

TORONTO LEADS AGAIN

Housing & City-Building

From approvals to completed homes: affordability, rental and ownership, infrastructure readiness, public land, construction capacity and neighbourhood quality.

Campaign Policy Proposal - Not a City of Toronto Publication



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People first. Families first. Machines serve. Democracy decides. Nature sets the constraint. Art gives the future meaning.

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Why this matters

Housing is a production system

Approvals matter, but homes are not real until they are financed, serviced, started, completed and occupied. Toronto should track the whole path and act on the bottleneck that actually controls delivery.



Construction robotics is a capacity tool - the objective is more homes, safer work, higher productivity and reliable quality.

Robotics serves housing

Construction robotics, prefabrication and automation are tools for productivity, safety and quality. They scale only after measured evidence and worker-centred implementation.

Executive Summary

Toronto has a large development pipeline, but proposed units are not the same as completed homes. Housing & City-Building therefore treats delivery as a production system: approvals, serviced land, water, electricity, financing, labour, construction methods and neighbourhood quality have to move together.

The strategy builds forward from existing City housing programs while adding a Mayor-level delivery function, infrastructure-ready housing maps, clearer public-land economics, high-rise renewal and bounded industrialized-construction pilots. Construction robotics is a capacity tool, not the housing policy; success is measured in completed homes, cost, quality, safety and worker outcomes.

The first term focuses on converting more viable proposals into starts and occupancies while protecting renters, family-sized housing, accessibility and the quality of neighbourhood life.

Major commitments

- Create infrastructure-ready housing maps for major growth districts.
- Establish Mayor-level cross-division housing delivery ownership.
- Use public land for durable affordability and public value with transparent lifecycle economics.
- Accelerate standardized/pre-approved components where code and design quality permit.
- Launch bounded industrialized-construction and robotics proving sites tied to real housing outcomes.
- Strengthen tower renewal, renter stability, family-sized and accessible housing measures.

How this fits the governing program

Financial treatment: first-term actions in this report must reconcile to Report 03. Unsigned partner funding and unverified technology savings are not booked in the municipal base case.

How to read commitments and numbers

Status	Meaning
OFFICIAL BASELINE	Current public evidence or an inherited program.
ADOPTED CITY TARGET	A target already approved by the City; not a new campaign promise.
CAMPAIGN COMMITMENT	A first-term action proposed by the campaign, subject to lawful Council/budget authority.
CAMPAIGN TARGET	A measurable result the campaign proposes to pursue.
PLANNING ASSUMPTION / SCENARIO	A decision-support input, not a guarantee.
PARTNER-DEPENDENT OBJECTIVE	Requires another government, agency, utility, institution or private partner.
LONG-RANGE ASPIRATION	Part of the 25-year direction; future Councils retain democratic authority.

Key public baselines and planning anchors

Indicator	Value	Date / status	Use in this report
Toronto population forecast	3.65M	2051 Official forecast	Long-range planning denominator; refresh when official forecast changes.

Indicator	Value	Date / status	Use in this report
Toronto jobs forecast	1.98M	2051 Official forecast	Planning horizon; not guaranteed jobs.
Housing facilitation target	285,000 homes	By Mar. 2031 Government target	Target, not forecast of starts or completions.
Proposed units in development pipeline	791,045	2025 pipeline Official pipeline	Planning capacity, not construction/occupancy.
Purpose-built rental units in pipeline	151,122	2025 pipeline Official pipeline	About 19.1% of pipeline.
Pipeline units with 2+ bedrooms	38%	2025 pipeline Official pipeline	Family-sized share.
Potential residents if full pipeline built/occupied	1.36M	2025 estimate Official City estimate	Illustrative capacity, not population forecast.
Infrastructure burden per additional unit	~\$104k midpoint	\$2024 reference External reference / planning reference	Reference range approximately \$78,000-\$130,000; use only as a system-level planning reference.
Toronto peak electricity demand	~5,000 MW	Current planning context Official/utility context	Scale denominator, not site capacity.
Toronto Third Line capability	900 MW	Planned/approved System capacity project	Not equal to spare capacity at every parcel.
Summer eDSM by 2045	1,167 MW	2045 Planning forecast/target	847 MW planned plus 320 MW incremental in the campaign planning scenario.
Ontario data-centre connection proposals	>10,000 MW	2026 context Connection queue / proposal set	Queue is not a demand forecast.
Toronto electricity demand growth	~70-100%	To 2044 Scenario range	Broad regional scenarios, not single forecast.
Basement Flooding Protection Program estimate	~\$22B	2026 program estimate Official program estimate	Rate-supported, multi-decade program.
Don River/Central Waterfront stormwater program	>\$3B	Current program Official program scale	Major enabling resilience infrastructure.
Port Lands Flood Protection	~\$1.35B	Project scale Official project cost	Future dredging and operating/maintenance costs remain relevant lifecycle considerations.

Toronto Today and Inherited Work

Current Conditions

This strategy begins from the programs, infrastructure and conditions Toronto already has. Existing work is identified as the inherited baseline; new campaign commitments are stated separately. Baseline facts that control the plan Baseline What the evidence says Target 285,000 new homes by 2031 are tracked from starts and residential conversions beginning Jan. 1, 2022. [HOU1] Pipeline 791,045 proposed units in the 2021-2025 development pipeline; 151,122 purpose-built rental; 38% 2+ bedroom; 84% in Growth Areas. [HOU2] Population capacity If every pipeline unit were completed/occupied, City Planning estimates capacity for about 1.36 million additional residents. [HOU2] Grid planning Toronto Hydro typical peak: single-family average 11.0 kW; multi-unit buildings average 166 kVA (<200 units), 410 kVA (200-500), 903 kVA (>500). These are planning snapshots, not connection guarantees. [HOU4] Labour Ontario construction could face a 27,300-worker shortfall by 2035 after retirements and expected new entrants, making productivity, training and retention material constraints. [JOB2] Throughout this report, official baselines, campaign calculations, campaign proposals and partner-dependent decisions are identified separately.

Vision and Outcomes

The strategy is organized around a small set of outcomes that residents and delivery partners can understand and measure.

- More completed homes, not only more approvals.
- Infrastructure capacity visible before projects stall.
- A healthier mix of rental, family-sized, accessible and affordable homes.
- Construction productivity that improves safety and quality while expanding skilled work.
- Neighbourhood growth accompanied by trees, public realm, services and mobility.

Visualizing the Strategy

Selected campaign visuals from the earlier reference reports are retained here because they explain relationships that are harder to understand in prose alone. They are explanatory illustrations; the surrounding text and tables define commitments, costs, authority and status.



Industrialized construction can move more work into controlled environments while skilled workers remain central to quality and installation.



Housing delivery is also neighbourhood-making: trees, shade, safe walking and attractive public space matter alongside unit counts.

Strategic Priorities

Housing delivery requires connected systems that move projects from land and approvals to construction, occupancy and neighbourhood quality.

1. Integrated Housing Delivery and Infrastructure Readiness

Housing delivery fails when approvals, utilities, transportation, public land and construction sequencing are treated as separate files. An Atkinson administration would establish a single Mayor-level housing delivery function that follows major housing programs from application to occupancy, identifies the actual constraint at each stage and assigns a named owner to resolve it.

The function would connect City Planning, Toronto Building, the Housing Secretariat, CreateTO, TCHC, Toronto Water, transportation agencies and utility partners. Public reporting would distinguish approvals, permits, starts, completions and occupancy so residents can see whether policy is producing homes rather than only paperwork.

2. Public Land for Durable Affordability

City land should produce durable public value over the full life of an asset. Site decisions would weigh the number and type of homes delivered, depth and duration of affordability, infrastructure requirements, delivery time, operating obligations and the value of retaining public ownership or long-term control.

CreateTO, TCHC and relevant City divisions would use transparent lifecycle comparisons before disposal or partnership decisions. The objective is not simply to announce units on public sites; it is to deliver financially sustainable homes that remain useful and affordable to Toronto residents over time.

3. Standardized and Industrialized Construction

Toronto can shorten delivery time without lowering design quality by standardizing the parts of housing that do not need to be reinvented for every project. Repeatable structural, servicing and interior components, pre-reviewed assemblies and clearer code pathways can reduce rework and make off-site manufacturing more viable.

The City would work with industry, labour, designers and building officials to identify suitable components and building types. Standardization would remain compatible with neighbourhood context, accessibility, fire safety, durability and architectural quality; it is a production tool, not a mandate for identical buildings.

4. Tower and High-Rise Renewal

Much of Toronto's affordable rental supply is already standing. Protecting that housing requires a serious tower-renewal program focused on elevators, cooling, water and flood resilience, fire and fall safety, accessibility, energy performance and the condition of shared spaces.

The City would align existing tower programs, enforcement, incentives and capital planning around measurable building outcomes while protecting tenants from avoidable displacement. Renewal should make high-rise living safer, more comfortable and more dignified, not become a pretext for renoviction.

5. Regional Mobility and Housing Choice

Regional mobility can expand the number of jobs, schools and homes people can reach within a reasonable amount of time. Better GO integration, rapid transit and high-speed intercity connections can widen housing choice and reduce the penalty residents pay for living farther from the core.

That regional opportunity is complementary to - not a substitute for - building substantially more housing inside Toronto. The City's housing strategy therefore pairs regional connectivity with local production targets, infrastructure readiness and neighbourhood investment.

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6. Rental, Family-Sized and Accessible Homes

Housing supply is not interchangeable. Toronto needs more purpose-built rental homes, family-sized units, accessible homes and permanently affordable options so growth serves different household types and life stages.

The City would use zoning, public land, incentives and program design within municipal authority to improve that mix while monitoring rents, occupancy, unit sizes and accessibility outcomes. Affordability requirements must be financially credible and paired with funding or land value where deeper affordability is expected.

Targets, Scenarios and Planning Assumptions

Planning Assumptions and Key Calculations

Show the arithmetic and its limitations so optimistic assumptions cannot quietly become promises. Calculation register Calculation / model Method / interpretation Pipeline multiple 791,045 proposed units / 285,000 target = 2.78x the target. This does not mean 2.78x can be completed: project economics, servicing, approvals and market conditions determine conversion. Grid stress per 100k multi-unit homes Toronto Hydro's 200-500-unit

average building value (410 kVA) implies about 1.17 kVA/unit at the 350-unit midpoint. A conservative campaign screening band of ~1.2-2.0 kVA/unit gives ~120-200 MW residential coincident peak per 100,000 homes before district-level non-residential loads. This is a planning stress test, not a Toronto Hydro forecast. Accelerated delivery At 50,000 homes/year, the same 1.2-2.0 kVA/unit screening band implies ~60-100 MW of residential peak connected per year. The

main risk is timing: faster construction can make station/feeder capacity arrive too late even when the homes were already in the long-range forecast. Planning arithmetic is used as decision support. Where official forecasts or project-specific engineering supersede a campaign screening calculation, the official or engineered value governs.

Implementation and Delivery

First 100 Days

The opening 100 days focus on the housing bottlenecks the City can expose and manage quickly: production data, infrastructure readiness, public land, accountable ownership and bounded productivity pilots.

- Publish a housing production dashboard from approvals through occupancy.
- Create the first infrastructure-ready housing map for priority growth areas.
- Name a Mayor-level housing delivery owner and escalation process.
- Identify public sites where lifecycle affordability and delivery can be accelerated.
- Select bounded construction-productivity pilots with worker, safety and quality measures.

2027-2030 First-Term Action Plan

During 2027-2030, housing policy shifts from approvals alone to production: infrastructure-ready districts, public-land delivery, rental and family housing, tower renewal and measured construction-productivity programs.

Phase	Action	Lead / authority	Resident result
Coordinate	Housing delivery function across Planning, Building, Housing, CreateTO, TCHC, Toronto Water and transportation	City-controlled / shared with utilities	Fewer avoidable handoffs and clearer escalation.
Map	Infrastructure readiness for large growth districts	City / Toronto Hydro / agencies	Servicing constraints are visible earlier.
Build	Public-land housing with transparent affordability and lifecycle economics	City / CreateTO / TCHC / partners	More durable affordable and mixed-income supply.
Modernize	Standard components, DfMA and bounded robotics pilots	City / industry / labour	Higher productivity, quality and safety where proven.
Renew	High-rise and tower resilience program	City / owners / utilities	Better elevators, cooling, flood/fire safety and accessibility.

2031-2051 Long-Term Direction

Through 2051, Toronto should maintain enough serviced land, infrastructure and construction capacity to keep producing diverse housing while renewing existing buildings and preserving neighbourhood quality.

- Protect housing capacity through coordinated water, power, transit and community infrastructure planning.
- Scale industrialized construction only where completed-home economics, safety and quality improve.
- Use regional mobility to widen housing choice without substituting for building more homes in Toronto.

Risks and dependencies

Risk	Specific mitigation
Projects remain unfinanceable despite approvals	Track starts and cancellations, coordinate fees/infrastructure, and use public tools where they change viability.
Utility capacity delays completions	Use housing-to-power and water capacity triggers with named escalation.
Automation displaces workers without productivity benefit	Require worker transition, safety and completed-home performance measures before scale.
Public land loses long-term value	Use transparent lifecycle economics and durable affordability covenants.
Quantity undermines neighbourhood quality	Track family-sized units, accessibility, public realm and service capacity alongside totals.

Review and renewal

Housing measures will be reviewed annually with a first-term reset if approvals are rising but starts, completions or affordability outcomes are not.

Accountability and Public Reporting

Performance framework

Housing reporting will distinguish approvals, permits, starts, completions and occupancy, together with rental/family/accessibility mix, infrastructure readiness, tower renewal and delivery time.

Metric	Baseline	Target / direction	Horizon	Responsible body	Reporting
Net new homes completed	Official City housing data	Increase annual completions	Annual	Housing Secretariat / City Planning	Quarterly
Approval-to-start and start-to-occupancy time	Establish baseline	Reduce avoidable delay	First term	Planning / Building / Housing	Quarterly
Servicing-ready units in priority districts	Establish integrated baseline	Increase	First term	City / utilities	Semi-annual
Family-sized/rental/accessible completions	Official baseline where available	Increase share and absolute delivery	First term	Housing / Planning	Annual
Construction pilot productivity, defects and safety	Pilot baseline	Scale only on verified improvement	Pilot	City / partners	Per pilot

Sources and Notes

Primary public sources are listed by organization and title. Campaign commitments, targets, scenarios and long-range aspirations are distinguished from adopted government policy throughout the report.

- [City of Toronto - HousingTO 2020-2030](#)
- [City of Toronto - Housing Action Plan](#)
- [City of Toronto - Development Pipeline](#)