

699-707 Yonge Street, 1-17 Hayden Street, and 8 Charles Street East – Zoning By-law Amendment Application – Decision Report – Refusal

Date: June 19, 2025

To: Toronto and East York Community Council

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

Ward: 11 - University-Rosedale

Planning Application Number: 22 205973 STE 11 OZ

SUMMARY

On September 20, 2022 a Zoning By-law Amendment application was submitted to permit a 64-storey (217 metres, including mechanical penthouse) mixed-use building containing 514 dwelling units. The application was deemed complete on March 31, 2023.

This Report reviews and recommends refusal of the application to amend the Zoning By-law as the proposed building massing, including tower setbacks, is not acceptable and the proposed development does not conserve the cultural heritage value of the on-site or adjacent heritage properties. Therefore, the proposed Zoning By-law Amendment does not conform with the policies of the Official Plan, including the Downtown Plan and SASP 517, and does not meet the intent of the Tall Building Design Guidelines.

RECOMMENDATIONS

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

1. City Council refuse the application for the Zoning By-law Amendment (Application No. 22 205973 STE 11 OZ) for the lands municipally known as 699-707 Yonge Street, 1-17 Hayden Street and 8 Charles Street East for the reasons identified in this Report.
2. City Council authorize the City Solicitor, together with appropriate City Staff, to appear before the Ontario Land Tribunal in support of City Council's decision to refuse the application, in the event that the decision is appealed to the Ontario Land Tribunal.

3. City Council authorize the City Solicitor and other appropriate City Staff to take any necessary steps to implement City Council's decision, including requesting any conditions of approval that would be in the City's interest, in the event an appeal of Council's decision is allowed by the Ontario Land Tribunal, in whole or in part.

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.

DECISION HISTORY

On December 13, 2023, City Council adopted its stated intention to designate the properties at 699 Yonge Street and 707 Yonge Street under Part IV, Section 29 of the Ontario Heritage Act. The decision document can be found here:
<https://secure.toronto.ca/council/agenda-item.do?item=2023.PH8.21>

As no objection was filed with the City Clerk, on February 7, 2024, City Council enacted Designation By-law 112-2024 designating the properties at 699 and 707 Yonge Street under Section 29 of the Ontario Heritage Act. By-law 112-2024 can be found here:
<https://www.toronto.ca/legdocs/bylaws/2024/law0112.pdf>

THE SITE

Description

The site is located at the southeast corner of Yonge Street and Hayden Street. The site is approximately 1,555 square metres in size in an "L" shape, with 24.3 metres of frontage on Yonge Street and 44.95 metres of frontage on Hayden Street. A portion of the site extends south to Charles Street East, with a frontage of 8.5 metres. See Attachment 2 for the Location Map.

Existing Use

A series of three-storey buildings containing commercial uses. The portion of the site extending to Charles Street East is used for surface parking.

THE APPLICATION

Description

A 64-storey (217 metres, including mechanical penthouse) mixed-use building.

Density

The proposal has a density of 22.45 times the area of the lot.

Residential Component

The proposal includes 514 dwelling units, 131 studio (25%), 237 one-bedroom (46%), 96 two-bedroom (19%), and 50 three-bedroom units (10%).

Non-Residential Component

The proposal includes 414.4 square metres of commercial space.

Access, Parking and Loading

Vehicle and loading access would be provided from Hayden Street. The proposal includes a total of 64 vehicular parking spaces (8 visitor and 56 residential spaces) in a below-grade parking garage, a total of 517 bike parking spaces within the first level of the underground parking garage, and a Type-G loading space.

Additional Information

See Attachments 10, 5 and 1 of this Report for a three-dimension representation of the project in context, a site plan of the proposal and the Application Data Sheet. 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/699yongest

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; floor space index; and parking standards.

Agency Circulation Outcomes

The application together with the applicable reports, have been circulated to all appropriate agencies and City Divisions. Responses received have been used to assist in evaluating the application.

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).

Official Plan

The Official Plan Urban Structure Map 2 identifies the subject site as Downtown and Central Waterfront, and designates the subject site as Mixed Use Area. 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.

Downtown Plan

The site is designated Mixed Use Areas 1 - Growth. Development in Mixed Use Areas 1 will include building typologies that respond to their site context, including tall buildings as it is designated for the highest density of development.

Site and Area Specific Policy (SASP) 517 – Downtown Tall Building Setback Area

SASP 517 applies to the site and establishes the policy context for tall building setbacks and separation distances to ensure appropriate tower separation distances will contribute to building strong healthy communities and will fit in with the existing and/or planned context. Implementing area specific Zoning By-law 1106-2016 and 1107-2016 provide for detailed performance standards to implement SASP 517.

Site and Area Specific Policy 382

The subject site is located north of Site and Area Specific Policy (SASP) 382, outside of the designated boundaries, so the policies, including those for the Yonge Street Character Area, do not apply.

SASP 382 is intended to guide and shape development/redevelopment and private and public investment within the North Downtown Yonge Area through detailed built form policies, Character Areas, and area-specific goals for growth and public realm improvements.

Site and Area Specific Policy 211

The site is located within the Height Peak on Map 2 of SASP 211.

The tallest buildings in the Bloor-Yorkville/North Midtown Area will be in the Height Peak in the vicinity of the intersection of Yonge and Bloor Streets. Buildings will step down from the Yonge and Bloor Street intersection in descending ridges of height along Yonge Street, Bloor Street and along portions of Avenue Road, Bay and Church Streets called Height Ridges.

Zoning

The subject site is zoned CR 3.0 (c2.0; r3.0) SS1 (x2546 & 1387) under Zoning By-law 569-2013. The Commercial Residential zoning category permits a range of commercial and residential uses. The maximum permitted height is 18.0 metres, and the maximum

permitted density is 3.0 times the area of the lot. 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;
- Downtown Tall Buildings Vision and Supplementary Design Guidelines;
- Growing Up Guidelines for Children in Vertical 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. 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.

PUBLIC ENGAGEMENT

Community Consultation

On May 21, 2025, a virtual Community Consultation Meeting was hosted by City staff. Approximately 26 people attended the meeting, as well as the Ward Councillor and the applicant. Following a presentation provided by City staff and the applicant, the following comments and issues were raised:

- Concerns regarding the proposed 0.0 metre tower setback along the southern lot line;
- Questions regarding the proposed sidewalk width on Yonge Street;
- Desire for subway access connected to the proposed building;
- Questions regarding potential land assembly of the remainder of the block, and the feasibility of a second tower;
- Potential for new trees and open spaces;
- Concerns regarding traffic impacts and the ability of Hayden Street to accommodate the proposed parking garage entrance;
- Heritage conservation of the historic architecture with the proposed retail section; and
- Concerns regarding the small unit sizes.

The issues raised through the community consultation process have been considered through the review of the application and commented on as necessary in the body of this Report.

COMMENTS

Provincial Planning Statement and Provincial Plans

Planning staff have reviewed the current proposal against the policies of the PPS, as described in the Policy Considerations Section in this report. The application does not conserve the cultural heritage value of the properties at 699-707 Yonge Street, and the inadequate tower setback overwhelms the heritage building's massing and scale and the proposed development's form and massing does not fit within the existing and planned context. As such, the proposal is not consistent with the Provincial Planning Statement.

Official Plan Policies and Design Guidelines

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

Massing

The proposed building massing, including tower setbacks and step backs, is not acceptable and does not conform to the policies of the Official Plan, Downtown Plan, or SASP 517. The proposed building massing also does not meet the intent of the Tall Building Design Guidelines. The application has not demonstrated that a tall building can be accommodated on the site.

The proposed tower setback of 0.0 metres to the south is not appropriate. The proposed tower setback exports its separation distance onto adjacent lands, which is not appropriate. The exporting of tower separation onto adjacent lands does not conform to the Official Plan, including the Downtown Plan and SASP 517 and does not meet the intent of the Tall Building Design Guidelines. The exporting of separation distance onto adjacent properties also negatively impacts their development potential and that of the block.

Heritage Conservation

Policy 3.1.6.26 of the Official Plan states that construction on or adjacent to a property on the Heritage Register will be designed to conserve the cultural heritage values, attributes and character of the property and Policy 3.1.5.27 encourages whole building retention and discourages the retention of facades alone. Policy 3.1.6.32 also directs that impacts of site alterations and developments adjacent to Heritage Conservation Districts will be assessed to ensure that the integrity of the districts' heritage values, attributes, and character are conserved. The site is located adjacent to the in-effect Historic Yonge Heritage Conservation District Plan.

The Downtown Plan, including Policy 9.11 refers to development on sites that include or are adjacent to heritage properties will include base buildings that are compatible with the streetwall; height, articulation, proportion and alignment thereof.

Tall Building Design Guideline 1.6 refers to tall buildings to respect and complement the scale, character, form and setting of on-site and adjacent heritage properties. The Downtown Tall Buildings: Vision and Supplementary Design Guideline 3.4 refers to locating and designing tall buildings to respect and complement the scale, character, form and setting on on-site and adjacent heritage properties.

The development site includes two properties, 699 Yonge Street and 707 Yonge Street, that are designated under Section 29 of the Ontario Heritage Act, by By-law 112-2024. The application proposes to remove and replace the existing building at 5 Hayden Street and remove the over-cladding at 699-707 Yonge, revealing the original façade.

The application proposes to remove the north, south and east elevations of 699-705 Yonge Street. Only the primary (west) elevation is proposed to be retained in-situ, with the north portion of the façade altered for contemporary retail uses. The remaining portion of the front façade, which was once used for commercial purposes, is proposed to be recessed to accommodate an interior stairwell.

The building's façade is proposed to be incorporated into the three-story base of the tower, with a stepback depth of 3.0 metres from the heritage façade on the Yonge Street elevation (west). The proposed tower provides an inadequate stepback from Yonge Street in relation to the heritage building and the character along Yonge Street.

The owner has not submitted a Heritage Permit Application under Section 33 and 34 of the Ontario Heritage Act. A heritage permit application is required to be approved prior to, or concurrent with, any consideration of the Zoning By-law Amendment application.

The application does not conserve the cultural heritage value of the buildings at 699-707 Yonge Street and does not conserve the integrity of the adjacent Historic Yonge Heritage Conservation District's heritage values, attributes and character. The inadequate tower stepback overwhelms the heritage building's massing and scale and relationship to Yonge Street.

Servicing

Engineering and Construction Services staff have reviewed the Functional Servicing and Stormwater Management Report and associated plans and require further revisions to the reports and drawings.

Should the application be approved, the final Order should be withheld pending the provision of a satisfactory set of engineering reports that provide confirmation of water, sanitary, and stormwater capacity from the Chief Engineer and Executive Director, Engineering and Construction Services, including implementation of any required upgrades which may be secured through the use of holding provisions.

Further Issues

Should the decision to refuse the application be appealed to the Ontario Land Tribunal, and Staff continue to receive additional or supplementary information regarding this application or be required to review a revised proposal, Staff may refine or identify further issues and/or supplement the reasons provided in this Report.

Conclusion

The proposal has been reviewed against the policies of the Provincial Planning Statement (2024), and the Official Plan. Staff are of the opinion that the proposal is not consistent with the PPS (2024) Further, the proposal does not conform with the Official Plan, and Downtown Plan. The proposal does not represent good planning and is not in the public interest. Staff recommend that Council refuse the application.

CONTACT

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Cole.Solish@toronto.ca

SIGNATURE



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

Applicant Submitted Drawings

Attachment 5: Site Plan
Attachment 6: West Elevation
Attachment 7: East Elevation
Attachment 8: North Elevation
Attachment 9: South Elevation
Attachment 10: 3D Massing Model

Attachment 1: Application Data Sheet

Municipal Address: 699-707 Yonge St, 1-17 Hayden St, and 8 Charles St Date Received: September 20, 2022

Application Number: 22 205973 STE 11 OZ

Application Type: Zoning By-law Amendment

Project Description: A 64-storey mixed-use building.

Applicant: Concord Adex Investments Limited Owner: Concod Adex Inc.

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision: SS1 (x2546)

Zoning: CR 3.0 (c2.0; r3.0) Heritage Designation: Y

Height Limit (m): 18 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 1,555 Frontage (m): 45 Depth (m): 70

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	700		681	681
Residential GFA (sq m):			35,131	35,131
Non-Residential GFA (sq m):	2,649		414	414
Total GFA (sq m):	2,649		35,545	35,545
Height - Storeys:	3		64	64
Height - Metres:			211	211

Lot Coverage Ratio (%): 43.79 Floor Space Index: 22.86

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	34,804	327
Retail GFA:	414	
Office GFA:		
Industrial GFA:		

Institutional/Other GFA:

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:			514	514
Other:				
Total Units:			514	514

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		131	237	96	50
Total Units:		131	237	96	50

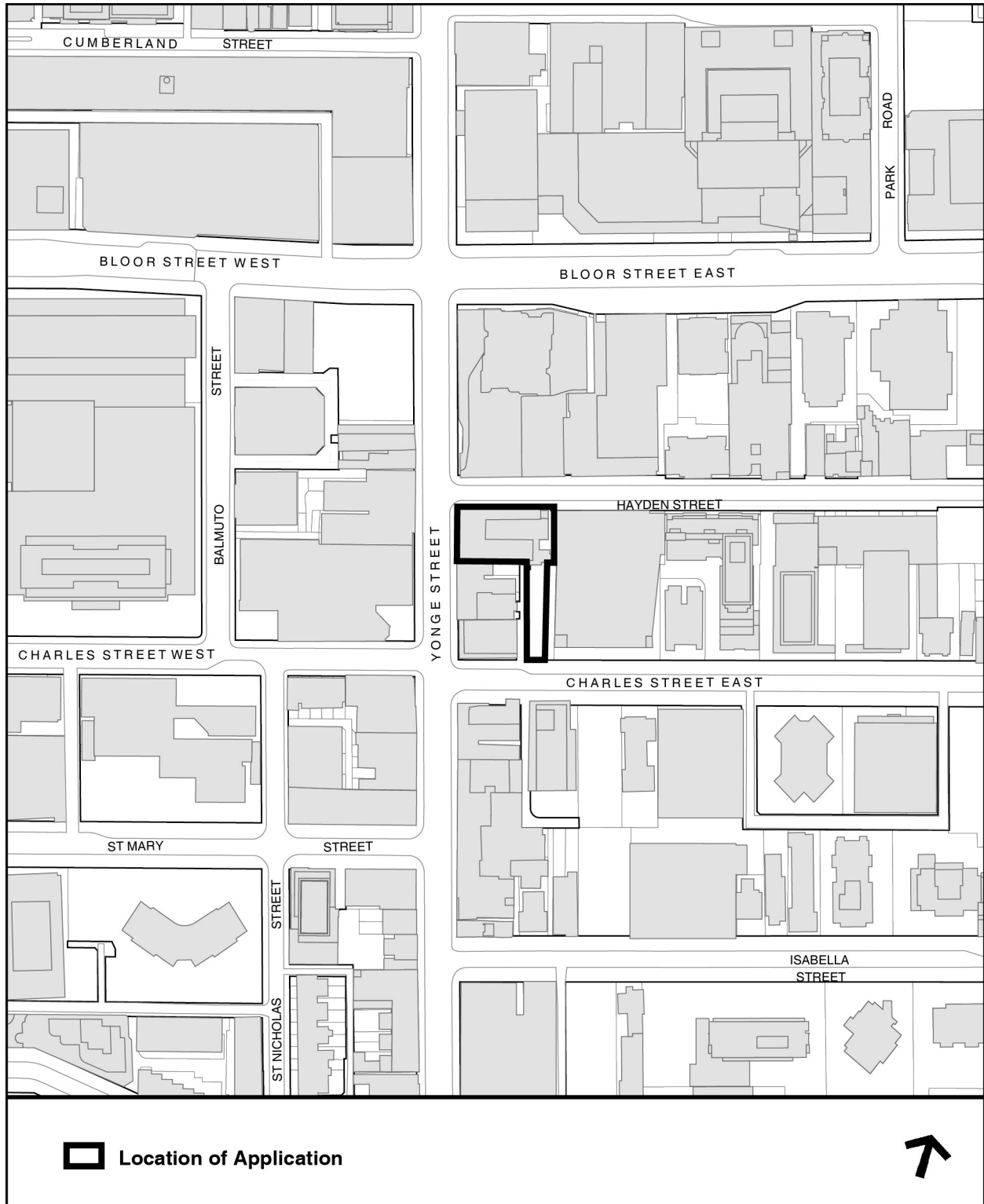
Parking and Loading

Parking Spaces:	64	Bicycle Parking Spaces:	517	Loading Docks:	1
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CONTACT:

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Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



Official Plan Land Use Map #18

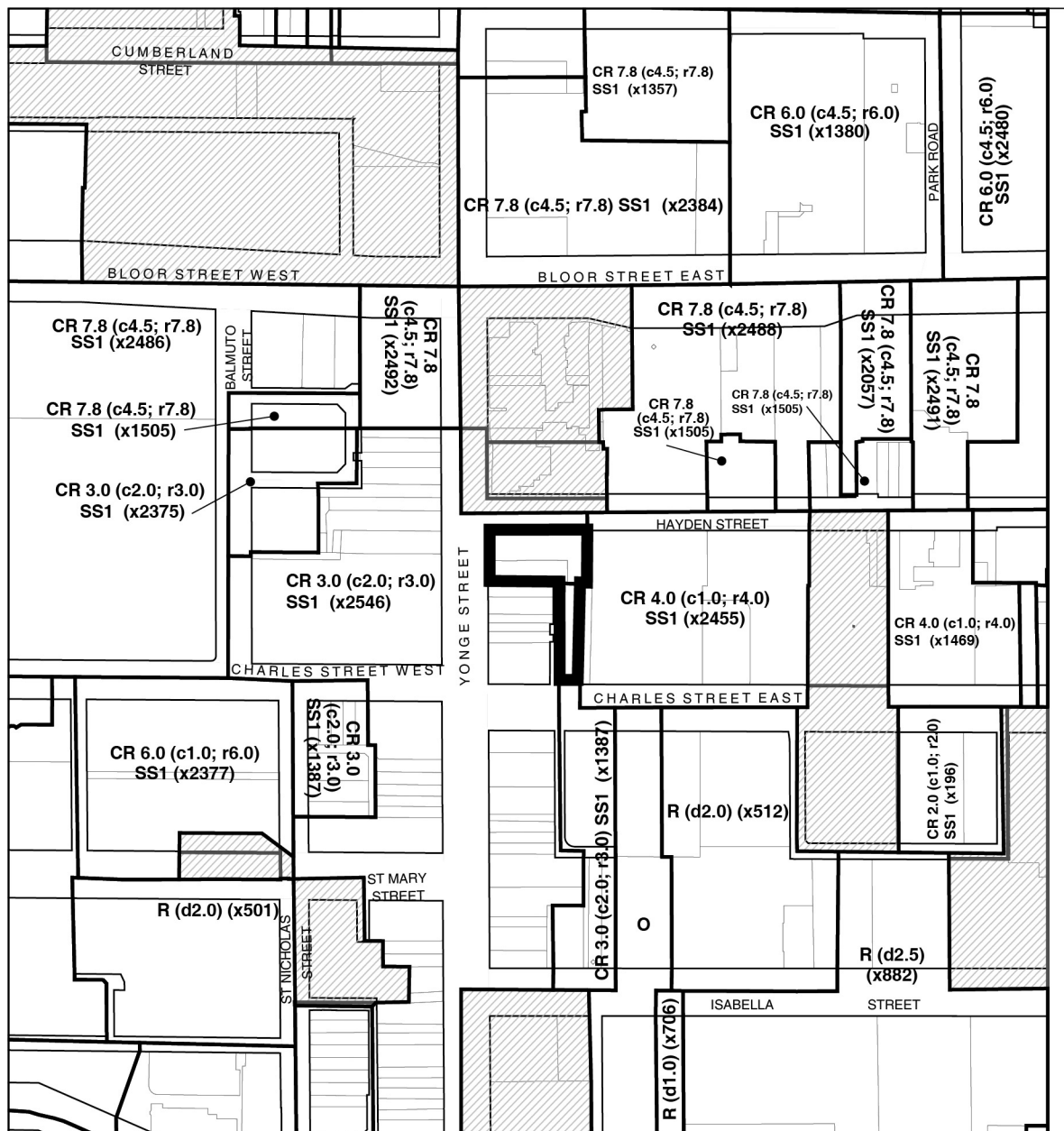
699 Yonge Street

File # 22 205973 STE 11 0Z



Not to Scale
Extracted: 09/26/2022

Attachment 4: Existing Zoning By-law Map



Zoning By-law 569-2013

699 Yonge Street

File # 22 205973 STE 11 0Z



Location of Application

R
CR
O

Residential
Commercial Residential
Open Space



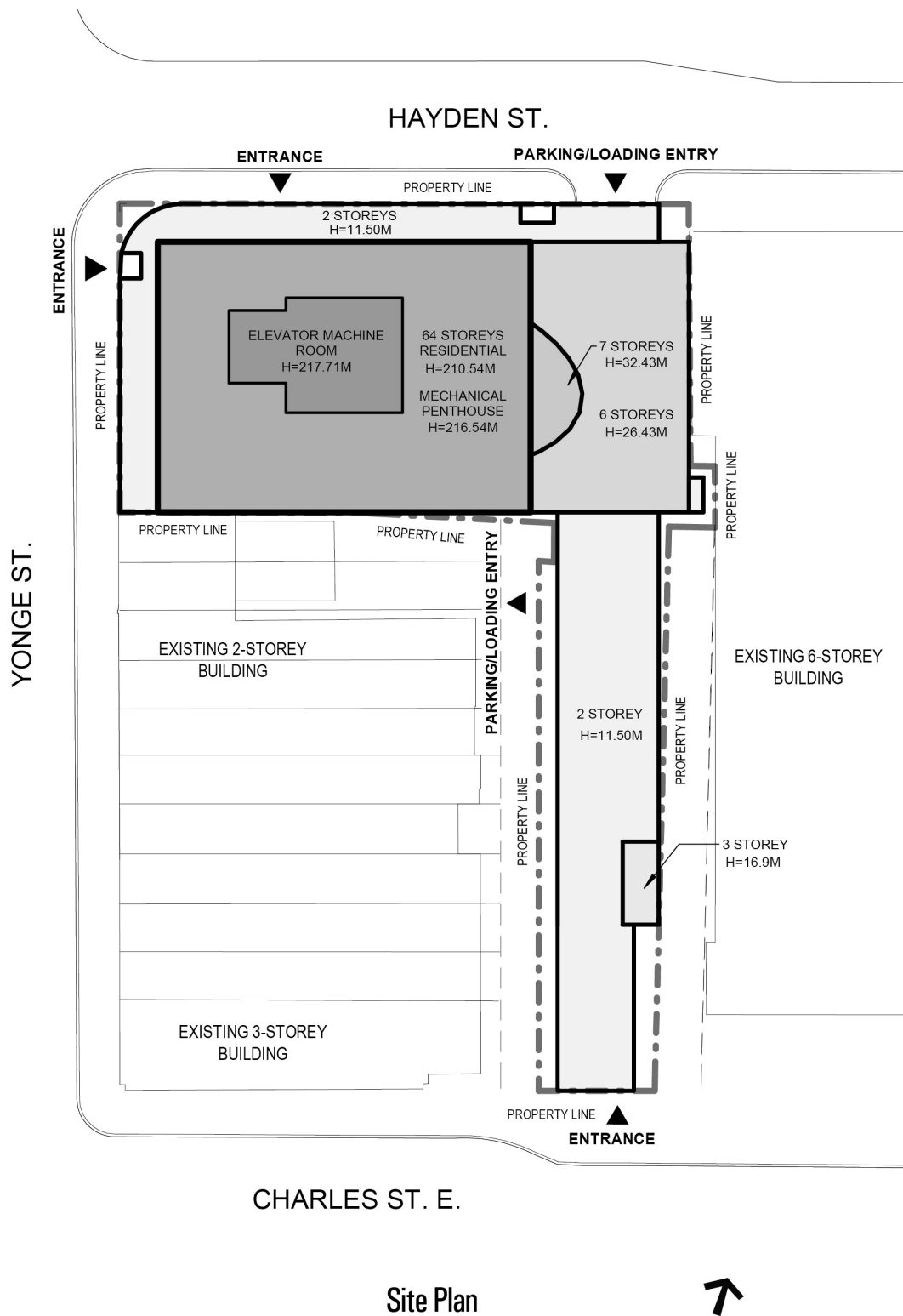
See Former City of Toronto By-law No. 438-86

R3
CR
Residential District
Mixed-Use District

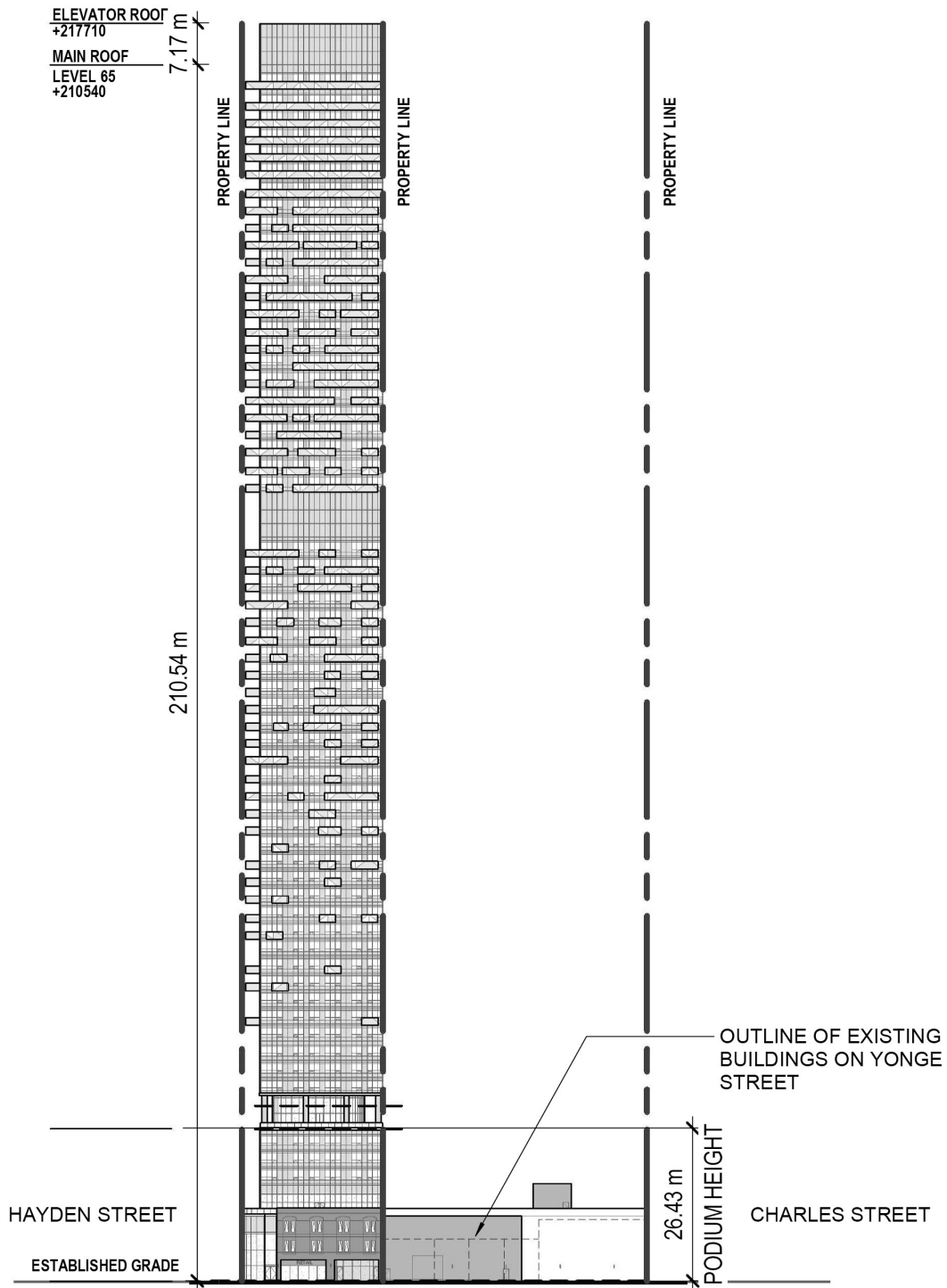


Not to Scale
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Attachment 5: Site Plan

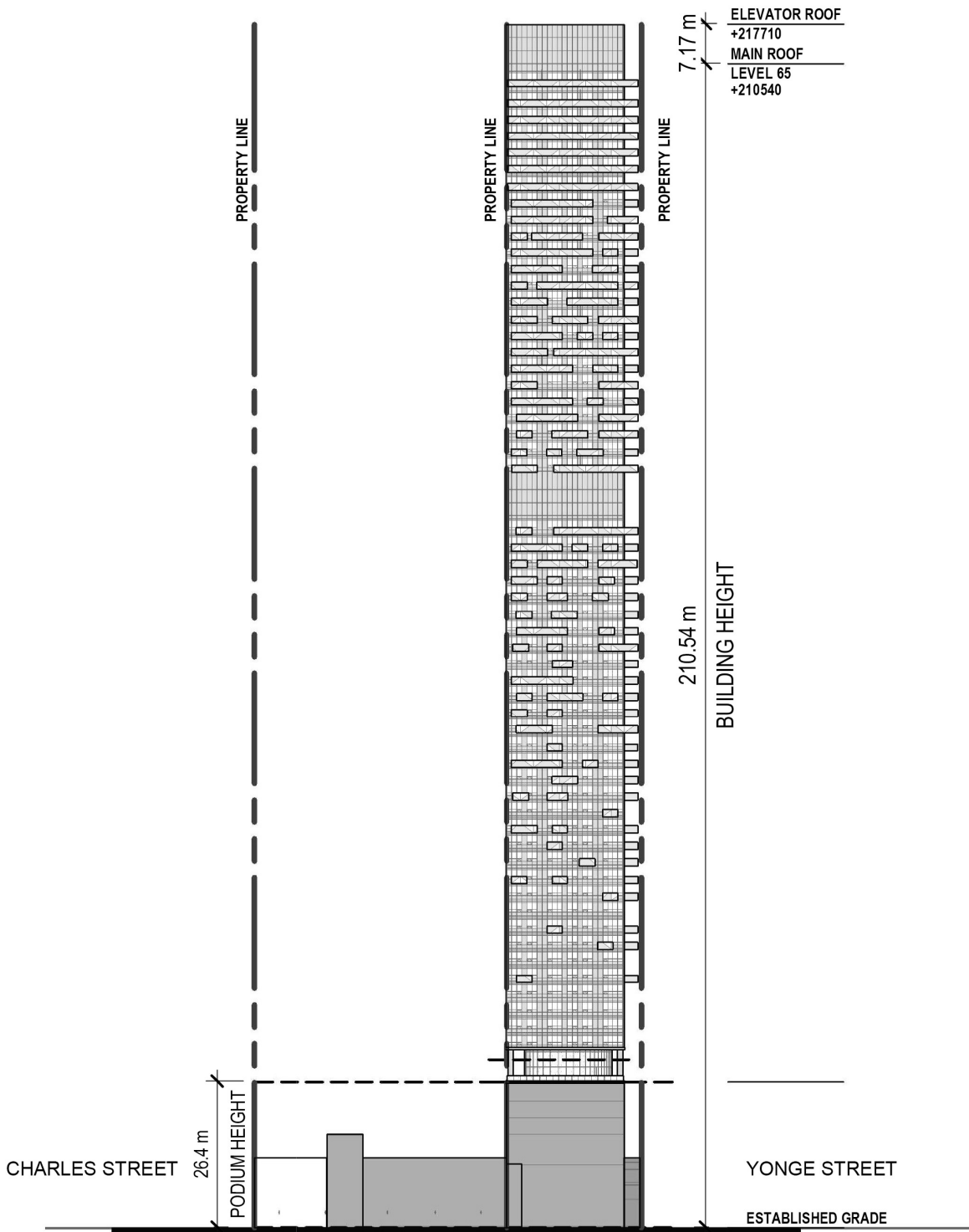


Attachment 6: West Elevation



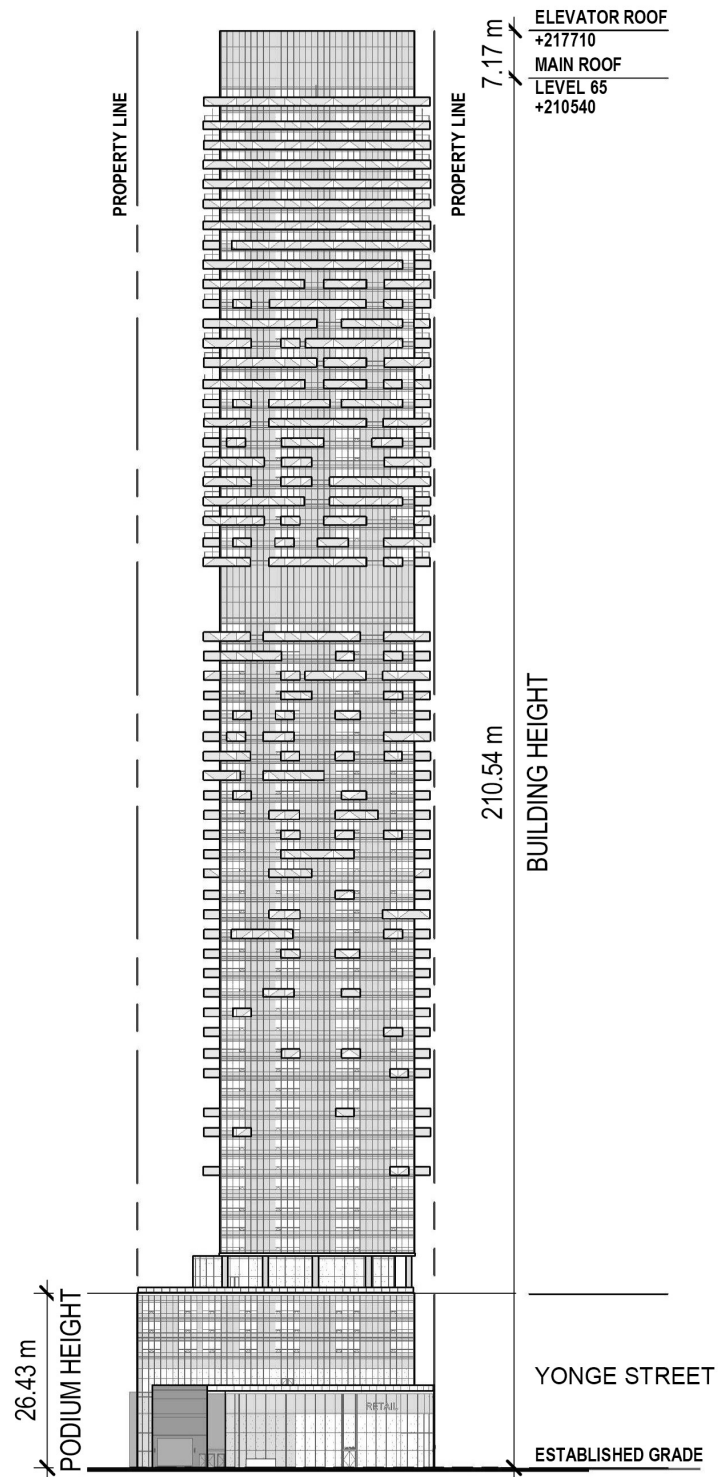
West Elevation

Attachment 7: East Elevation



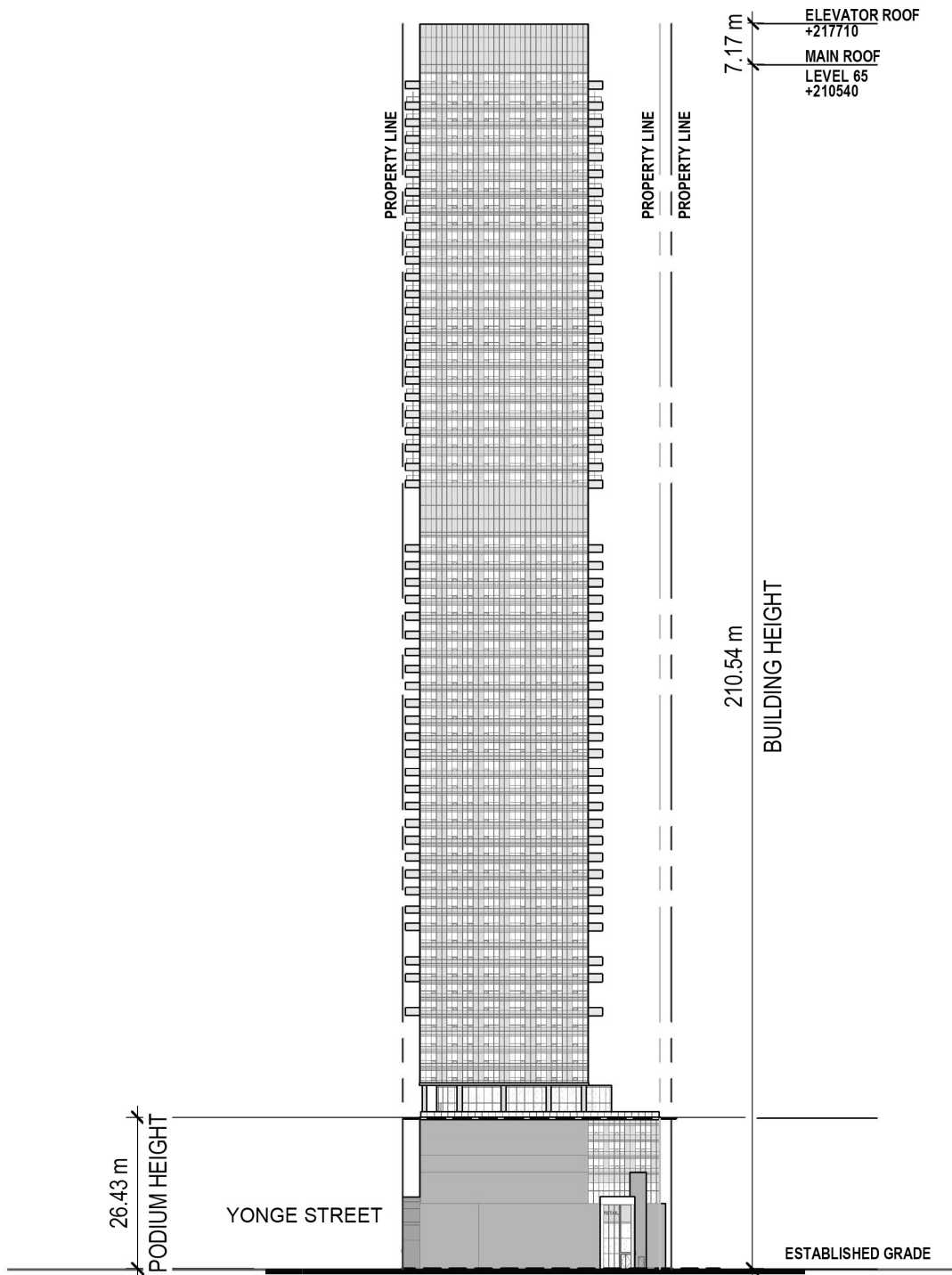
East Elevation

Attachment 8: North Elevation



North Elevation

Attachment 9: South Elevation



South Elevation

Attachment 10: 3D Massing Model

