official Plan into conformity with the Growth Plan through a series of Official Plan Amendments. Toronto's Official Plan contemplates the city having 3.19 million people and 1.66 million jobs by 2031. The 2006 Growth Plan forecasts 3.08 million people and 1.64 million jobs in the city of Toronto by 2031.The amended Growth Plan, including revised forecasts, came into effect in June 2013. Official Plan Amendment (OPA) 231 amended this forecast and this policy is in effect. See http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/SIPA/Files/pdf/O/OPA%20231%20sections%20appealed-December%2020%202016.pdf.

[4] Statistics Canada, Annual Demographic Estimates, 91-214-X.

[5] Hemson Consulting Ltd, Greater Golden Horseshoe Growth Forecasts to 2041, Technical Report, November 2012.

[6] Statistics Canada, 2016 Census.

[7] Statistics Canada, Annual Demographic Estimates, 91-214-X.

[8] Canada Mortgage and Housing Corporation, Housing Now – Greater Toronto Area Reports.

[9] There were 65,057 residential units and 1.13 million m² of non-residential GFA proposed in projects submitted to City Planning in 2016. The annualized average number of units proposed between 2011 and 2015 was 35,846. The number of units proposed in 2016 represents 181% of the annualized average of units proposed over the previous five year period, indicating a significant increase in project size on average.

[10] City of Toronto, City Planning, Official Plan, King-Spadina Secondary Plan, Policy 2, 2006.

[11] City of Toronto, City Planning, Official Plan, Railway Lands East Secondary Plan, Policy 2, 2006.

[12] City of Toronto, City Planning, Official Plan, Garrison Common North Secondary Plan, Policy 2.1(c), 2006.

[13] 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, http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/SIPA/Files/pdf/O/OPA%20231%20sections%20appealed-December%2020%202016.pdf.

[14] For more information about OPA 231, please visit http://www.toronto.ca/opreview.

[15] Kneebone, Elizabeth (2013) Job Sprawl Stalls: The Great Recession and Metropolitan Employment Location, Brookings Institution.

[16] City of Toronto, City Planning, Toronto Employment Survey, 2016.

[17] City of Toronto, City Planning, Profile Toronto: Toronto Employment Survey, 2016.

[18] City of Toronto, City Planning, Profile Toronto: Toronto Employment Survey, 2016.

[19] The Official Plan was adopted before the Growth Plan came into force. By provincial legislation, the Official Plan must be brought into conformity with the policies of the Growth Plan. The City is working to bring the Official Plan into conformity with the Growth Plan through a series of Official Plan Amendments. Toronto's Official Plan contemplates the city having 3.19 million people and 1.66 million jobs by 2031. The 2006 Growth Plan forecasts 3.08 million people and 1.64 million jobs in the city of Toronto by 2031.The amended Growth Plan, including revised forecasts, came into effect in June 2013. Official Plan Amendment (OPA) 231 amended this forecast and this policy is in effect. See http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/SIPA/Files/pdf/O/OPA%20231%20sections%20appealed-December%2020%202016.pdf.

[20] City of Toronto, By-Law No. 1714-2013. Updated to Board order issued December 20, 2016. See http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/SIPA/Files/pdf/O/OPA%20231%20sections%20appealed-December%2020%202016.pdf. Uses in *Core Employment Areas* that are under appeal include industrial trade schools, media, and information and technology facilities.

[21] City of Toronto, By-Law No. 1714-2013. Updated to Board order issued December 20, 2016. See http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/SIPA/Files/pdf/O/OPA%20231%20sections%20appealed-December%2020%202016.pdf. The permission for all types of retail uses in *General Employment Areas* is under appeal.

[22] CBRE Marketview, Toronto Office, Q4 2016.

[23] CBRE Marketview, Canada Office Q4 2016

[24] CBRE Marketview, Toronto Office, Q4 2016.

[25] CBRE Marketview, Toronto Industrial, Q4 2016.

[26] CBRE Marketview, Toronto Office, Q4 2016.

[27] CBRE Marketview, Toronto Office, Q4 2016.

[28] CBRE Marketview, Toronto Office, Q4 2016.

[29] Ontario Ministry of Infrastructure, Growth Plan for the Greater Golden Horseshoe, 2006: Office Consolidation, June 2013, Policy 2.2.4.5 and 2.2.4.6.

[30] 29 City of Toronto, City Planning, Profile Toronto: Toronto Employment Survey, 2016.

[31] City of Toronto, City Planning, Official Plan, p. 2-5, Policy 2d, 2006.

Appendix: Dwelling Unit Completions and Absorptions by Tenure, City of Toronto

Freeholds

	Completions	Absorptions	Net Completions	"Unabsorbed" Percentage
2012	1,502	1,529	-27	-1.8
2013	1,735	1,649	86	5.2
2014	1,583	1,525	58	3.8
2015	1,374	1,342	32	2.4
2016	1,513	1,464	49	3.3
Total	**7,707**	**7,509**	**198**	**2.6**

Condominiums

	Completions	Absorptions	Net Completions	"Unabsorbed" Percentage
2012	9,961	9,831	130	1.3
2013	11,126	10,950	176	1.6
2014	7,777	7,900	-123	-1.6
2015	28,013	27,082	931	3.4
2016	13,426	14,137	-711	-5.0
Total	**70,303**	**69,900**	**403**	**0.6**

Rental

	Completions	Absorptions	Net Completions	"Unabsorbed" Percentage
2012	2,011	649	1,362	209.9
2013	1,681	1,269	412	32.5
2014	191	195	-4	-2.1
2015	1,362	1,027	335	32.6
2016	1,088	1,028	60	5.8
Total	**6,333**	**4,168**	**2,165**	**51.9**

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 2017 year-to-date data has been excluded.
Note 2. "Unabsorbed Percentage" is the ratio of Completions minus Absorptions to Absorptions.

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