CREATE TO

REPORT FOR ACTION WITH CONFIDENTIAL ATTACHMENT

Evaluation Criteria for CreateTO-led Projects Advanced Under the Toronto Builds Policy Framework

Date: January 12, 2026
To: Board of Directors, CreateTO
From: Chief Executive Officer, CreateTO
Wards: All

REASON FOR CONFIDENTIAL INFORMATION

This report deals with both the disposition of land by the Board of Directors, CreateTO or the City of Toronto, and plans and criteria to be applied to any negotiations carried on or to be carried on by or on behalf of the Board of Directors, CreateTO and the City of Toronto.

SUMMARY

This report provides information regarding the evaluation criteria used for CreateTO-led projects that are advanced under the City of Toronto's Toronto Builds Policy Framework, as requested by the Board of Directors, CreateTO on November 18, 2025.

RECOMMENDATIONS

The Chief Executive Officer, CreateTO recommends that:

1. Board of Directors, CreateTO direct that the confidential information contained in Confidential Attachment 1 remain confidential as it deals with both the disposition of land by the Board of Directors, CreateTO or the City of Toronto, and plans and criteria to be applied to any negotiations carried on or to be carried on by or on behalf of the Board of Directors, CreateTO and the City of Toronto.

FINANCIAL IMPACT

There is no financial impact to CreateTO or its managed corporations as a result of the adoption of the recommendations in this report.

DECISION HISTORY

At its meeting on November 18, 2025, the Board of Directors, CreateTO adopted Item RA22.3, Bloor-Kipling Block 5 (970 Kipling Avenue) - Selection of Proponent and directed staff to report to the January 26, 2026 Board meeting on the current criteria used in the selection of proponents for projects undertaken under the City's Toronto Builds Policy Framework.
https://secure.toronto.ca/council/agenda-item.do?item=2025.RA22.3

COMMENTS

CreateTO staff were asked to report to the next Board meeting with additional information regarding the evaluation process for market offerings for Toronto Builds sites.

As the City of Toronto works to achieve its ambitious housing goals, CreateTO's proponent selection process must continue to clearly and confidently identify partners that can deliver these complex and vital projects.

Background: Current Selection Process and Evaluation Criteria

Selecting proponents for Toronto Builds sites is a complex, rigorous and multi-step process.

Each market offering provides a Confidential Information Memorandum ("**CIM**") which includes the evaluation criteria that will be used to score proponent bids.

These criteria are developed from City of Toronto requirements and policy direction including The Toronto Builds Policy Framework, which establishes policies in 12 key program areas to guide the development of housing on City land (included in Table 1). These 12 program areas include a mix of 'requirements' and 'targets'.

Table 1: Toronto Builds Policy Framework

Program Policies	Description
Mixed-income communities	Requirement: Toronto Builds developments will support City-building objectives of creating mixed-income, complete communities with diverse housing types affordable to a range of residents, including rent-geared-to-income, affordable, rent-controlled and market rental homes. Achieving this policy objective may

	require different approaches. In the case of TCHC revitalizations or large complex developments involving intergovernmental agreements, achieving this objective may involve introducing a wider range of housing options including affordable or market ownership homes. For TCHC in particular, the creation of additional affordable and market rental homes within the portfolio can support the long-term financial viability of the corporation.
Land & Reconciliation with Indigenous People	Requirement: City-owned land will be retained in public ownership and will be developed by offering 40 to 99-year leases to developers and/or operators to facilitate securing financing and developing new housing. Target: In larger, complex developments (such as TCHC revitalizations or those subject to intergovernmental agreements) the City will prioritize retaining land in public ownership, with flexibility to consider other forms of land transaction with developers and/or operators where required to achieve the policy objective of creating mixed-income communities and financially viable projects. Such flexibility will be provided only after assessment of all options to retain public ownership and subject to approval by City Council. Target: To support the City's commitment to truth, justice, and reconciliation Indigenous communities, the City will consider opportunities to convey City land to Indigenous non-profit housing providers. Staff will advance this policy direction and may request future Council approval to convey certain Toronto Builds projects at a nominal fee to Indigenous organizations.
Non-market and community housing provider participation	Target: All projects should prioritize the participation of a community housing provider either in development or operations of affordable rental homes, to build the capacity and market share of the non-market sector. For clarity, a community housing provider means non-profit housing organizations (including community land trusts), non-profit housing co-operatives, non-profit Indigenous housing providers, along with the Toronto Community Housing Corporation and Toronto Seniors Housing Corporation.
Tenure	Requirement: Projects on City-owned land will deliver projects with the residential component being 100% purpose-built rental housing in tenure. Target: Large complex developments (such as TCHC revitalizations or those subject to intergovernmental agreements) should prioritize the delivery of projects with 100% purpose-built rental housing tenure, with flexibility to consider new affordable or market ownership opportunities where required to achieve the policy objective of creating mixed-income communities. Such flexibility will be provided subject to approval by City Council.
Affordability	Requirement: Across the Toronto Builds Portfolio, a minimum of 30% of residential units must be affordable rental housing with no individual project providing less than 20% affordable rental housing. To support TCHC's replacement housing requirements within its revitalization projects, rent-geared-to-income replacement homes will be counted towards this requirement. Requirement: Affordable rental homes must meet the City's Rental Housing Supply Program definition of affordable rental housing, which aligns with the City's Official Plan income-based definition. Requirement: 20% of affordable units in Toronto Builds projects must be made available for tenants in receipt of

	housing benefits to create rent-geared-to-income housing opportunities (subject to availability of funding). Requirement: Affordability must be maintained for a minimum of 40 years and for the duration of any lease. Target: Wherever possible Toronto Builds projects should deliver an affordability period of 99 years.
Rent Control	Requirement: All affordable rental homes must be rent-controlled at the Provincial Rent Increase Guideline as set annually by the Province, up to the maximum allowable affordable rent. Target: The Toronto Builds Policy Framework's rent control requirements aim to balance stability for renters with the adequate rental revenue required to make affordable housing projects financially viable to develop and maintain over the long-term. All market rental homes should aim to achieve rent control at or near the Provincial Rent Increase Guideline, or in an amount reasonable to the Executive Director, Housing Secretariat.
Unit Mix and Size	Target: Projects should deliver a minimum of 10% three-bedrooms and 35% two-bedrooms, and a maximum of 45% one-bedrooms and 10% studios, across the whole development, to support the creation of family-sized units and provide flexibility to support financial viability. Target: Projects creating mixed affordable and market rental housing should aim to ensure the affordable units are no smaller than the market rental units, by unit type. Target: Projects comply with the Affordable Rental Housing Design Guidelines for affordable units, and the Growing Up Guidelines for market rental units.
Accessibility	Requirement: 20% of new affordable rental homes, and 15% of market rental homes, must be accessible, meeting Ontario Building Code requirements for barrier-free. Target: All affordable rental homes will support aging in place and should aim to incorporate universal design features, in accordance with Council's direction (Item PH15.6) and the recommendations of the Accessible Housing Working Group, and/or in compliance with revised Affordable Housing Design Guidelines as may be released by the Executive Director, Housing Secretariat.
Sustainability	Requirement: The City has committed through the TransformTO Net Zero Strategy to achieve net zero greenhouse gas emissions community-wide by 2040. To advance this commitment, this Policy Framework will require all Toronto Builds projects which have not secured zoning approval to meet TGS Version 4, Tier 2, or the relevant TGS in place at the time of the zoning by-law amendment application (whichever is higher), and must be built with low-carbon, fossil-fuel-free primary HVAC systems, and all-electric appliances in individual units. Projects in Attachment 1 which at the time of Council's decision on this Policy Framework already have zoning in place may proceed with the TGS requirements already in place at the time of zoning approval. Target: Projects should prioritize exceeding the requirements of TGS Version 4 Tier 2 and aim to meet the TGS Version 4 for City Agency, Corporation & Division owned Facilities.

Access to Units	Requirement: All affordable rental units (regardless of whether they are operated by non-profit partnerships or for-profit organizations) will be accessed through the City's centralized affordable housing access system.
Community Benefits	Target: Incorporate, in the partner selection process for all Toronto Builds projects, measurable community benefits opportunities, such as social procurement and apprenticeship, training, and/or other hiring opportunities for people from equity-deserving communities.
Funding Community and City-building Infrastructure	Requirement: To ensure projects will advance complete communities, contribute to amenities, community services and facilities, and public infrastructure, adequate funding will be identified within the City's Budget to fund these important amenities in Toronto Builds projects while maintaining viability of the affordable rental homes. Delivery of these amenities can also be enabled by the appropriate distribution of City land to a variety of uses, for example parkland.

Additional information on the evaluation process and criteria used in the selection of proponents for projects undertaken under the City's Toronto Builds Policy Framework has been provided in Confidential Attachment 1.

CreateTO leads the market offering for these City-owned sites, using an open market procurement process supported by a Real Estate Broker and overseen by an external Fairness Monitor. The Fairness Monitor is an independent and impartial third party to observe, monitor, provide oversight, and ensure a fair and transparent marketing and selection process and report on the procurement process for a site.

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SIGNATURE

Vic Gupta
Chief Executive Officer, CreateTO

ATTACHMENTS