



REPORT FOR ACTION

Toronto Builds - 1631 and 1641 Queen Street East, and 1080 (Portion) and 1090 Eastern Avenue - Official Plan and Zoning By-law Amendment - Decision Report - Approval

Date: January 6, 2026

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning and Executive Director, Development Review

Ward: 19 - Beaches-East York

Planning Application Number: 21 136860 STE 19 OZ

SUMMARY

The City-owned sites addressed in this report are part of the City Council directed Toronto Builds (formerly Housing Now) initiative to develop housing, including affordable housing, on City owned land. In addition to a range of affordable and market housing, the proposal includes a childcare facility and street-fronting retail.

The site, "1631 Queen Street East", includes four addresses: 1631 and 1641 Queen Street East, 1090 Eastern Avenue, and a portion of land along the eastern edge of 1080 Eastern Avenue (See Attachment 1). The existing Toronto Community Housing Corporation (TCHC) building on 1080 Eastern Avenue will remain.

Staff recommend approval of amendments to the Official Plan and Zoning By-law 569-2013. The proposed amendments would permit the development of a mixed-use mid-rise building on Queen Street East of up to 6 storeys (with a partial 7th storey containing only indoor amenity space), and a residential building along Eastern Avenue of up to 18 storeys. A development concept, as outlined in this report and which guides the amendments, demonstrates the opportunity to accommodate approximately 328 dwelling units, of which 20-30% will be affordable. Investment in this site also provides the opportunity to expand the City-owned Coxwell Early Learning and Child Care Centre, and for Indigenous Placekeeping along the abutting Kishigo Lane.

The site will remain in City ownership and will be leased to a development partner for a term of 40-99 years. At a future date, a development partner will be responsible for detailed design and submission of a Site Plan Control application based on technical work by CreateTO, their consultants, and City divisions.

The recommended amendments are consistent with the Provincial Planning Statement (2024) and conform with the Official Plan.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning and the Executive Director, Development Review recommend that:

1. City Council amend the Official Plan for the lands at 1631 and 1641 Queen Street East and 1090 Eastern Avenue, substantially in accordance with the recommended Official Plan Amendment included as Attachment 5.
2. City Council amend Zoning By-law 569-2013, as amended, for the lands at 1631 and 1641 Queen Street East and at 1080 (portion) and 1090 Eastern Avenue substantially in accordance with the recommended Zoning By-law Amendment included as Attachment 6.
3. City Council authorizes the City Solicitor to make such stylistic and technical changes to the recommended Official Plan Amendment and Zoning By-law Amendments as may be required.
4. City Council direct the Executive Director, Housing Development Office, in consultation with the Chief Planner and Executive Director, City Planning and the Executive Director, Development Review, to engage City partners and any future development partners to advance the detailed design of the development requirements identified in Attachment 11 to this report to the satisfaction of the Chief Planner and Executive Director, City Planning and the Executive Director, Development Review, and to secure the delivery of the development requirements on terms, including details and timing, in a Lease Agreement with the development partner.
5. City Council request the General Manager, Transportation Services, to review and report back on the feasibility of amending Schedule B of the City of Toronto Municipal Code Chapter 925, Permit Parking, to exclude the development located at 1631 and 1641 Queen Street East, and 1080 (portion) and 1090 Eastern Avenue from Permit Parking.

FINANCIAL IMPACT

City Council previously authorized total estimated financial incentives of \$48 million over a 99-year term for up to 620 affordable rental housing units through Item 2020.CC21.3, "Creating New Affordable Housing Opportunities through Phase Two of the Housing Now Initiative", and 1631 Queen Street East was identified as a Housing Now Phase Two site.

On May 21 and 22, 2025, City Council adopted item PH21.4 "Toronto Builds – A Policy Framework to Build More Affordable Rental Homes on Public Land" to include a new

policy framework to harmonize the development of communities on public land. 1631 Queen Street East was identified as a Toronto Builds site. The City's financial incentives include relief from development charges, building permit fees, planning application fees and parkland dedication fees, as well as property taxes for municipal and school purposes for the duration of affordability starting from occupancy. These incentives are not a direct capital payment as they represent the forgiveness of City levies and charges and are thus foregone revenue to the City.

More recent estimates of financial incentives to be provided to 1631 Queen Street East via Toronto Builds and the Rental Housing Supply Program are shown in Table 1.

Table 1: Estimated financial incentives provided to 1631 Queen Street East site

Site Information	Incentives (Foregone Fees and Charges)				Property Tax Exemptions	Total
1631 Queen Street East	Estimated Foregone Development Charges*	Estimated Foregone Permit and Planning Fees **	Estimated Foregone Parkland Dedication Fees and CBCs (All Units)	Estimated Total Value of Incentives ***	Estimated Net Present Value of Property Taxes Exemption^	Estimated Total Incentives and Tax Exemptions
Units: 328 Affordability: 20-30% Affordability Period: 40-99 years	\$2,615,034 - \$3,390,389	\$221,772 - \$282,507	\$6,479,968	\$9,316,774 - \$10,152,864	\$3,391,825 - \$9,156,044	\$12,708,599 - \$19,308,908

*Calculated using 2025 development charge rates for affordable units only

**Includes estimated 2025 building permit fees, planning fees for affordable units only

***Includes estimated 2025 planning fees, building permit fees, parkland dedication fees, community benefits charges, and development charges.

[^]Calculated using 2025 property tax rates.

Funding of \$1 million has been included in City Planning's 2025-2034 Capital Budget and Plan under the Programs and Strategies Civic Improvements to support the construction of Kishigo Lane.

Any additional financial impacts related to implementing this proposal, including additional pre-development and personnel costs, will be identified and included in future budget submissions for consideration as part of a future budget process.

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

DECISION HISTORY

On May 28, 2020, City Council adopted the recommendations in Item CC21.3, "Creating New Affordable Housing Opportunities through Phase Two of the Housing Now Initiative". The report recommended Council's approval of six additional sites to the Housing Now Initiative, including 1631 Queen Street East. The six new sites in Phase Two are estimated to create 1,455 to 1,710 new residential units including an estimated 1,600 purpose-built rentals, of which an estimated 620 will be affordable rental units.

The City Council decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.CC21.3>

On November 9, 2021, City Council adopted the recommendations in Item PH28.2, "Housing Now Initiative – Annual Progress Update and Launch of Phase Three Sites". This update on the Housing Now Initiative included progress to-date on advancing the 17 sites. Item PH28.2 also directed the Board of Directors of Toronto Community Housing Corporation, when requested by the Deputy City Manager, Corporate Services and the Executive Director, Corporate Real Estate Management, to transfer a portion of lands located at 1080 Eastern Avenue, currently owned by Toronto Community Housing Corporation, to the City of Toronto at nominal cost to be included as part of the Housing Now site at 1631 Queen Street East, which it will thereafter form part of. The City Council decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH28.2>

On December 15, 16 and 17, 2021, City Council adopted the "Recommended Parking Requirements for New Development" which included direction for residents of, visitors to or tradespersons at addresses associated with new Zoning By-law Amendment Applications to be excluded from on-street permit parking in the area. The City Council decision can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2021.PH29.3>

On October 9 and 10, 2024, City Council adopted the "Authorization to Allocate Funding to the Strategic Acquisition of 1641 Queen Street East for Affordable Housing". This motion allowed for the purchasing of the property at 1641 Queen Street East to expand the scope of the project and the number of affordable housing units provided on site. The City Council decision can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2024.MM22.19>

On May 21 and 22, 2025, City Council adopted PH21.4 "Toronto Builds - A Policy Framework to Build More Affordable Rental Homes on Public Land". This report established a set of policies to deliver a range of new rental homes on public land including 1631 Queen Street East. The City Council decision can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2025.PH21.4>

On July 23 and 24, 2025, City Council adopted EX25.1 "Building Faster: Streamlining Housing Delivery and Strengthening the City's Development Capacity". This report provides an update on the implementation of the Toronto Builds Policy Framework. The City Council decision can be found here:

[Agenda Item History - 2025.EX25.1](#)

THE SITE AND SURROUNDING LANDS

Description

Located east of Coxwell Avenue/Emdaabiiimok Avenue (formerly Lower Coxwell Avenue), the site is approximately 4,518 square metres in size and 76 metres deep, stretching from Queen Street East to Eastern Avenue. To the east, it fronts on a closed right-of-way that was previously a portion of Eastern Avenue and has been renamed to Kishigo Lane. Being irregular in shape, the site is wider along Queen Street East than Eastern Avenue. The site curves from Eastern Avenue along Kishigo Lane.

Existing Uses

Along the Queen Street East frontage, the site currently has a single-storey restaurant in the east, and a 4-storey building containing the Beaches Employment and Social Service Centre and Coxwell Early Learning and Child Care Centre in the west (both operated by the City). Along the Eastern Avenue frontage, the site is occupied by a parking lot, and a yard which is part of the Toronto Community Housing building at 1080 Eastern Avenue.

See Attachment 2 for the Location Map.

Surrounding Uses

North: On the north side of Queen Street East are low-rise and mid-rise mixed-use buildings.

South: South of Eastern Avenue is Woodbine Park, and a surface parking lot.

East: Adjacent to Kishigo Lane is a 2 storey commercial building containing entertainment uses, beyond which is a portion of Woodbine Park and low- and mid-rise main street buildings.

West: To the immediate west is a 2 storey medical centre and 6 storey residential building. Further west is a new redevelopment of a former TCHC site, containing mixed use buildings fronting Queen Street East and residential buildings along Eastern Avenue of up to 17 storeys.

THE PROPOSAL AND DEVELOPMENT CONCEPT

Description

The proposal is to be delivered as a rental project under the Toronto Builds Policy Framework. It includes one mixed-use building of 6 storeys facing Queen Street East with a partial 7th storey for indoor amenity space use, totalling 8,226 square metres of gross floor area (GFA) and one residential building of 18 storeys facing Eastern Avenue totalling 17,162 square metres of GFA.

Dwelling Units and Affordable Units

The proposal includes 328 rental dwelling units including: 31 studio (9.5%), 142 one-bedroom (43.3%), 118 two-bedroom (36%), and 37 three-bedroom units (11.3%). Approximately 20-30% of the units are proposed to be affordable units (i.e. 60-98 of the proposed 328 units in the development concept).

Non-Residential Component

A childcare centre of 958 square metres is proposed on the ground floor, along with 154 square meters for commercial uses, for a total of 1,112 square metres of non-residential gross floor area.

Access, Parking and Loading

Pedestrian access to the proposed childcare facility and retail or service uses are proposed to be directly from a sidewalk along Queen Street East. A secondary access for the childcare facility is proposed along a driveway with pick-up-and-drop-off vehicular lay-bys. Pedestrian access for residential uses is proposed to be directly from a sidewalk along Queen Street East and along Eastern Avenue. There are a total of 89 vehicular parking spaces proposed of which 20 spaces are provided as visitor parking and 69 spaces are provided as residential parking. A total of 9 accessible parking spaces are proposed. Parking is located below ground and access to parking is proposed via a north-south driveway on the western edge of the site with entrance via a laneway off of Emdaabiimok Avenue or from Eastern Avenue.

An existing laneway from Emdaabiimok Avenue is proposed to connect to a future driveway, creating an L-shaped vehicular circulation route connecting to Eastern Avenue. One Type G and one Type C loading space will be accessible via this route. Vehicular access will also be via this route.

A total of 331 bike parking spaces are proposed, with 297 long-term spaces provided both at and below ground and 34 short-term spaces provided on the ground floor.

Additional Information

See the attachments of this report for the Development Concept Data Sheet, Location Map, Site Plan, Elevations, and 3D Massing Model of the proposal. Detailed project information including all plans and reports submitted as part of the application can be found on the City's Application Information Centre at www.toronto.ca/1631QueenStE

Reasons for Amendments

The City-initiated Official Plan Amendment is required to revise Site and Area Specific Policy (SASP) 466 to allow for a greater front wall height than permitted on Queen Street East, to permit indoor amenity space on the 7th (partial) storey, and to permit an 18-storey building facing Eastern Avenue.

The City-initiated Zoning By-law Amendment is required to bring the site into the City of Toronto Zoning By-law 569-2013 and establish new performance standards for the site

including amendments to building height, setbacks and stepbacks; minimum gross floor area; a requirement for a day nursery; maximum gross floor area permissions for residential uses; and loading space and access requirements.

Submitted Studies in Support of the Amendments

The following reports/studies were submitted in support of the application:

- Archaeological Assessment
- Architectural Plans
- Design Brief
- Functional Servicing and Stormwater Management Report
- Geotechnical Study
- Green Standard Statistics and Toronto Green Standards Checklist
- Hydrogeological Report and Review Summary
- Landscape and Planting Plans
- Methane Gas Study
- Pedestrian Level Wind Study
- Public Utilities Plan
- Servicing Report Groundwater Summary
- Soil Volume Plan
- Sun/Shadow Study
- Survey Plans
- Transportation Impact Study

Agency Circulation Outcomes

The proposal, together with the applicable reports noted above, have been circulated to all appropriate City Divisions, agencies and school boards. Responses received have been used to assist in evaluating the proposal and to formulate appropriate Zoning By-law standards and Official Plan amendments.

POLICY AND REGULATION CONSIDERATIONS

Provincial Land-Use Policies

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Planning Statement (2024).

Official Plan

The Official Plan Urban Structure Map 2 identifies the site as flanked by two Avenues on Queen Street East and Eastern Avenue, and Land Use Plan Map 21 designates the site as *Mixed Use Areas*. See Attachment 3 of this report for the Land Use Map. The Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making.

The Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>.

Site and Area Specific Policy (SASP) 466

SASP 466 applies to the site and provides a framework to support opportunities for contextually appropriate and compatible growth and change while respecting and reinforcing the local character of Queen Street East. Among the ways it applies to the site, the SASP permits up to a 6-storey building and maximum streetwall up to 12.5 metres.

The SASP directs limitations on height to achieve an appropriate building scale in relation to Queen Street East, and appropriate transition between new development and adjacent neighbourhoods.

Zoning

The site is zoned MCR T2.0 C1.0 R2.0 under former Toronto Zoning By-law 438-86. The Mixed-use Commercial Residential (MCR) zoning category permits a variety of residential and commercial uses. See Attachment 4 of this report for the existing Zoning By-law Map.

Design Guidelines

The following design guidelines have been used in the evaluation of this application:

- Tall Building Design Guidelines;
- Mid-Rise Building Design Guidelines;
- Queen Street East: Coxwell Avenue to Nursewood Road Guidelines;
- Growing Up: Planning for Children in New Vertical Communities Guidelines (“the Growing Up Guidelines”);
- Affordable Rental Housing Design Guidelines;
- Design Guidelines for Privately Owned Publicly-Accessible Spaces (POPS);
- Pet Friendly Design Guidelines for High Density Communities;
- Retail Design Manual; and
- Toronto Accessibility Design Guidelines.

Toronto Green Standard

The Toronto Green Standard (TGS) is a set of performance measures for green development. Proposals for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the TGS. City Council direction requires that this project, as part of the former Housing Now Initiative sites (now Toronto Builds) to achieve Toronto Green Standard Version 4 Tier 2 energy performance level with the aim of achieving net zero.

Site Plan Control

The development is subject to Site Plan Control. A Site Plan Control application will be submitted once a development partner has been selected.

PUBLIC ENGAGEMENT

Community Engagement Events

Beginning in the fall of 2020, City staff and CreateTO initiated the engagement program for the development of 1631 Queen Street East with the support of an independent facilitation team. The program included:

- three community engagement meetings focused on sharing and receiving feedback on the preliminary and subsequently updated development concepts (the most recent held in October 2025);
- three Indigenous specific community sharing meetings supported by an Indigenous engagement firm and an architectural practice to discuss place-keeping opportunities for the site including Kishigo Lane;
- one meeting with residents of the neighbouring TCHC building to share and receive feedback on the proposed development concept and impacts on 1080 Eastern Avenue; and
- two feedback forms available online and provided through mail to the surrounding area.

Input from members of the public through the engagement process has shaped the development concept and recommendations in this report.

A key update made to the design during the process was the acquisition and inclusion of 1641 Queen Street East to the development proposal. The inclusion of 1641 Queen Street East allows for a larger development block, consistent streetwall along Queen Street, and better interface with Kishigo Lane. Other changes made in response to community input were to maintain a 6-storey building expression along Queen Street East, with greater heights positioned to front Eastern Avenue as well as providing small scale retail, and additional space for a childcare centre.

For more information about the engagement process, see Attachment 7.

Design Review Panel

City staff presented the initial draft development concept for the 1631 Queen Street East to the City's Design Review Panel on December 10, 2020. The purpose was to receive feedback and comments to refine the preliminary concept, establish development criteria for City Divisions and the future development partner(s) through the procurement process. The panel recommended relocating building mass to reduce the appearance of building bulk, focusing on connectivity throughout the site and prioritizing building frontages, edges and a deep ground floor setback. A deep setback and focus on public realm would support pedestrian activity and retail uses. The panel

recommended a revision to the design to achieve two distinct buildings on the site, and further advised that height and density should shift towards Eastern Avenue.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members have an opportunity to hear the oral submissions made at the statutory public meeting held by the Planning and Housing Committee for this application, as these submissions are broadcast live over the internet and recorded for review.

COMMENTS

The City's Housing Now initiative was launched in December 2018, with an initial 11 sites in Phase One. In May 2020, City Council directed six additional sites to be added to the program, including 1631 Queen Street East. Development concepts for the 1631 Queen Street site were evaluated and discussed, including through public and Indigenous engagement events. Since then, the site has enlarged to include the property at 1641 Queen Street East, and a portion of 1080 Eastern Avenue (the existing TCHC building will remain). This larger site provides the opportunity for a development with more housing, retail and childcare spaces, and abuts the entirety of the west side of Kishigo Lane.

Provincial Planning Statement (PPS) 2024 and Provincial Plans

Staff's review of this proposal has had regard for the relevant matters of provincial interest set out in the Planning Act. Staff has reviewed the current proposal for consistency with the PPS (2024). Staff find the proposal consistent with the PPS (2024).

Official Plan Policies and Design Guidelines

This proposal has been reviewed against the Official Plan policies, SASPs, Secondary Plan policies, planning studies, and design guidelines described in the Policy and Regulation Considerations Section of this Report. Details are below.

Land Use

The land uses proposed on the site include purpose built rental housing (including affordable housing), commercial space, and a childcare facility. The uses proposed along Queen Street East promote vibrancy and activity by placing non-residential uses including commercial space along Queen Street East, with main doors and windows fronting the street. Residential uses are located above non-residential uses and along Eastern Avenue, providing opportunities for housing near transit and the use of community amenities including Woodbine Park.

The proposed land uses are consistent with the land use permissions and intent of the Official Plan's *Mixed Use Areas* and support the efficient use of City-owned lands to provide more housing, expand community services and invest in Indigenous place-keeping.

Housing

The Official Plan directs that a full range of housing in terms of form, tenure and affordability be provided to meet the current and future needs of residents. The proposal provides approximately 20-30% affordable housing units, along with market housing units.

This proposal would result in a mixed-use purpose-built rental development, with a unit mix that meets the intent of the Growing Up Guidelines, providing 36 percent 2-bedroom units and 11.3 percent 3-bedroom units. The average unit sizes proposed in the development concept meets the average sizes outlined under the Affordable Rental Housing Design Guidelines. Some 1-bedroom units fall below the minimum size as per the guidelines.

The recommended zoning by-law amendment requires a minimum proportion of two and three bedroom units, to help ensure there are larger units for families in the building. While this secures a minimum proportion of units, it does not preclude the development of a different unit mix, layout, and/or size than included in the development concept. Unit mix, layout and size may be reevaluated during the Site Plan Control application.

Density, Height, Massing

The development concept has been reviewed against the applicable policies of the Official Plan and staff are satisfied that the proposal conforms to the Official Plan and respects the intent of urban design guidelines.

Mid-rise Building

A mid-rise building is proposed along the Queen Street East frontage, with ground floor non-residential space, 5 full floors of residential space, and a partial 7th floor of indoor amenity space. Its massing has been designed and located to support the vision for Queen Street East as a pedestrian-oriented retail main street in a mid-rise form.

A front wall height of up to 15 meters is proposed and deemed appropriate on this site as the proposed building is set back from the front lot line (accommodated due to the deep lot), and the massing respects the intent of SASP 466. A 1.5 metre stepback is proposed to be incorporated above the fourth storey (15 metres) to limit streetwall height. The partial 7th floor is set back more than 5 metres from the floor below and has a mass and form in line with the adjacent mechanical penthouse. The limited size of the 7th floor, combined with the 5-metre setback, maintain a 6-storey building expression from ground level on Queen Street East. The proposal has consideration for the Queen Street East: Coxwell Avenue to Nursewood Road Urban Design Guidelines and respects the direction of the new Mid-Rise Building Design Guidelines, with a streetwall height not exceeding 80% of the height of the right-of-way.

The building has a front setback of 4 metres at grade, and 3 metres up to a height of 15 metres. The building is designed to fit with adjacent building facades. The setback creates a wider public realm that can support more generous landscaping elements,

street furniture and spill out for retail uses contributing to a pleasant street environment and reinforcing a main street character.

Tall Building

A tall building of 18 storeys (59 metres in height excluding the mechanical penthouse) is proposed along Eastern Avenue. The tall building has a proposed base building height of 22 metres, with the tower portion beginning after a stepback of 6 metres on the north wall. The stepback increases the tower's distance from Queen Street East, reducing visibility of the tower from the street and preserving sky view. The tower design also minimizes negative shadow impacts. The site is sufficiently large to accommodate a tall building along Eastern Avenue, while preserving a mid-rise form along Queen Street East. The height is also similar to the recently completed development just west of Emdaabiimok Avenue/Coxwell Avenue. The proposed building height and density are considered acceptable within the emerging context and is consistent with other approvals in the area that share a similar site condition.

The site has an atypical condition in the area as a through lot with frontage on Eastern Avenue and no adjacency to a low-rise neighbourhood. This condition can support additional height beyond what is permitted under the SASP 466. Heights contemplated under SASP 466 are intended to apply to developments facing Queen Street East. A revised SASP boundary that removes the southern portion of the site and reflects a typical lot depth on Queen Street East, allowing for an appropriate height to be achieved on Eastern Avenue while respecting the vision for a mid-rise form facing Queen Street East as contemplated in the SASP.

Attachments 9 and 10 illustrate the heights and massing of the proposed development concept.

Public Realm, Streetscape, and Publicly Accessible Space

The Queen Street East frontage will generally consist of a public realm width of 6 metres including a minimum 2.1-metre pedestrian clearway. It will feature a row of trees, additional bicycle parking spaces, and street furniture, which will contribute to a safe and attractive pedestrian environment, increasing pedestrian activity and supporting retail uses. Loading and vehicular access will be located in the middle of the site and accessed through the laneway off Emdaabiimok Avenue and Eastern Avenue to limit disruption to the pedestrian experience on Queen Street East.

Eastern Avenue will be designed to support a pedestrian friendly environment. Planting and seating will be located within the 3-metre setback to provide a comfortable pedestrian environment and relate to the parkland across the street.

The proposed publicly accessible space between the mid-rise building fronting Queen Street East and the tall building fronting Eastern Avenue will create a 6-metre wide east-west mid-block connection with direct access through the site to Kishigo Lane. The connection will be designed as a pedestrian focused area with seating and planting that supports access for the properties to the west and to Kishigo Lane, and secondary access to the childcare facility.

To the east of the site, Kishigo Lane is contemplated as a pedestrian walkway and publicly accessible space that will celebrate Indigenous culture and history in the area. Kishigo Lane was named in 2018 to honor an Anishinaabe family that lived in the area in the late 18th century. City supported public realm improvements are proposed for the Lane that would follow design principles informed by Indigenous specific engagement that occurred during the engagement process (see Attachment 7). The laneway should be designed as a space that supports gathering and incorporates Indigenous culture in the materiality, planting and programming. Indoor amenity space has been located next to Kishigo Lane in the proposal to support opportunities for Indigenous gathering and ceremony. Design and construction of the laneway will be secured through development requirements included in Attachment 11.

Kishigo Lane will remain under City ownership. Additional work is required to realize the vision for the lane and may include adjustments to jurisdiction, dedication, and authorization to enter into agreements with a future proponent for design and construction. Utilities exist beneath Kishigo Lane. Work will ensure access to below grade infrastructure can be achieved within the accepted design. Detailed design will include additional Indigenous engagement and will be considered with the Site Plan Control application. A reimagined Kishigo Lane is an opportunity to support the City's commitment towards reconciliation and advancing the City's Reconciliation Action Plan through a space that supports ceremony, teaching and community.

Microclimate Conditions

The proposed height of the tower along Eastern Avenue maintains sunlight access and limits new shadow on surrounding streets, parks and open space. Sunlight access on the north side of Queen Street East is maintained after 12 pm during the spring and fall equinoxes. Sunlight access is maintained on Woodbine Park until 6 pm where a minor shadow is cast on the northernmost end. The height, mass, and position of the building creates only minor shadow impacts.

As identified in pedestrian wind assessment dated October 16, 2025, wind impacts are acceptable. Comfortable conditions are expected for the intended uses on the site including for sidewalks, walkways and primary entrances. As a part of the proposal, wind mitigation features are proposed along the mid-block connection to ensure comfortable conditions for the mid-block connection and outdoor childcare area and along outdoor amenity space to support passive uses. Proposed wind impacts beyond the subject site are noted, including impacts to a portion of Woodbine Park. Through the development requirements included as Attachment 11 to this report, a wind tunnel test at the Site Plan Control stage is required and further analysis should consider opportunities to increase comfort where passive activities are located and confirm the required wind mitigation measures on the site to ensure comfortable condition for the outdoor childcare space, mid-block connection and Woodbine Park. Adequate space for projections and encroachments such as canopies, screens and other wind mitigation measures have been accounted for under the zoning by-law amendment.

Amenity Space

Among the regulations of Zoning by-law 569-2013, amenity space is required to be provided at 4.0 square meters per dwelling unit, with indoor amenity space accounting for a minimum of 2.0 square metres per dwelling unit. The proposal exceeds this requirement. Some indoor amenity space is contemplated next to Kishigo Lane, which provides an opportunity to support extended programming to the Lane. Secured through the development requirements included in Attachment 11, efforts will be made to provide the opportunity for the at-grade amenity space to be available to Indigenous communities to support their needs during community gatherings.

Servicing

Development Engineering staff have reviewed the submitted materials and generally accept the analysis supporting the Zoning By-law Amendment. The report concludes that improvements to, and realignment of, existing infrastructure are required to enable the proposed development. To secure improvements to existing infrastructure, provisions have been included in the site-specific Zoning By-law Amendment to require development to have adequate servicing capacity.

Further, realignment of existing infrastructure under Kishigo Lane is required to enable an expanded development parcel. In this project, an alternative approach to securing the required work is proposed. Requirements to realign below ground infrastructure and ensure adequate capacity are included as a development requirement in Attachment 11, and will be secured through a project and lease agreement between the City (as land owner) and a future development partner.

Staff are of the opinion that the approach to servicing capacity and servicing alignment are appropriate based on the circumstances of the proposal. This includes the City's continued ownership of the lands and (as land owner) the ability to secure affordable housing on-site and to secure servicing upgrades and realignment via a contract.

Mobility, Access, Loading and Parking

The site is located in a walkable and transit supportive community. The streets are designed to support walkability, and public transit is accessible via the TTC 501 route streetcar, with higher order transit accessible via the TTC 55 bus route north to Coxwell Subway Station on Line 2. The site is well suited to encourage a range of non-automobile mobility options such as cycling, walking and transit with a number of amenities within a short distance.

The Urban Transportation Considerations reports dated May 2021, November 22 and revision dated October 2, 2025, indicates that the projected increase in vehicular trips generated by the proposed development can be accommodated by the existing road network and that the proposed vehicular parking and loading spaces proposed are acceptable.

Opportunities to reduce vehicle trips and parking demand have been considered as a part of the concept development process. A Travel Demand Management program and active transportation strategy will be secured through the Lease Agreement and Site

Plan Control and could include the availability of car share spaces, a bikeshare station on site, bike repair station and short-term financial support for low impact travel.

Vehicular access to the proposed development will be provided via the public laneway accessible from Emdaabiimok Avenue or through a private-north south driveway on to Eastern Avenue. The north-south driveway leads to a one-level underground garage that will contain 89 parking spaces of which 9 are proposed to be accessible parking spaces. Pick up and drop off spaces are proposed through lay-bys adjacent to the north-south driveway in proximity to the childcare facility.

1631 Queen Street East falls within Permit Parking Area 9C. At City Council's direction, staff recommend the subject development be reviewed for exclusion from on-street permit parking. A separate report will be submitted, and a Public Notice will be placed on the City's website to allow deputations at a future Toronto and East York Community Council meeting.

Loading spaces will be shared by both residential and non-residential uses on site. One Type C loading space is proposed to the rear of the building facing Queen Street East and one Type G loading space is proposed on the west side of building facing Eastern Avenue. Loading space will be accessed from the existing public laneway from Emdaabiimok Avenue and via the driveway to Eastern Avenue.

A total of 297 long-term bicycle parking spaces is proposed, of which 90 are located on the first level below grade. The remaining long-term bicycle parking spaces and all short-term bicycle parking spaces are proposed at ground level with short-term bicycle parking spaces located near entrances. Access to the bicycle parking will be via entrance off the midblock connection.

Parkland

This proposal is a Toronto Builds Project. Per [City Council Decision 2025.PH21.4](#), Toronto Builds development are exempt from the parkland dedication requirement found in Chapter 415, Article III of the Toronto Municipal Code.

Archaeological Assessment

The site was reviewed for archaeological potential. The Stage 1 Archaeological Resource Assessment of 1631 Queen Street East and part of 1080 Eastern Avenue dated January 26, 2021 has been reviewed and accepted by staff with the assessment concluding that previous activity on the site has removed any archaeological potential and no further archeological assessment is required.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law).

The proposal includes the removal of 25 trees and the preservation of 4 trees through tree protection measures. The extent of removals will be confirmed at the detailed

design stage. An Application to Injure or Destroy Trees and the applicable fees to Urban Forestry will be required for permission to remove any trees and any replacement will be secured through a tree planting deposit.

Methane Gas

A Methane Investigation Report dated December 17, 2021, and revised August 25, 2025 were submitted, and were reviewed by Solid Waste Management Services Staff. Elevated subsurface concentrations of methane were noted in the immediate vicinity of the site, which will require mitigation/action. As a condition of approval and included as a development requirement in Attachment 11, the Site Plan Control application must include a methane mitigation plan, with acceptable mitigation measures to the satisfaction of the City.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. City Council direction requires the City's Agencies, Corporations and Divisions to apply the Toronto Green Standard Tier 2 Core performance measures to all new buildings. The development at 1631 Queen Street East will be designed to meet Tier 2 Version 4 of the Toronto Green Standard.

The materials prepared in support of the proposed development concept included a summary of TGS performance measures to be incorporated at the preliminary design stage and are secured through the development requirements included in Attachment 11.

Community Services and Facilities

The Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, livable, and accessible communities. Community services and facilities are the building blocks of our neighbourhoods, foundational to creating complete communities and include matters such as recreation, libraries, childcare, schools, public health, and human and cultural services. Providing for a full range of community services and facilities in areas that are inadequately serviced or experiencing growth is a shared responsibility.

As a part of the non-residential uses on site, a childcare facility is proposed. The childcare facility represents an expansion of the Coxwell Early Learning and Child Care Centre that exists on the site, adding new spaces for an estimated total of 62 spaces (approximately 28 more spaces than exist today). The proposal contemplates the facility on the ground floor with the main entrance off of Queen Street East and a secondary entrance along the east-west mid-block connection. Outdoor childcare space is proposed along the rear of the Queen Street East building.

The Beaches Employment and Social Services Centre will be relocated to the East York Civic Centre.

Next Steps

The recommended Official Plan and Zoning By-law Amendments are consistent with the Provincial Planning Statement, 2024 and conform to the Official Plan. The proposal represents a suitable level of intensification for the site and planning context. The proposed development would provide a range and mix of new housing units including affordable units, expand the existing childcare space, provide retail space on site and include opportunities for Indigenous Placekeeping.

Following the Zoning By-law Amendment process, the Housing Development Office will consult with CreateTO, the Chief Planner and Executive Director, City Planning, the Executive Director, Development Review, and a future development partner in detailed design of a proposed building at this site. The detailed design will be to the satisfaction of the Chief Planner and Executive Director, City Planning and the Executive Director, Development Review, and will include the development requirements in Attachment 11. Delivery of affordable housing and other development requirements will be secured, including details and timing, in a future Lease Agreement with a development partner.

CONTACT

Dahab Ibrahim, Planner, SIPA, City Planning, 416-397-4137,
Dahab.Ibrahim@toronto.ca

Sean Guenther, Planner, Community Planning, Development Review, 416 392-7371,
Sean.Guenther@toronto.ca

Matt Armstrong, Project Manager, SIPA, City Planning, 416 392-3521,
Matt.Armstrong@toronto.ca

SIGNATURE

Jason Thorne
Chief Planner and Executive Director,
City Planning

Valesa Faria
Executive Director,
Development Review

ATTACHMENTS

Attachment 1: Development Concept Data Sheet
Attachment 2: Location Map

Attachment 3: Official Plan Land Use Map
Attachment 4: Existing Zoning By-law Map
Attachment 5: Draft Official Plan Amendment (provided separately)
Attachment 6: Draft Zoning By-law Amendment (provided separately)
Attachment 7: Summary of Public Engagement
Attachment 8: Site Plan
Attachment 9: Elevations
Attachment 10a: 3D Massing Model Looking Southeast
Attachment 10b: 3D Massing Model Looking Northwest
Attachment 11: Development Requirements
Attachment 12: Design Brief (provided separately)

Attachment 1: Development Concept Data Sheet

Municipal Address: 1631 and 1641 Queen Street East, 1090 Eastern Avenue and portion of 1080 Eastern Avenue

Date Received: June 4, 2021

Application Number: 21 1136860 STE 19 OZ

Application Type: Official Plan and Zoning By-Law Amendment

Project Description: City Initiated Official Plan and Zoning By-law Amendment seeking to permit two buildings on site. The proposal is for a building fronting Queen Street West with 6 residential storeys and a partial 7th storey for enclosed mechanical penthouse and amenity space, and an 18-storey residential building (plus enclosed mechanical penthouse) fronting Eastern Avenue.

Taken together both buildings have a total residential gross floor area of 24,275 square metres, and a non-residential gross floor area of 1,112 square metres. A total of 328 residential rental dwelling units are proposed. The proposal includes a childcare space on the ground floor and one level of underground parking that includes 89 vehicular parking spaces and 331 bicycle parking spaces.

Applicant	Agent	Architect	Owner
Create TO (City of Toronto)		SVN Architects & Planners	City of Toronto

EXISTING PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	SASP 466
Zoning:	Mixed Commercial Residential (MCR T2.0, C1.0, R2.0 - Former By-law 438-86)	Heritage Designation:	N
Height Limit (m):	12	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m): 4,518 Frontage (m): 75 Depth (m): 76.2

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			1824	1824
Residential GFA (sq m):			24,275	24,275
Non-Residential GFA (sq m):			1,112	1,112
Total GFA (sq m):			25,387	25,387
Height - Storeys:	5		18	18
Height - Metres:	13		58.2	58.2
Lot Coverage Ratio (%):	63		Floor Space Index: 5.6	

Floor Area Breakdown	Above-Grade (sq m)	Below-Grade (sq m)
Residential GFA:	7,899	
Retail GFA:	291	
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:	-	-	-	-
Freehold:	-	-	-	-
Condominium:	-	-	-	-
Other:	-	-	328	328
Total Units:	-	-	328	328

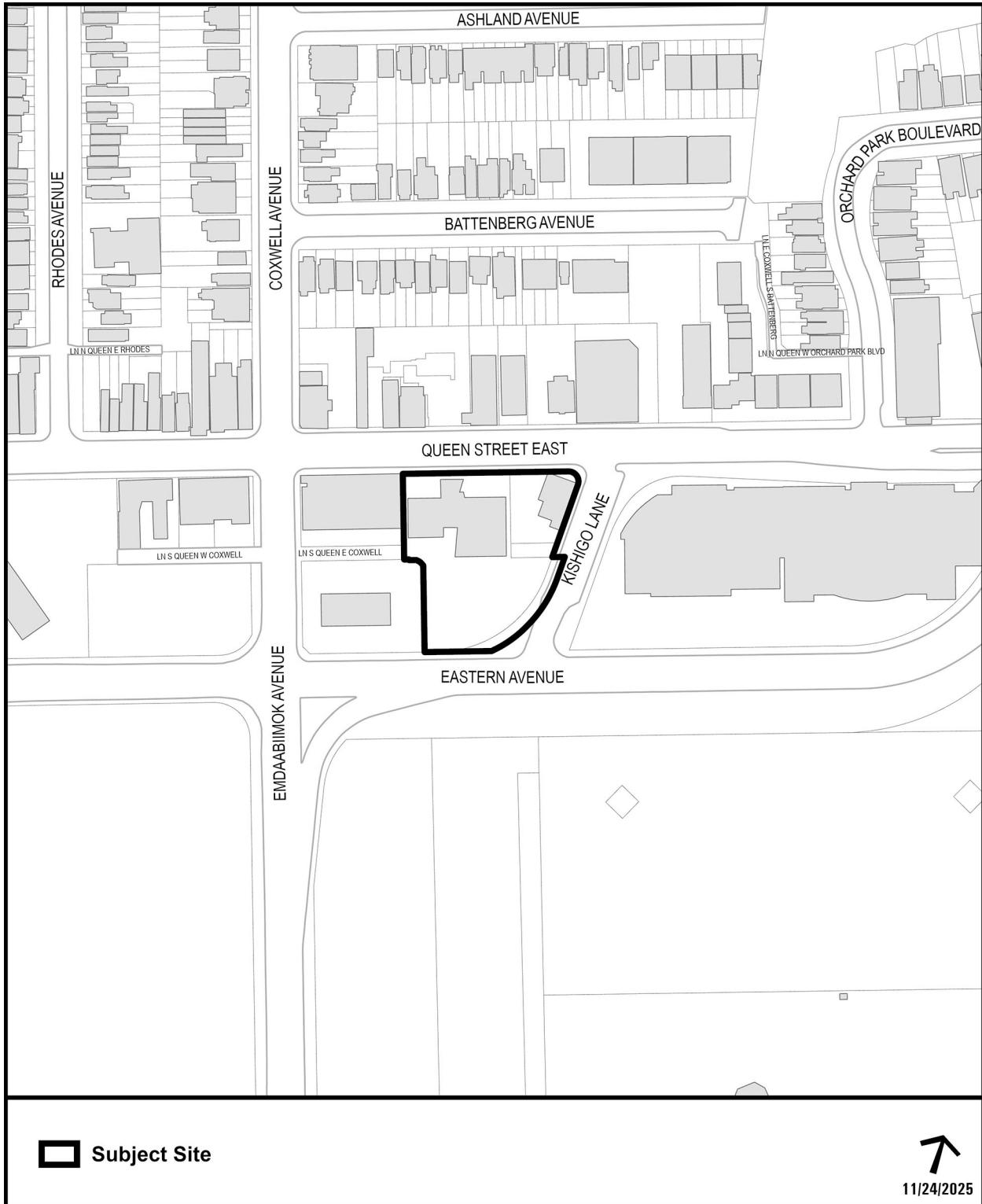
Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:	-	-	-	-	-
Proposed:	-	31	142	118	37
Total Units:	-	31	142	118	37

Parking and Loading

Parking Spaces:	89	Bicycle Parking Spaces:	331	Loading Docks:	2
------------------------	----	--------------------------------	-----	-----------------------	---

Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



Official Plan Land Use Map # 21

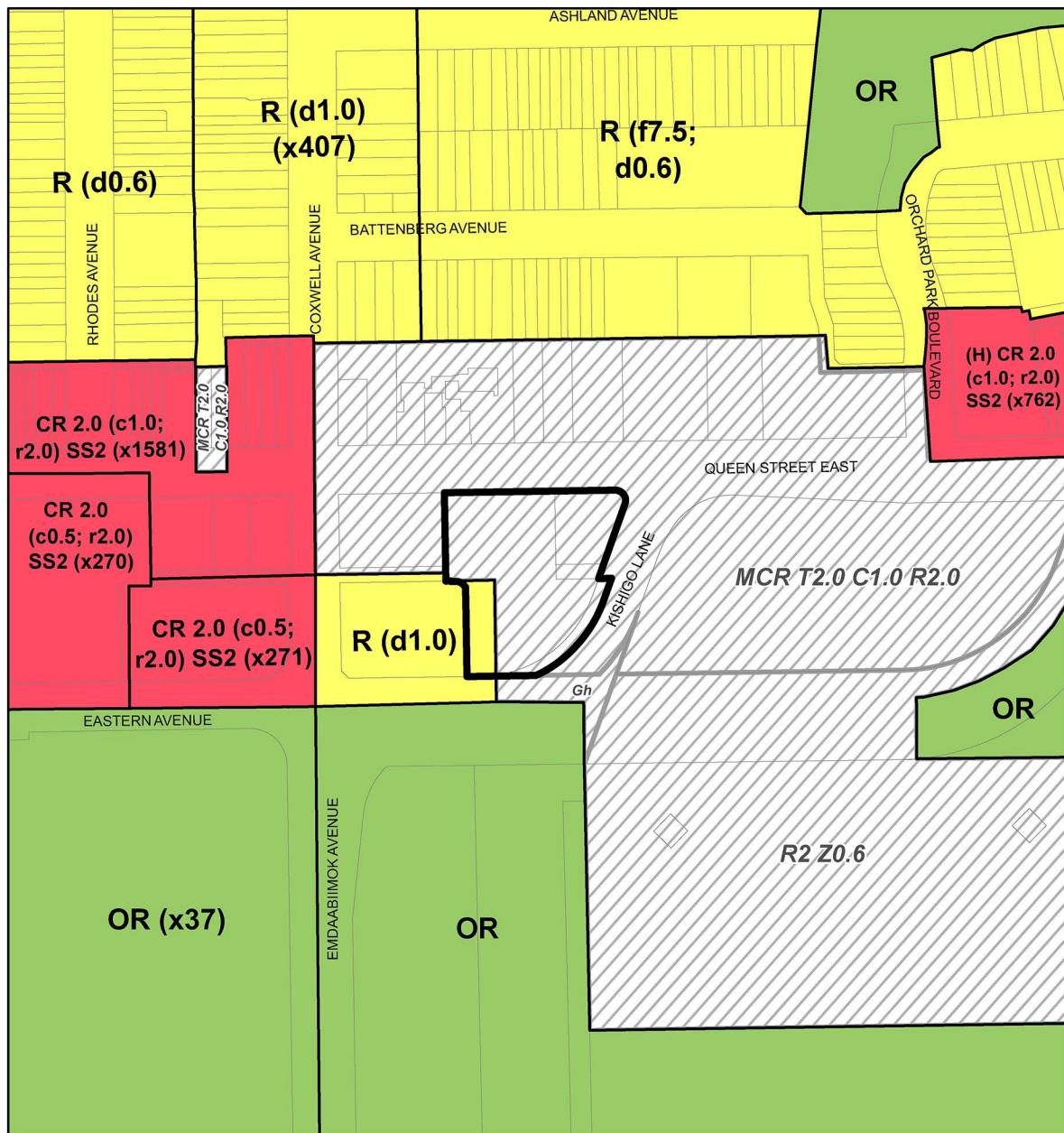
1631 Queen Street East
and 1080 Eastern Avenue
File # 21 136860 STE 19 OZ

- Subject Site
- Neighbourhoods
- Mixed Use Areas
- Parks



Not to Scale
Extracted: 11/24/2025

Attachment 4: Existing Zoning By-law Map



Zoning By-law 569-2013

1631 Queen Street East
and 1080 Eastern Avenue
File # 21 136860 STE 19 OZ

- Subject Site
- R Residential
- CR Commercial Residential
- OR Open Space Recreation

See Former City of Toronto By-law No. 438-86

R2 Residential District

MCR Mixed-Use District

Gh Parks District



Not to Scale
Extracted: 11/24/2025

Attachment 5: Draft Official Plan Amendment

(provided separately)

Attachment 6: Draft Zoning By-law Amendment

(provided separately)

Attachment 7: Summary of Public Engagement

Table 1. Summary of Community Engagement Activities

Activity Date	Activity Type	Location	Number of Participants
December 7, 2020	Community Consultation Meeting	Online	45
December 14, 2020	Indigenous Community Sharing Meeting	Online	9
June 10, 2021	Community Consultation Meeting	Online	115
November – January 2021 June 2021	Feedback form	Online/mail in	16
June 23, 2021	TCHC Community Meeting	Online	4
March 24, 2021	Indigenous Community Sharing Meeting	Online	12
June 29, 2021	Indigenous Community Sharing Meeting	Online	6
October 22, 2025	Open House	In Person	30

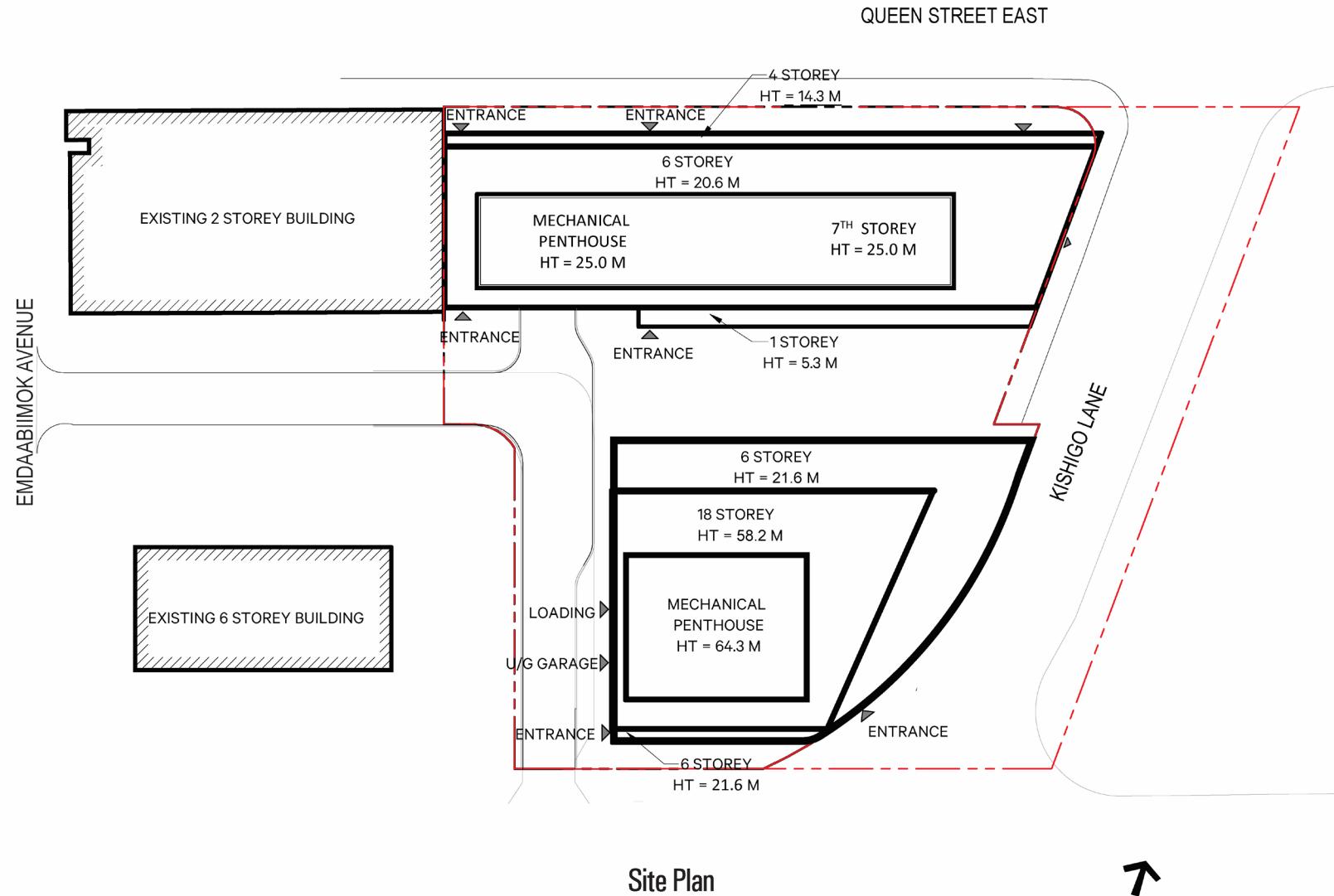
Through engagement activities members of the community provided comments on a range of issues, including:

- Concerns about height and alignment with local urban design guidelines;
- Impacts of additional development on traffic, parking, pedestrian safety, local infrastructure;
- Support for the provision of affordable housing and family sized units;
- The viability of retail and design that supports local retail;
- Support for the incorporation of Indigenous place-keeping and design criteria;
- Requests to expand the site to include adjacent properties; and
- Preserving and expanding community services.

Indigenous specific sharing circles were held to discuss opportunities for Indigenous place-keeping on the site and Kishigo Lane. Meetings were hosted by the local Councillor, the City of Toronto's Indigenous Affairs Office and consultants retained by CreateTO. Meetings resulted in design principles to be secured through project agreement with the selected proponent and applied during the Site Plan Control application.

Final summaries of the community meetings and engagement events held are posted on the [CreateTO project website](#).

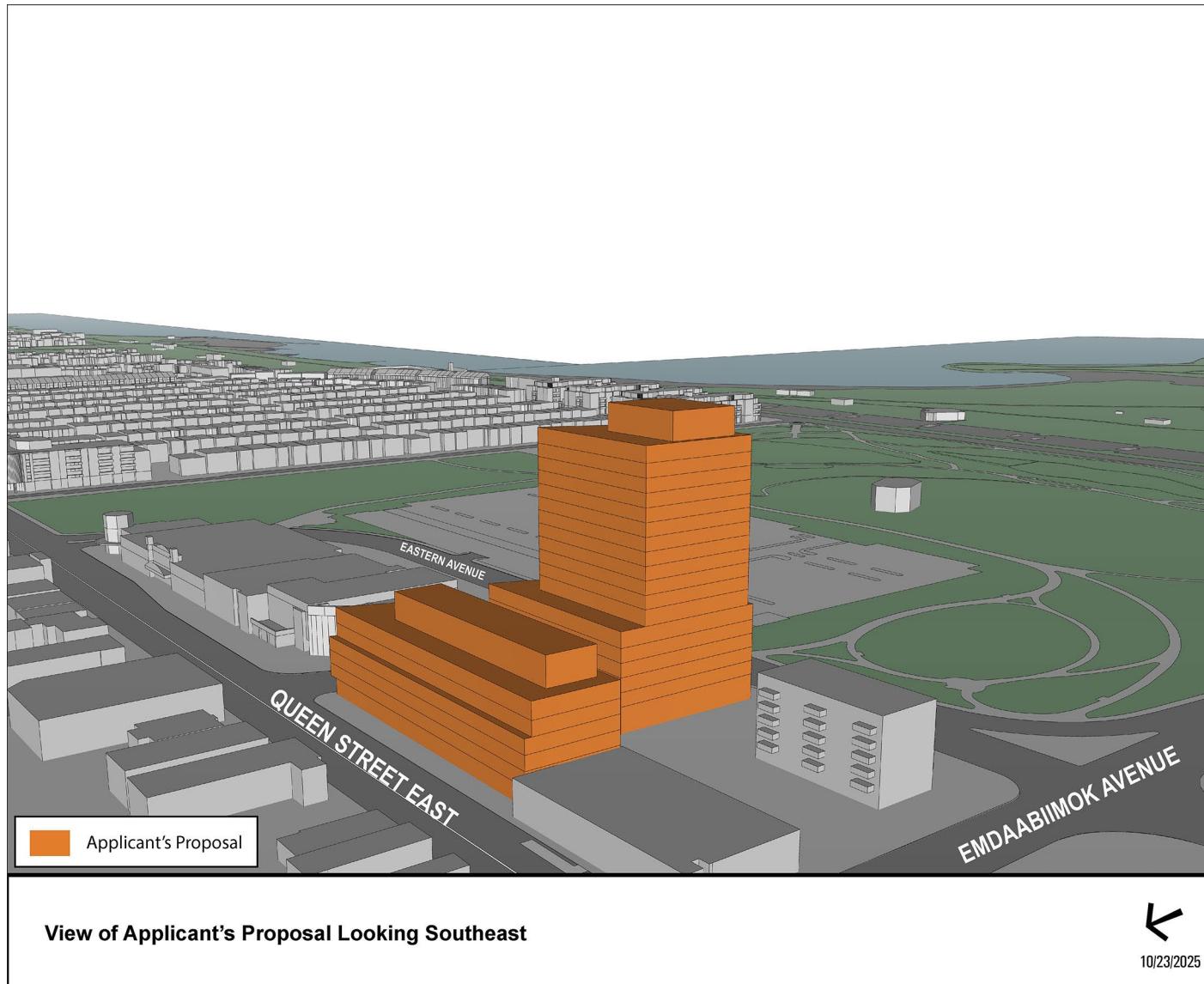
Attachment 8: Site Plan



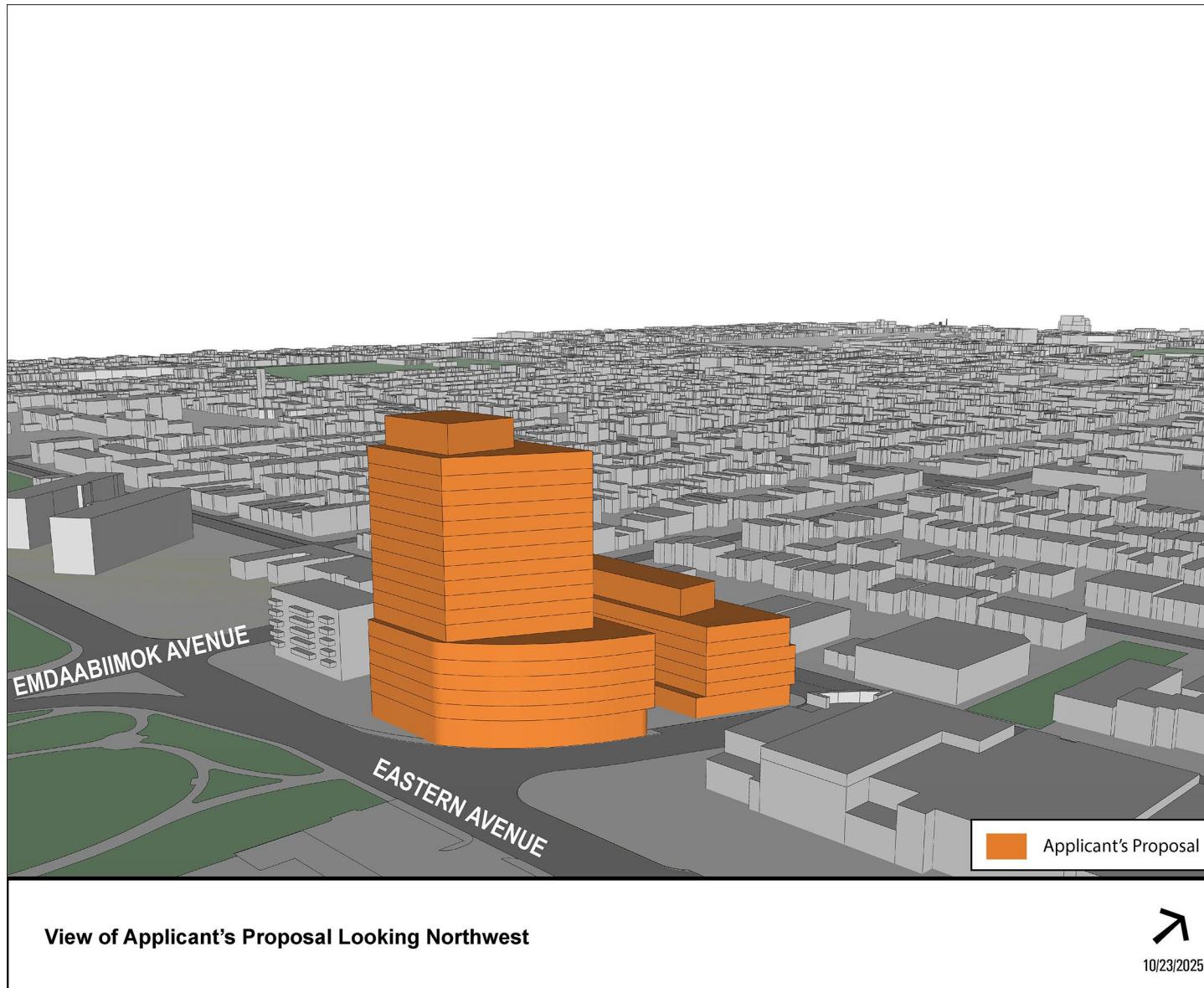
Attachment 9: Elevations



Attachment 10a: 3D Massing Model Looking Southeast



Attachment 10b: 3D Massing Model Looking Northwest



Attachment 11: Development Requirements

The development of 1631 and 1641 Queen Street East, and 1080 (portion) and 1090 Eastern Avenue, as part of the Toronto Builds Policy Framework, will be subject to the provision of the improvements set out below on terms secured in the Lease Agreement between the City and the Housing Provider/Development Partner, satisfactory to the Chief Planner and Executive Director, City Planning and Executive Director, Development Review, in consultation with the Divisions involved. Where applicable, terms will include that the final detailed scope and design will be confirmed in the Site Plan Control process:

Terms to be secured are:

1. Construction of Kishigo Lane as a publicly accessible space and pedestrian walkway, implementing the outcomes of the Indigenous place-keeping design process. Prior to construction, detailed design will include an Indigenous consultant as part of the design team and engagement with First Nations, Inuit, Metis and urban Indigenous communities, as appropriate.
2. Design, construction and provision of any financial securities for required improvements to and realignment of existing municipal infrastructure specified in an accepted and satisfactory Functional Servicing and Stormwater Management Report and all necessary approvals or permits arising from the above where required to the satisfaction of the Director, Engineering Review, Development Review.
3. Consideration for the integration of Kishigo Lane in the design and programming of amenity space.
4. Provision of a 62 space childcare facility of not less than 920 square metres in interior floor area on the ground floor of a building facing Queen Street East. Outdoor space consistent with a 62-space facility is also required.
5. Landscape improvements to the side yard of 1080 Eastern Avenue in consultation with Toronto Community Housing Corporation.
6. Consideration and regard for the City's Growing Up: Planning for Children in New Vertical Communities Guidelines, including direction on the location, size and configuration of units and amenities set out under the building and unit section of the guidelines.
7. Provision of Transportation Demand Management measures to be determined through the Site Plan Control process.
8. Publicly accessible midblock pedestrian connection (design, construction, maintenance, and public access) east-west across the site generally aligned with the existing laneway to the west.

9. Architectural drawings as part of the Site Plan Application that address the Design Brief prepared by SvN Architects + Planners and dated October 20, 2025 for review and acceptance.
10. A wind tunnel test is required demonstrating wind mitigation measures, as well as others measures that are determined appropriate, are in place to ensure all unsafe and uncomfortable conditions are mitigated. As identified in the Design Brief, the wind tunnel test will consider the impact of conditions on children.
11. Achievement of Tier 2 Version 4 of the Toronto Green Standard.
12. A methane mitigation plan, with acceptable mitigation measures to the satisfaction of the City, is required.

Attachment 12: Design Brief

(provided separately)