

21-25 Imperial Street – Zoning By-law Amendment – Decision Report – Approval

Date: June 19, 2025

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Ward: 12 - Toronto-St. Paul's

Planning Application Number: 21 115800 STE 12 OZ

SUMMARY

This report recommends approval of the application to amend the Zoning By-law to permit a 19-storey (63.4 metres, excluding mechanical penthouse) mixed-use building at 21-25 Imperial Street. The building is proposed to contain 228 dwelling units and 52 square metres of ground floor retail space. Two ground level units will have expanded home occupation (live/work) permissions.

RECOMMENDATIONS

The Director, Community Planning Toronto and East York District recommends that:

1. City Council amend City of Toronto Zoning By-law 569-2013 for the lands municipally known as 21-25 Imperial Street substantially in accordance with the draft Zoning By-law Amendment included as Attachment 5 to this Report.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.
3. City Council direct that before introducing the necessary Bills to City Council for enactment, the owner is required to, at its sole cost and expense:
 - a. Submit an updated Pedestrian Level Wind Tunnel Study to the satisfaction of the Executive Director, Development Review, and the owner shall agree to implement any wind mitigation measures required therein to the satisfaction of the Executive Director, Development Review; and

4. City Council request that the owner make reasonable commercial efforts to convey off-site parkland to the City equal to the value of the on-site parkland dedication, in fulfilment of the parkland dedication requirements pursuant to Section 42 of the Planning Act, with the final location and configuration of the off-site parkland dedication to be acceptable to the General Manager, Parks and Recreation and free and clear of any above or below grade easements, encroachments, and encumbrances, with the exception of any encumbrances as may be otherwise approved by the General Manager, Parks and Recreation and be in an acceptable environmental condition to the satisfaction of the General Manager, Parks and Recreation, to be conveyed to the City prior to the issuance of the first above grade building permit; and

a. in the event that the off-site parkland dedication is less than the value of the on-site parkland dedication, then the owner will pay cash-in-lieu of parkland for the remaining deficiency in parkland dedication, prior to the issuance of the first above grade building permit;

b. in the event the owner sufficiently demonstrates that they made reasonable commercial efforts to secure an acceptable off-site parkland dedication but were unable to do so, the owner will be required to satisfy the parkland dedication requirement through the payment of cash-in-lieu; and

c. the value of the cash-in-lieu of parkland dedication will be appraised through Corporate Real Estate Management and payment will be required prior to the issuance of the first above grade building permit.

FINANCIAL IMPACT

The Development Review Division confirms that there are no financial implications resulting from the recommendations included in this Report in the current budget year or in future years.

THE SITE AND SURROUNDING LANDS

Description

The subject site is located on the south side of Imperial Street, west of Yonge Street and east of the subway corridor. The lot is generally rectangular in shape, with an angled east lot line that is wider at the northern frontage along Imperial Street and tapers as it extends southward. The site has an approximate area of 1,287 square metres, with a frontage of 29.0 metres on Imperial Street and a depth of 49.4 metres. There is an existing private laneway located adjacent to the eastern and southern boundary of the site which provides access to a rear parking area servicing the subject site and the properties fronting along Yonge Street (1950-1966 Yonge Street). The subject site has an access easement over the private laneway.

Existing Use

There is a 2-storey commercial building at 21 Imperial Street that contains a dental office. At 25 Imperial Street, the northern half of the subject site includes a 4-storey commercial office building with an associated surface parking lot occupying the approximate south half of the site.

Surrounding Uses

North: low-rise house form buildings with office and residential uses (a 9-storey residential building was approved for the site at 24-26 Imperial Street - File No. 19 238226 STE 12 OZ).

South: a 7-storey rental apartment building at 1944 Yonge Street and an 8-storey non-residential building with retail and office uses at 1910-1920 Yonge Street (a mixed-use development with two towers of 48 and 53-storeys in height was approved for the site at 1910-1944 Yonge Street - File No. 21 234923 STE 12 OZ). The approved building at 1910-1944 Yonge street will replace the existing secondary entrance to the Davisville Subway station.

East: immediately east of the adjacent 3.63-metre wide private lane is a 4-storey mixed use building with ground floor retail and residential units above at 1962-1966 Yonge Street.

West: a 2-storey single detached dwelling at 31 Imperial Street with a portion of the site used as a commercial parking lot.

THE APPLICATION

Description

A 19-storey (63.4-metre, excluding mechanical penthouse) mixed-use building with 228 dwelling units and 52 square metres of ground floor retail space.

Density

The proposal has a density of 11.46 times the area of the lot.

Dwelling Units and Home Occupation Use

The proposed 228 dwelling units includes 28 studio (12%), 113 one-bedroom (50%), 62 two-bedroom (27%), and 23 three-bedroom units (10%). Two ground level units are proposed to allow for home occupation uses, also commonly referred to as "live/work units".

Non-Residential Component

The proposal includes 52 square metres of retail at ground level along Imperial Street.

Access, Bicycle Parking and Loading:

Pedestrian access to the residential lobby would be from Imperial Street.

The private laneway immediately east of the site allows vehicular access to the subject site at 21-25 Imperial, and is proposed to be widened to 6.0 metres. The widened laneway is proposed to provide access to a Type G loading space.

A total of 252 bicycle parking spaces are proposed, with 46 short-term bicycle parking spaces located at-grade and 252 long-term bicycle parking spaces located at-grade and at the mezzanine level. The bicycle parking spaces are proposed to be accessed from the private laneway.

The proposal does not include any vehicular parking spaces.

Amenity Space

The proposal includes 919 square metres of amenity space (4.0 square metres per unit) consisting of 490 square metres of indoor amenity space (2.1 square metres per unit) and 429 square metres of outdoor amenity space (1.9 square metres per unit).

Additional Information

See the attachments of this Report for the Application Data Sheet, Location Map, site plan, elevations, and 3D massing views 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: toronto.ca/25imperialst

Reasons for Application

The Zoning By-law Amendment application proposes to amend Zoning By-law 569-2013 to vary performance standards including: building height; building setbacks; gross floor area; and parking requirements.

Agency Circulation Outcomes

The application together with the applicable reports noted above, have been circulated to all appropriate agencies and City Divisions. Responses received have been used to assist in evaluating the application and to formulate an appropriate Zoning By-law amendment, including associated conditions of approval.

POLICY & 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), and shall conform to provincial plans.

Official Plan

The land use designation for the site is Mixed Use Areas. See Attachment 3 of this report for the Official Plan Land Use Map.

Yonge-Eglinton Secondary Plan

The [Yonge-Eglinton Secondary Plan](#) identifies the site as Mixed Use Areas 'C'. This designation includes commercial main streets characterized by continuous at-grade narrow-frontage retail, service and institutional uses with office, other commercial and residential uses above. A mix of residential, retail and service, office, institutional, entertainment and cultural uses are permitted.

The site is located within the Yonge Street South Character Area, which is planned to have widened sidewalks and a series of public squares.

Zoning

The site is zoned Commercial Residential CR SS2 (x554) under [Zoning By-law 569-2013](#), with a height limit of 46.5 metres. Generally, the CR zone permits a wide range of residential and non-residential uses including dwelling units in apartment buildings, mixed-use buildings and townhouses, as well as retail stores, services shops, and offices.

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:

- Mid-Rise Building Performance Standards;
- Growing Up Guidelines for Children in Vertical Communities;
- Pet Friendly Design Guidelines

The City's Design Guidelines can be found here:

<https://www.toronto.ca/citygovernment/planning-development/official-planguidelines/design-guidelines/>

Toronto Green Standard

The Toronto Green Standard (TGS) is a set of performance measures for green development. Applications 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. Tiers 2 and above are voluntary, higher levels of performance with financial incentives (partial development charges refund). Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision. The TGS can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/toronto-green-standard/>

PUBLIC ENGAGEMENT

Community Consultation

A virtual Community Consultation Meeting was hosted by City staff on June 3, 2021. Approximately 37 people participated along with the applicant and Ward Councillor. Following a presentation by City staff and the Applicant, the following comments and issues were raised:

- Support for additional height and density and general growth in the area, including allowing more schools, hospitals, and local community services and facilities;
- Concerns with the proposed height and shadow impacts on the neighbouring properties;
- Concerns related to the built form transition to the low-rise neighbourhoods to the west;
- Questions regarding the lack of vehicular parking spaces;
- Questions related to construction impacts including noise and dust; and
- Concerns related to the absence of affordable housing units in the proposal.

The issues raised through the community consultation process have been considered through the review of the application.

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 Toronto and East York Community Council for this application, as these submissions are broadcast live over the internet and recorded for review.

COMMENTS

Provincial Planning Statement and Provincial Plans

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

Official Plan Policies and Design Guidelines

This application has been reviewed against relevant Official Plan policies, including Secondary Plan policies, and the design guidelines described in the Policy and Regulation Considerations Section of this Report.

Land Use

The Yonge-Eglinton Secondary Plan allows for a mix of uses within Mixed Use Areas 'C', including residential, retail and service, office, institutional, entertainment and cultural uses. The proposed residential, retail, and home occupation uses on this site are acceptable as they are consistent with the Official Plan and the Yonge-Eglinton Secondary Plan land use designations.

Home Occupation

Home occupation is a residential use where certain non-residential uses are permitted within the residential unit. Typically, dwelling units with home occupation permissions are located at street-level and within a house form building.

The 19-storey mixed-use building is proposed to include two dwelling units within the proposed building that would have expanded home occupation permissions. The proposed expansion to the home occupation permissions will allow: uses such as artist studios and workshops; the employees to work within the dwelling unit; and clients and customers to attend the premises for consultation or obtaining goods. The draft Zoning By-law Amendment will allow additional uses that are compatible with adjacent residential uses such as artist studios and galleries, retail stores, service shops, production studios, etc.

The two home occupation units would be located at ground level with access from a 2.1 metre wide pedestrian walkway along the laneway to the east of the site. Clients and customers visiting the home occupation units would access the units directly from the laneway. Staff find the proposal is appropriately designed to accommodate dwelling units with expanded home occupation permissions.

Built Form

City staff finds that the proposal conforms with the applicable Official Plan and Yonge-Eglinton Secondary Plan policies with respect to built form and massing. Furthermore, the proposal meets the intent of the Mid-Rise Design Guidelines.

The proposed height of 19-storey (63.4-metres, excluding mechanical penthouse) is appropriate for the site and fits within the planned context. The streetwall would have a height of 6-storeys (23.75 metres) with the main volume of the building stepped back 3.0 metres above the 6th storey to limit the impact of the massing on the pedestrian realm. The building has been designed and massed to achieve an appropriate transition in density and scale from the approved tall buildings to the south at 1910-1944 Yonge Street (48 and 53-storeys) and the approved mid-rise buildings to the north at 24-26 Imperial Street and along Yonge Street (9-storeys). The proposed building transitions in height and scale to fit harmoniously within the surrounding existing and planned context, and is appropriate given the site's proximity to the Davisville Subway Station, with a station entrance located immediately south at 1910-1944 Yonge Street.

The proposed building is set back 2.74 metres from the front lot line along Imperial Street, with a total distance of 6.0 metres from the building to the curb. The building steps back by 3.0 metres above Level 6 which helps define an appropriate pedestrian-scale streetwall within the existing and planned context.

On the east side of the building abutting the private laneway, the northern portion of the building where the two home occupation units are proposed is set back 4.5 metres to the east property line, and 6.3 metres from the centre line of the private laneway. This setback includes a 2.1 metre pedestrian walkway to ensure unobstructed access to the proposed home occupation units.

Above the ground floor and mezzanine, the building cantilevers slightly beyond the ground floor resulting in a 3.6 metre setback to the east property line. This portion of the building will provide a minimum setback of 5.5 metres to the centre line of the private lane to the east, which appropriately responds to the facing conditions of the adjacent properties along Yonge street and meets the intent of the mid-rise building design guidelines.

The section of the east elevation located south of the loading entrance is set back 2.0 metres at ground level, while the upper levels extend beyond the ground floor, creating a zero-lot-line condition above the mezzanine along the southern portion of the east elevation while maintaining an appropriate facing condition to the existing buildings and potential future developments along Yonge Street.

On the south elevation, the building is set back 2.0 metres at ground level (4.4 metres to the centre line of the lane) and further steps back another 1.085 metres above the mezzanine level (resulting in a 5.5 metre setback to the centre line of the private lane to the south) in order to provide an appropriate facing condition to the approved buildings to the south.

Along the west elevation, the building is set back 0.34 metres at ground level. Above the mezzanine, a 5.5-metre notch is introduced along the west elevation to accommodate windows for the west-facing units in order to maintain appropriate separation between windows, minimize overlook impacts, and improve access to light.

Private Laneway Widening

The existing private laneway located to the east of the site has a current width of 3.603 metres. The proposal includes a widening of the laneway by 2.397 metres within the applicant's property, resulting in a total width of 6.0 metres, consistent with the City's standard for public laneways. Staff consider this acceptable. Public easements over the widened laneway will be secured through the site plan process.

Unit Mix

The proposed unit mix conforms to the Yonge-Eglinton Secondary Plan. The minimum of 15 percent two-bedroom units and 10 percent three-bedroom units required in the Secondary Plan will be secured in the Zoning By-law.

Public Realm

City staff are satisfied that the proposal conforms with the applicable public realm policies of the Official Plan. The proposed building will provide a 6.0-metre sidewalk on Imperial Street, by setting back the lower portion of the building 2.74 metres from the front lot line along Imperial Street, creating a wider public realm to support pedestrian movement, animation of the street, and streetscaping.

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 application proposes to remove four private trees which are protected under the provisions of the Private Tree By-law and would require twelve replacement trees to be planted on the subject lands. One privately owned tree is exempt from the Private Tree By-law due to being undersized and does not require a permit for removal. No City-owned street trees are proposed to be removed.

Two large growing shade trees are proposed within the adjacent City-owned road allowances. Through the review of the future site plan control application, Urban Forestry staff will work with the applicant to maximize tree planting on site and within the road allowances. The applicant is required to provide a cash-in-lieu payment for any additional replacement trees that cannot be provided.

Shadow Impacts

The shadow impact resulting from the proposal is acceptable. The proposal adequately limits shadow impacts on shadow-sensitive areas, parks, and sidewalks, particularly during the spring and fall equinoxes.

The proposed development casts shadows on the rear yards of approximately 10 properties on Duplex Avenue at 9:18 a.m. on March and September 21 with shadows moving off of the majority of these areas by 11:18 a.m. The proposal casts a shadow on the northeast corner of Fiona Nelson Parkette at 9:18 a.m. on March and September 21 with shadows moving off the Parkette by 10:18 a.m. During the summer equinox on June 21, the proposal will not cast any shadows on the rear yards of the properties to the west along Duplex Avenue; however, it will cast a shadow on a portion of Fiona Nelson Parkette between 9:18 a.m. and 11:18 a.m.

Wind Impacts

The Pedestrian Level Wind Study and addendum letter concluded that all grade-level areas within and surrounding the site, including nearby public sidewalks, laneways, surface parking, and in the vicinity of the building access points have suitable wind conditions for the intended pedestrian usage year-round. The study recommended 2.0 metre tall wind screens along the perimeter of the common amenity terraces located to the north at the rooftop amenity level to mitigate wind impact.

An updated Pedestrian Level Wind Study is required so that recently approved projects surrounding the site, including to the south at 1910-1944 Yonge Street and to the north at 24-26 Imperial Street are included in the study model.

This report recommends that bills be withheld pending an updated Pedestrian Level Wind study, to the satisfaction of Development Review staff.

Servicing

The Functional Servicing and Stormwater Management Report submitted in support of this application demonstrates that the proposal can be adequately serviced from existing storm, water, and sanitary infrastructure. Engineering Review staff have reviewed the report and agree with its conclusions. Details regarding Servicing connections and stormwater management facilities will be secured through the Site Plan Control process.

Traffic Impact, Access, Parking and Loading

Transportation Services staff has reviewed the Transportation Impact Study and accepts its conclusions, subject to the implementation of Transportation Demand Management measures as part of the Site Plan Approval process.

Parkland

In accordance with Section 42 of the Planning Act, the total parkland dedication requirement is equivalent to 77.1 square metres. The applicant has agreed to work with staff to secure off-site properties to fulfill their statutory Section 42 requirements. Parks Development staff will work with the applicant to identify suitable off-site properties for conveyance to the City as parkland. The size and location of the off-site conveyance would be subject to the approval of the General Manager, Parks and Recreation.

If no such property can be secured, a cash-in-lieu of parkland payment will be accepted with payment required prior to issuance of the first above grade building permit. As per Toronto Municipal Code Chapter 415-29, the appraisal of the cash-in-lieu will be determined under the direction of the Executive Director, Corporate Real Estate Management.

Community Services and Facilities

The Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, 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.

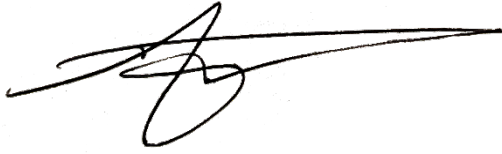
Toronto Green Standard

The applicant is required to meet Tier 1 of the TGS in force at the time of a complete application for Site Plan Control. The applicant is encouraged to achieve Tier 2 or higher to advance the City's objectives for resilience and to achieve net-zero emissions by 2040 or sooner.

CONTACT

Kai Zhou, Planner, Community Planning
Tel. No. 416-338-0810, E-mail: Kai.Zhou@toronto.ca

SIGNATURE

A handwritten signature in black ink, appearing to be 'Alex Teixeira', with a long horizontal stroke extending to the right.

Alex Teixeira, MCIP, RPP
Acting Director, Community Planning
Toronto and East York District

ATTACHMENTS

City of Toronto Information/Drawings

- Attachment 1: Application Data Sheet
- Attachment 2: Location Map
- Attachment 3: Official Plan Land Use Map
- Attachment 4: Existing Zoning By-law Map
- Attachment 5: Draft Zoning By-law Amendment

Applicant Submitted Drawings

- Attachment 6: Site Plan
- Attachment 7-10: Elevations
- Attachment 11-12: 3D Massing Models

Attachment 1: Application Data Sheet

Municipal Address: 21-25 Imperial Street Date Received: February 12, 2021

Application Number: 21 115800 STE 12 OZ

Application Type: Zoning By-law Amendment

Project Description: A 19-storey mixed use building with 228 residential units.

Applicant	Architect	Owner
Goldberg Group	BDP Quadrangle	25 Imperial Street Incorporated

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision: N

Zoning: CR SS2 (x554) Heritage Designation: N

Height Limit (m): 46.5 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 1,287 Frontage (m): 29 Depth (m): 49

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			900	900
Residential GFA (sq m):			14,749	14,749
Non-Residential GFA (sq m):	2,421		52	52
Total GFA (sq m):	2,421		14,801	14,801
Height - Storeys:	4		19	19
Height - Metres:			63.4	63.4

Lot Coverage Ratio (%) 69.92 Floor Space Index: 11.46

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	15,174	31
Retail GFA:	52	

Office GFA:

Industrial GFA:

Institutional/Other GFA:

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:			226	226
Other:			2	2
Total Units:			228	228

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		28	113	62	23
Total Units:		28	113	62	23

Parking and Loading

Parking Spaces: Bicycle Parking Spaces: 252 Loading Docks: 1

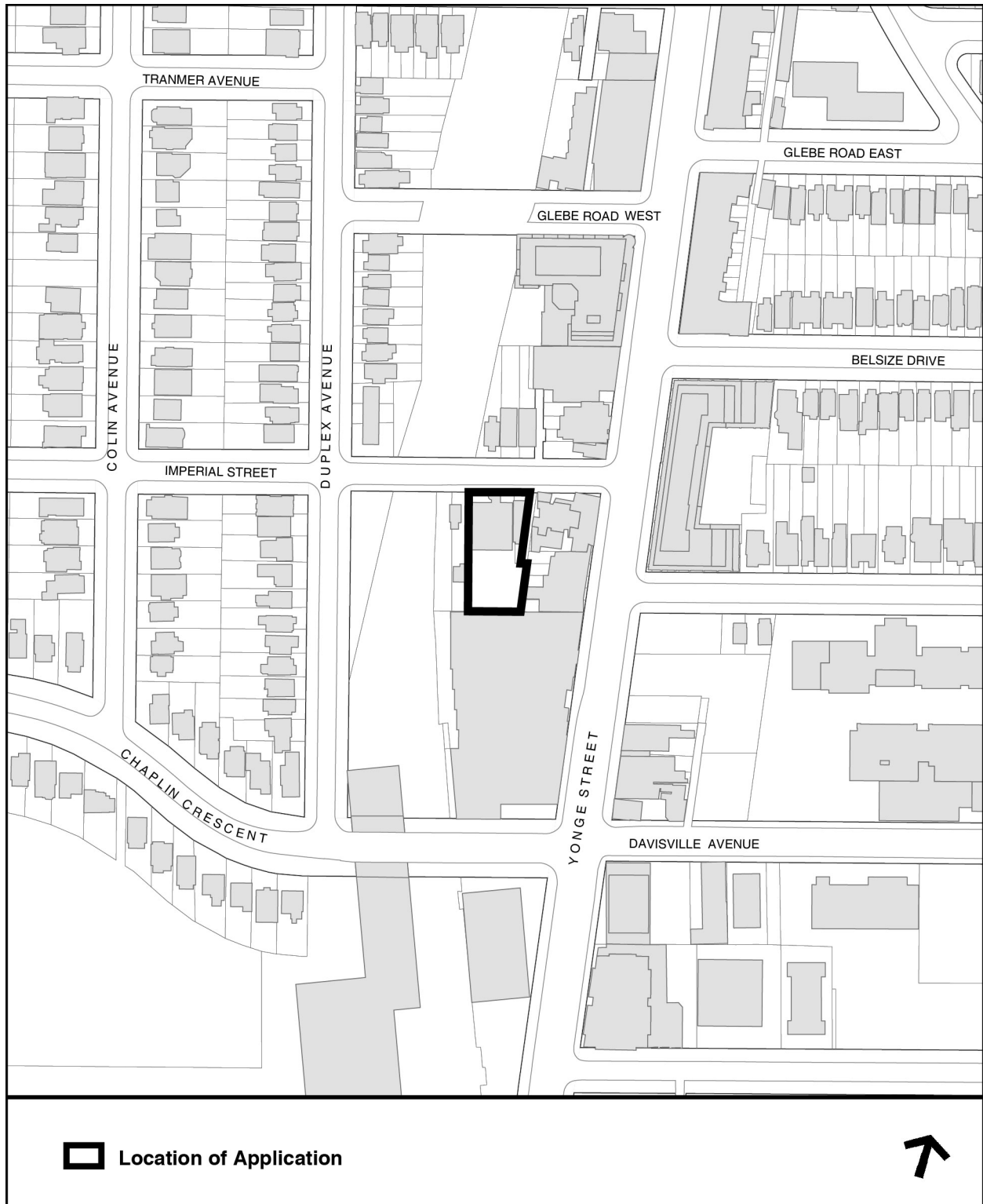
CONTACT:

Kai Zhou, Planner, Community Planning

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Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



Official Plan Land Use Map #17

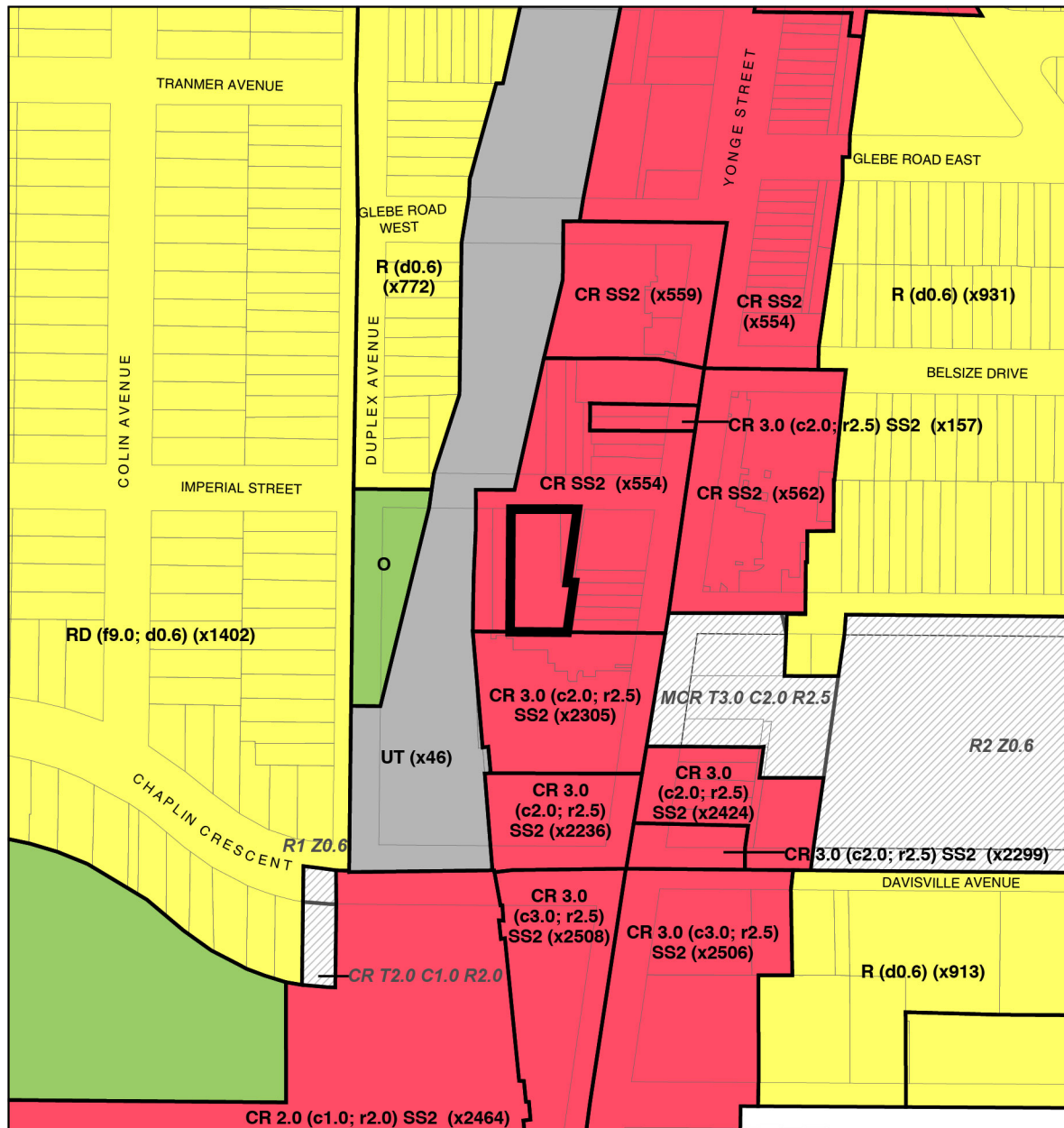
25 Imperial Street

File # 21 115800 STE 12 0Z




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 Extracted: 05/08/2025

Attachment 4: Existing Zoning By-law Map



Zoning By-law 569-2013

25 Imperial Street

File # 21 115800 STE 12 0Z

Location of Application

R Residential
 RD Residential Detached
 CR Commercial Residential
 O Open Space

OR Open Space Recreation
 UT Utility and Transportation

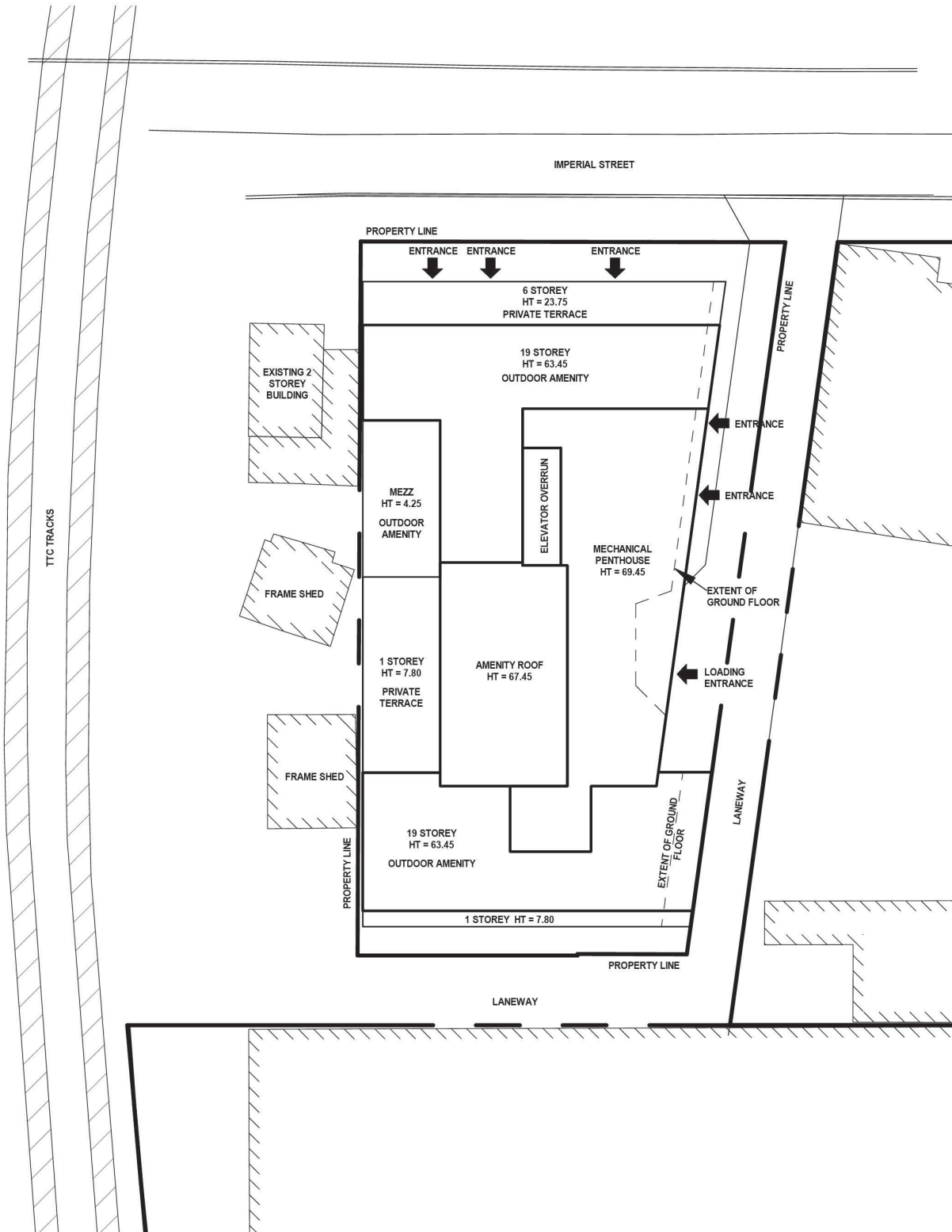
See Former City of Toronto By-law No. 438-86
 R2 Residential District
 MCR Mixed-Use District

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Attachment 5: Draft Zoning By-law Amendment

This attachment will be provided prior to the July 8, 2025 Toronto and East York Community Council Meeting.

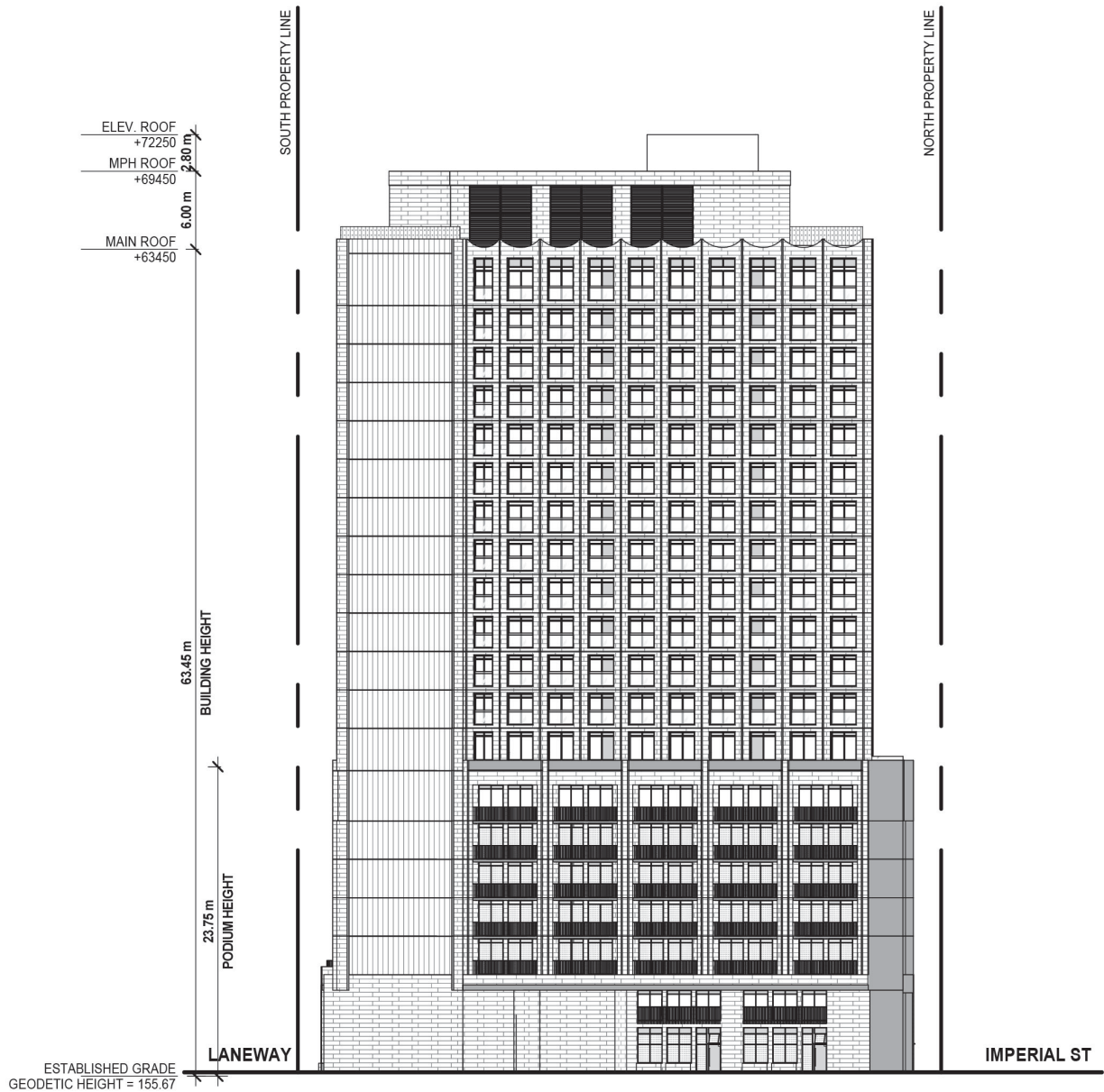
Attachment 6: Site Plan



Site Plan

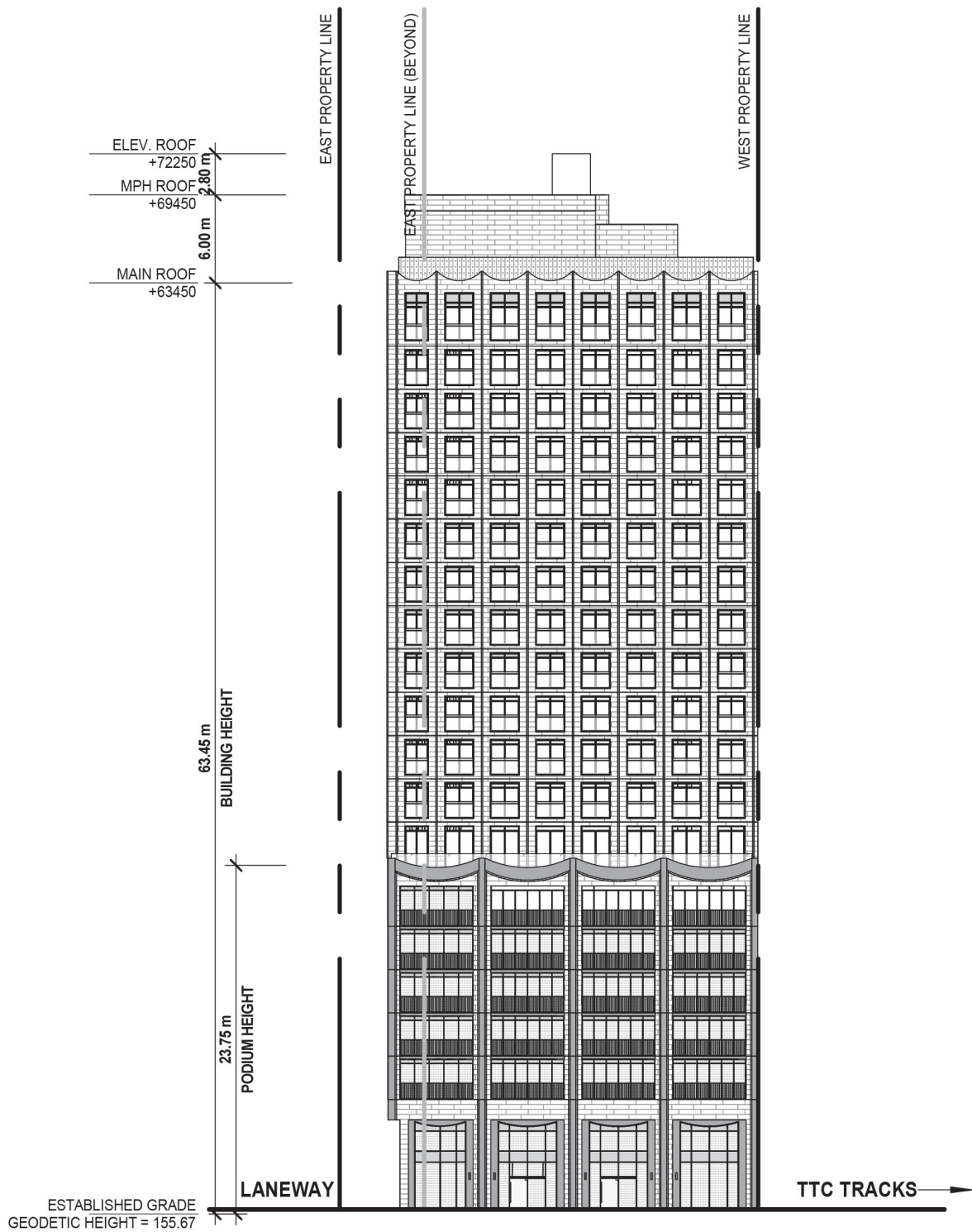


Attachment 7: Elevations - East



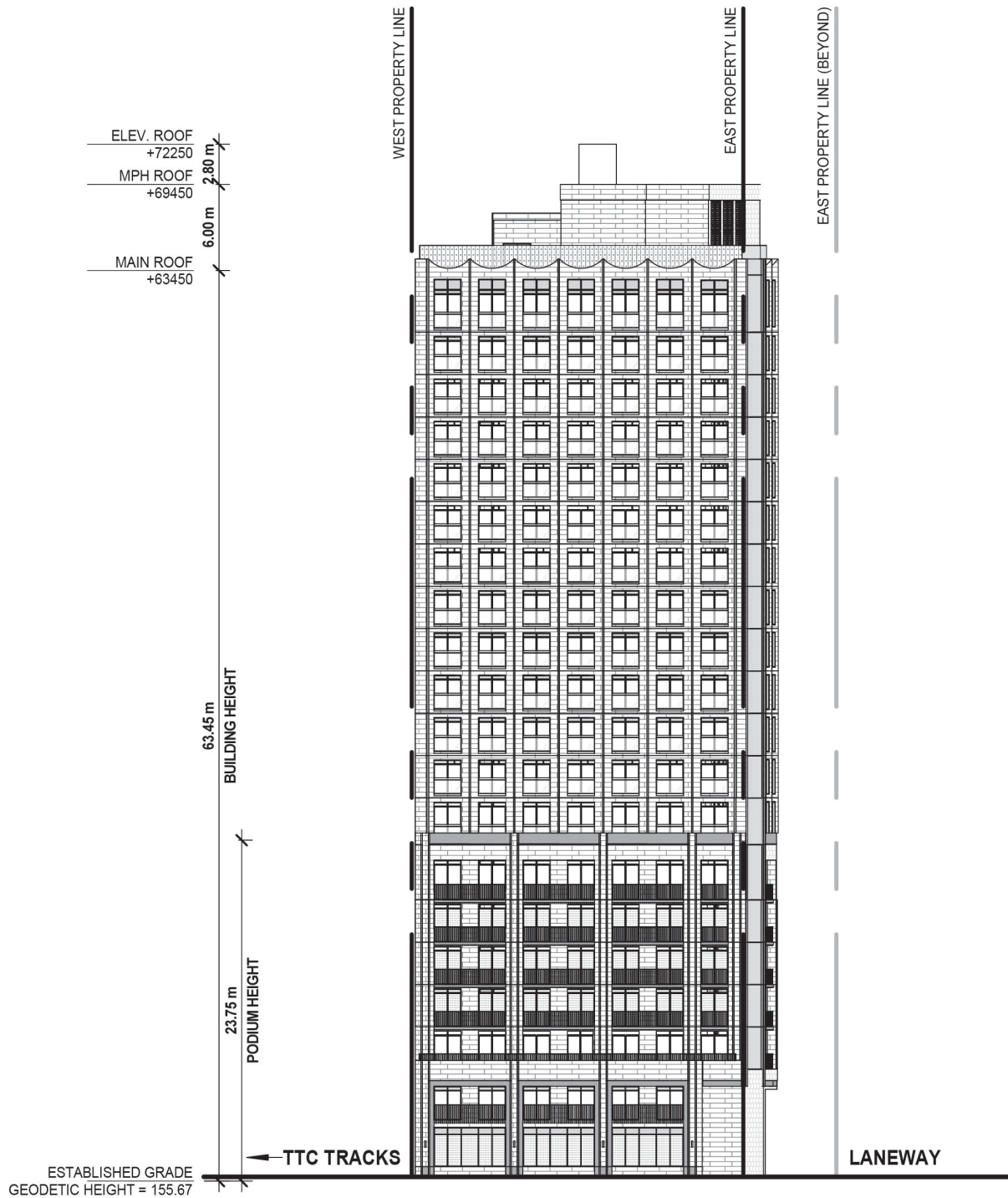
East Elevation

Attachment 8 - Elevations - North



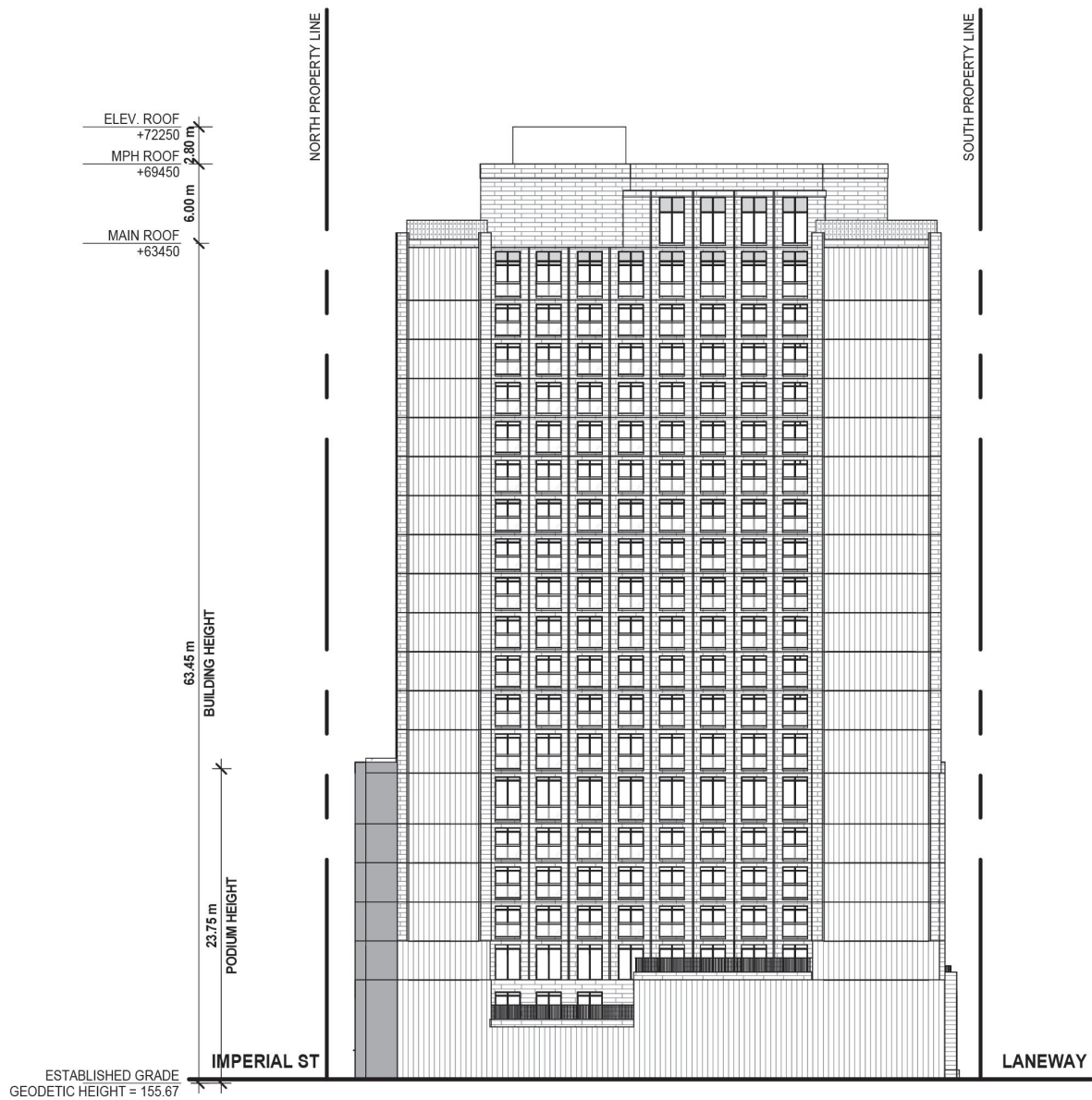
North Elevation

Attachment 9: Elevations - South



South Elevation

Attachment 10 - Elevation - West



West Elevation

Attachment 11: 3D Massing Model



Attachment 12: 3D Massing Model

