

2351 and 2355 Keele Street – Zoning By-law Amendment Application– Appeal Report

Date: March 13, 2026

To: Etobicoke York Community Council

From: Director, Community Planning, Etobicoke York District

Ward: 5 - York South-Weston

Planning Application Number: 22 204291 WET 05 OZ

Related Planning Application Number: 22 204290 WET 05 SA and 25 206929 OZ
WET 05 OZ

SUMMARY

On September 23, 2022, the City received Zoning By-law Amendment and Site Plan Control applications for a 25-storey residential building proposed at 2351 and 2355 Keele Street with approximately 22,540 square metres of gross floor area and 311 residential units.

On June 30, 2023, the applicant appealed the applications to the Ontario Land Tribunal (OLT) citing City Council's failure to make a decision on the applications within the time period prescribed under the *Planning Act*. A Case Management Conference was held on September 26, 2023 (OLT Case No. OLT-23-000689 and OLT-23-000690). The OLT hearing date has not been scheduled.

This Report recommends that the City Solicitor with the appropriate City Staff attend the OLT hearing to oppose the application in its current form and to continue discussions with the applicant to resolve any outstanding issues.

An Official Plan Amendment application (25 206929 OZ WET 05 OZ) has been submitted for the entire North Park Plaza site, including the portion of the site that is the subject of this report. The Official Plan Amendment application proposes to establish principles for the entire plaza site, should it be redeveloped in the future. It does not propose any specific buildings. The Official Plan Amendment application has not been appealed and is currently under review.

RECOMMENDATIONS

The Director, Community Planning, Etobicoke York District recommends that:

1. City Council direct the City Solicitor and appropriate City staff to attend the Ontario Land Tribunal in opposition to the current application regarding the Zoning By-law

Amendment appeal for the lands at 2351-2355 Keele Street, and to continue discussions with the applicant to resolve outstanding issues.

2. City Council authorize the City Solicitor and 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 the Ontario Land Tribunal allows the appeal, in whole or in part.

FINANCIAL IMPACT

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 site includes the entire property at 2351 Keele Street and a portion of 2355 Keele Street. It is located approximately 100 metres south of the Lawrence Avenue West and Keele Street intersection. The site is relatively flat, has an area of approximately 0.45 hectares, and a frontage of 55 metres along Keele Street. See Attachment 2 for the Location Map.

Existing Uses

The property at 2351 Keele Street is currently vacant. The property at 2355 Keele Street contains a two-storey commercial retail plaza which is part of the larger North Park Plaza development. Vehicular access to the site is provided from Keele Street via Duvel Drive, a private driveway within the North Park Plaza. The larger plaza site has various retail establishments and associated surface parking lots.

Surrounding Uses

North: Adjoining the site immediately north is North Park Plaza. To the further north, is a low-rise residential neighbourhood beginning at Lawrence Avenue West and extending further north.

East: Adjoining the site immediately east is North Park Plaza, which includes various retail establishments.

South: To the south is the Junction-Weston-Dupont employment area composed of one- and two-storey commercial buildings.

West: To the east across Keele Street, there are mixed-use buildings fronting onto Keele Street. Further east is a low rise residential neighbourhood.

THE APPLICATION

Description

The Zoning By-law Amendment application propose a 25-storey residential building (84.5 metres, excluding the mechanical penthouse) with 311 dwelling units.

Density

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

Residential Component

The proposal includes 311 dwelling units, of which 29 are studio units (9.4%), 171 are one-bedroom units (54.9%), 96 are two-bedroom units (30.9%), and 15 are three-bedroom units (4.8%).

Access, Parking and Loading

Vehicle and loading access to the site is proposed off Keele Street along Duval Drive, a private road. The proposal contains 94 vehicular parking spaces (including 18 visitor spaces) in a one level of underground parking garage. A total of 342 bicycle parking spaces are proposed, consisting of 280 long-term spaces and 62 short-term spaces. One Type 'G' loading space is proposed.

Amenity Space

A total of 622 square metres of indoor amenity space (two square metres per unit) and 622 square metres of outdoor amenity space (two square metres per unit) are proposed.

Additional Information

See the attachments of this Report for an Application Data Sheet, Location Map, Site Plan, Elevations and two 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: www.toronto.ca/2355keelest

Reasons for Application

The Zoning By-law Amendment application proposes to amend both city-wide Zoning By-law 569-2013 and former City of North York By-law No. 7625. The amendment introduces site-specific performance standards to permit the proposed development.

APPLICATION BACKGROUND

On November 10, 2021, a pre-application consultation meeting was held with the applicant to discuss complete application submission requirements.

On September 23, 2022, the City received Zoning By-law Amendment and Site Plan Control applications. The materials and studies submitted in support of the application can be found by visiting the Application Information Centre: www.toronto.ca/2355keelest

On June 30, 2023, the applicant appealed the Zoning By-law Amendment and Site Plan Control applications.

An Official Plan Amendment application was submitted on October 27, 2025, and is under review.

Agency Circulation Outcomes

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

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), and shall conform to provincial plans.

Official Plan

The proposed site is designated *Mixed Use Areas* on Map 17 - Land Use Plan of the Official Plan *Mixed Use Areas* are key locations for accommodating future population and employment and permit a broad range of residential, commercial, and institutional uses intended to support complete communities. See Attachment 3 of this report for the Official Plan 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. Toronto Official Plan policies may be found [here](#).

Zoning

The property is zoned C2(7) – Local Shopping Centre, under former North York Zoning By-law 7625, permitting all C1- General Commercial Zones uses: including restaurants, retail stores, personal services, banks, offices, fitness centres and institutional uses such as day nurseries, public libraries, and colleges. Most auto-related uses are prohibited; however, Exception 7 specifically permits a car wash. Residential uses are not permitted.

The C2 zone allows buildings without a height limit (except parking structures, limited to 11 metres), with lot coverage capped at 50 percent. The required setbacks are as follows: a front yard ranging from 0 to 9.7 metres; a side yard with a minimum setback of six metres, increasing to 7.5 metres where a C2 zone is contiguous to the side lot lines of lots within a Residential Zone; and a rear yard with a minimum setback of six metres, or 13.5 metres where the rear lot line of a property in the C2 zone is located opposite a Residential Zone across the street. The minimum lot area must be three times the building footprint, excluding parking structures.

The property is not subject to City of Toronto Zoning By-law 569-2013. See Attachment 4 of this report for the Zoning Map.

Design Guidelines

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

- Tall Building Design Guidelines;
- Growing Up: Planning for Children in New Vertical Communities;
- Toronto Accessibility Design Guidelines; and
- Pet Friendly Design Guidelines and Best Practices for New Multi-Unit Buildings.

The design guidelines can be found [here](#).

Toronto Green Standard

The Toronto Green Standard (TGS) is a set of performance measures for green development. Applications for Zoning By-law Amendments and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. The TGS can be found [here](#).

Site Plan Control

A Site Plan Control application was submitted to the City and appealed to the OLT (OLT-23-000690).

PUBLIC ENGAGEMENT

Community Consultation

A Community Consultation Meeting was hosted by City staff on February 24, 2026. Approximately 165 people attended, including the Ward 5 Councillor, and City Staff. Additional comments and concerns were received via telephone and email throughout the development review process. The following is a summary of the feedback received:

- Concerns about existing and future traffic impacts, increased congestion, and the limited availability of adequate public transit to support the proposed development.
- Concerns regarding the building's overall height, the need for an appropriate transition to adjacent properties, and whether the proposed scale is suitable within the surrounding context.
- Concerns the project represents an over-intensification of the site.
- Concerns for shadow impacts on neighbouring buildings, as well as possible wind-related impacts resulting from the building's height and massing.
- Concern that the entire North Park Plaza could be redeveloped in the future leading to a loss of existing retail uses and local employment opportunities.

COMMENTS

Planning Act and Provincial Planning Statement

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 for consistency with the Provincial Planning Statement PPS (2024).

The Official Plan is the most important vehicle for implementation of the Provincial Planning Statement. Comprehensive, integrated and long-term planning is best achieved through official plans and as noted below

Official Plan Policies and Design Guidelines

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

Land Use

The proposal is consistent with the Official Plan's Land Use policies. Residential development is a permitted use within the *Mixed Use Areas* designation, and the proposed use aligns with the intent and objectives of this land use category.

Housing

The Official Plan requires the provision of a full range of housing forms, tenures, and affordability levels to meet the current and future needs of residents.

The Growing-Up Guidelines specify a building should provide a minimum of 25% large units: 10% of the units should be three-bedroom units and 15% of the units should be two-bedroom units. The proposed 15 three-bedroom units (4.8%) do not meet the unit-mix objectives of the Growing Up Guidelines.

Density, Height, Massing

Staff have reviewed the proposed building's height, massing, and overall configuration to ensure it aligns with the Official Plan and applicable City design guidelines.

The surrounding area features a mix of built forms, including 20–22-storey apartment buildings and one- to two-storey buildings containing employment uses.

The overall height of the proposal is 25-storeys including a six-storey (23.5-metre) eastern podium fronting the north driveway, with a two-metre setback at the second storey. Along Keele Street, the podium establishes a four-storey streetwall that steps back 1.8 metres before rising to six storeys, providing a more proportional interface with the streetscape. The tower steps back an additional 6.5 metres at the seventh storey and is positioned 10.1 metres from the west property line to accommodate a forecourt and lobby entrance.

The proposed tower has a 721-square-metre floorplate, consistent with the City's Tall Building Guidelines.

Public Realm

The revised proposal allows for improvements to the pedestrian realm by providing ground-floor setbacks along Keele Street and Duval Drive. This includes a 10.1-metre setback on Keele Street to create a defined lobby forecourt with improved landscaping. The south podium setbacks ranging from 1.85 to 3.6 metres to provide a more comfortable and appropriate transition to the adjacent properties. Along the north private driveway, a 5.3-metre setback supports an expanded landscaped zone and walkway, while a 19.9-metre setback on the east side accommodates a new Privately Owned Publicly-Accessible Space (POPS), outdoor amenity space, and a reconfigured six-metre drive aisle.

To further support a high-quality living environment, staff have encouraged the applicant to incorporate generous, well-designed landscaped areas and residential-oriented amenities along Keele Street, helping create an inviting forecourt and a stronger sense of community. Staff also encourage the introduction of landscaped buffers along both the north and south lot lines to enhance the residential setting and improve overall on-site livability.

Wind Impact

The Pedestrian Wind Study prepared by Gradient Wind Engineering, dated February 25, 2022, and revised June 14, 2024 finds that most grade-level areas on and around the site will experience pedestrian wind conditions acceptable for their intended uses year-round, with only a small area northwest of the site experiencing marginally uncomfortable walking conditions during spring and winter.

Conditions within the POPS and grade-level outdoor amenity areas are generally suitable, ranging from sitting to standing with potential improvements achievable through targeted landscaping or wind-screen elements, depending on programming needs. The Level seven amenity terrace, modeled with 1.8-metre wind screens, is expected to provide standing-level comfort, with further mitigation to be refined through detailed design and Site Plan Control. No dangerous wind conditions are anticipated under typical weather patterns.

Servicing

A Functional Servicing and Stormwater Management Report and associated plans prepared by Counterpoint Engineering, dated July 14, 2022, revised on June 18, 2024 and May 23, 2025 was submitted in support of the proposal.

Development Engineering staff require revisions to the reports in order to determine the stormwater runoff, sanitary flow and water supply demand resulting from this development and whether there is adequate capacity in the existing municipal infrastructure to accommodate the proposed development.

In the event the proposal is approved by the OLT in whole or in part, the applicant would be required to demonstrate to the satisfaction of the Director, Engineering Review,

Development Review, that there is sufficient capacity for the proposal to be adequately serviced, and would be responsible for any related upgrades required to support the development.

Traffic Impact, Access, Vehicular and Bicycle Parking, Loading

Transportation Review staff have reviewed the Transportation Impact Study prepared by HDR Inc., dated July 11, 2022, and revised on June 19, 2024, and May 9, 2025. Following this review, staff have identified the need for additional revisions to the study and its associated drawings.

These include the need for additional analysis and confirmation of the recommended right-in/right-out access configuration at the Keele Street and Duval Drive intersection to ensure safe and efficient operations, reduce congestion, and minimize conflict points along Keele Street, particularly given the increased merging activity anticipated with the queue-jump lane. Further justification is also required for the proposed northbound queue-jump lane on Keele Street, as requested by the Toronto Transit Commission (TTC).

Should the proposal be supported by the OLT in whole or in part, the applicant will be required to demonstrate that sufficient transportation capacity exists to accommodate the development and will be responsible for any necessary upgrades. In addition, a formal access easement will be required to regulate movements between the proposed driveway and the adjacent mall's internal circulation network, ensuring appropriate long-term access arrangements to the satisfaction of General Manager, Transportation Services.

Parkland

In accordance with Section 42 of the Planning Act, the Owner is required to satisfy the parkland dedication requirement through cash-in-lieu. 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. Additionally, the Toronto Municipal Code Chapter 415-28, requires that the payment be made prior to the issuance of the first above-ground building permit for the land to be developed.

Tree Preservation

An Arborist Report and Tree Protection Plan prepared by MEP Design Inc., dated July 29, 2022, and revised June 21, 2024, was submitted in support of the application.

The proposed Landscape Plan identifies 18 new trees: 13 on private property and five within the City road allowance. At the Site Plan Control stage, Urban Forestry will require additional information and further coordination for all proposed tree plantings in both locations.

Toronto Green Standard

The applicant is required to meet Tier 1 of the TGS version in force at the time of a complete application. TGS measures such as bicycle parking and soil volume would need to be secured in the Zoning By-law process.

Land Use Compatibility, Air Quality, Dust and Odour Study

The site is adjoining the Junction-Weston-Dupont Employment Areas. A Compatibility/Mitigation and Air Quality, Dust and Odour Study, prepared by SLR Consulting (Canada) Ltd., dated August 24, 2022, was submitted in support of the application. The study concludes that the application satisfies all requirements of MECP Guideline D-6. Consequently, it is not expected to generate nuisance complaints, place operational constraints on nearby major facilities, or limit their future ability to expand or modify operations.

As part of the continued review of the proposal, the Compatibility/Mitigation and Air Quality Study must be peer reviewed at applicant expenses. Any mitigation measures that are recommended through a future peer review will need to be secured as part of the proposal, should the application be approved in some form.

Noise Impact Study

An Environmental Noise Feasibility Assessment prepared by Gradientwind, dated July 11, 2022, and revised on June 6, 2024, was submitted in support of the application. The study indicates that the proposed development will be influenced by several existing environmental noise sources. The primary transportation-related sources include road traffic along Keele Street and Lawrence Avenue West. In addition, notable stationary noise sources consist of rooftop air-handling units, condensers, a garbage compactor, and refrigeration trucks serving adjacent retail and industrial operations. The study also identifies intermittent impulsive noise generated by loading dock activities.

The report recommends that residential units will require central air conditioning or comparable ventilation to allow windows to remain closed due to roadway traffic noise, and a Type D Warning Clause will be required in all agreements. Stationary noise levels from nearby commercial sources exceed Class 1 limits and cannot be feasibly mitigated through barriers or other measures, leading to a recommendation for a Class 4 designation given the site's proximity to existing lawful stationary noise sources. Noise levels generated by the proposed development itself are expected to meet Class 1 criteria for surrounding properties, though a future stationary noise analysis is advised, and any on-site impacts can generally be addressed through appropriate equipment selection and placement. Outdoor living areas meet NPC-300 noise criteria and do not require mitigation; however, a detailed roadway noise study will be needed at Site Plan Control stage.

The Environmental Noise Feasibility Study submitted with the application will need to undergo a peer review at applicant expenses; however, this review has not yet commenced.

Further Issues

Development Review Staff may also be required to evaluate supplementary or revised plans and supporting materials submitted by the applicant after the date of this Report. As a result, Staff may continue to refine or identify further issues or supplement the

reasons provided in this Report. Where substantive changes to the proposal are made by the applicant, Staff may report back to City Council as necessary.

Conditions to Any Tribunal Order

Should the OLT allow the appeal, in whole or in part, the following includes a preliminary list of conditions that should be imposed on the issuance of any final order of the Tribunal on the Zoning By-law Amendment to the satisfaction of the appropriate City Officials:

- The final form and content of the draft Zoning By-law Amendment is satisfactory to the Executive Director, Development Review and the City Solicitor;
- The owner has at its sole expense:
 - Addressed all outstanding issues identified within the Development Engineering correspondence, dated November 30, 2022, August 12, 2024, and December 8, 2025, to the satisfaction of the Director, Engineering Review, Development Review;
 - Submitted a revised Functional Servicing and Stormwater Management Report to the satisfaction of the Director, Engineering Review, Development Review, and such report shall determine the stormwater run-off, sanitary flow and water supply demand resulting from the development and whether there is adequate capacity in the existing municipal infrastructure to accommodate the proposed development and/or any upgrades that may be required;
 - Made satisfactory arrangements with the Director, Engineering Review, Development Review and entered into the appropriate agreement with the City for the design and construction of any improvements to the municipal infrastructure, should it be determined that upgrades are required to the infrastructure to support this development, according to the Functional Servicing and Stormwater Management Report accepted by the Director, Engineering Review, Development Review;
 - Submitted an acceptable Land Use Compatibility Study, Air Quality Study and Noise Impact Study and such reports to be peer reviewed by a third-party consultant on behalf of the City and at the owner's expense, with recommendations to be implemented as part of the Zoning By-law and secured in a Site Plan Agreement, to the satisfaction of the Executive Director, Development Review;
 - Submitted a revised Parking Study, a revised Loading Study, a revised Traffic Operations Assessment, and a revised Transportation Impact Study, to the satisfaction of Transportation Review;
 - Addressed all outstanding issues raised by Urban Forestry noted in correspondence, dated December 2, 2022, August 1, 2024, and December 9, 2025, including the need for an updated Arborist Report, Landscape Plan,

Planting Plan and Soil Volume Plan, to the satisfaction of the General Manager of Tree Protection and Plan Review;

- Made revisions to meet the Toronto Green Standard requirements to the satisfaction of the Executive Director, Development Review; and
- Should it be determined that upgrades are required to the infrastructure to support the development according to the accepted Functional Servicing and Stormwater Management Report and/or the Transportation Impact Study, a Holding Provision be included in the final form of the site-specific Zoning By-law Amendment and the Holding Provision not to be lifted until such a time as the owner has made satisfactory arrangements, including entering into appropriate agreement(s) with the City for the design and construction of any improvements to the municipal infrastructure and the provision of financial securities to the satisfaction of the Director, Engineering Review, Development Review and General Manager, Transportation Services.

CONTACT

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SIGNATURE

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Director, Community Planning
Etobicoke York District

ATTACHMENTS

City of Toronto Data/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: Elevations
- Attachment 7: 3D Massing Model

Attachment 1: Application Data Sheet

Municipal Address: 2351-2355 Keele Street **Date Received:** September 15, 2022

Application Number: 22 204291 WET 05 OZ and 22 204290 WET 05 SA

Application Type: Zoning By-law Amendment and Site Plan Control Applications

Project Description: Proposal to redevelop the Lands with a 25-storey residential building with a total of 311 dwelling units.

| Applicant | Agent | Architect | Owner |
|--|---|---|---|
| Matthew Stonehouse, Development Manager, Smart Centres REIT 3200 Highway 7, Vaughan, ON L4K 5Z5 | Charlie Smith, Senior Planner, Bousfield Inc. 3 Church Street, Toronto, ON M5E 1M2 | Petroff Partnership Architects, 10 Aviva Way, Markham, ON L6G 0G1 | North Park Shopping Centres Ltd., 3200 Highway 7, Vaughan, ON L4K 5Z5 |

Existing Planning Controls

Official Plan Designation: Mixed Use Areas **Site Specific Provision:** N/A

Zoning: Former City of North York By-Law No. 7625 C2(7) **Heritage Designation:** N/A

Height Limit (m): N/A **Site Plan Control Area:** Y

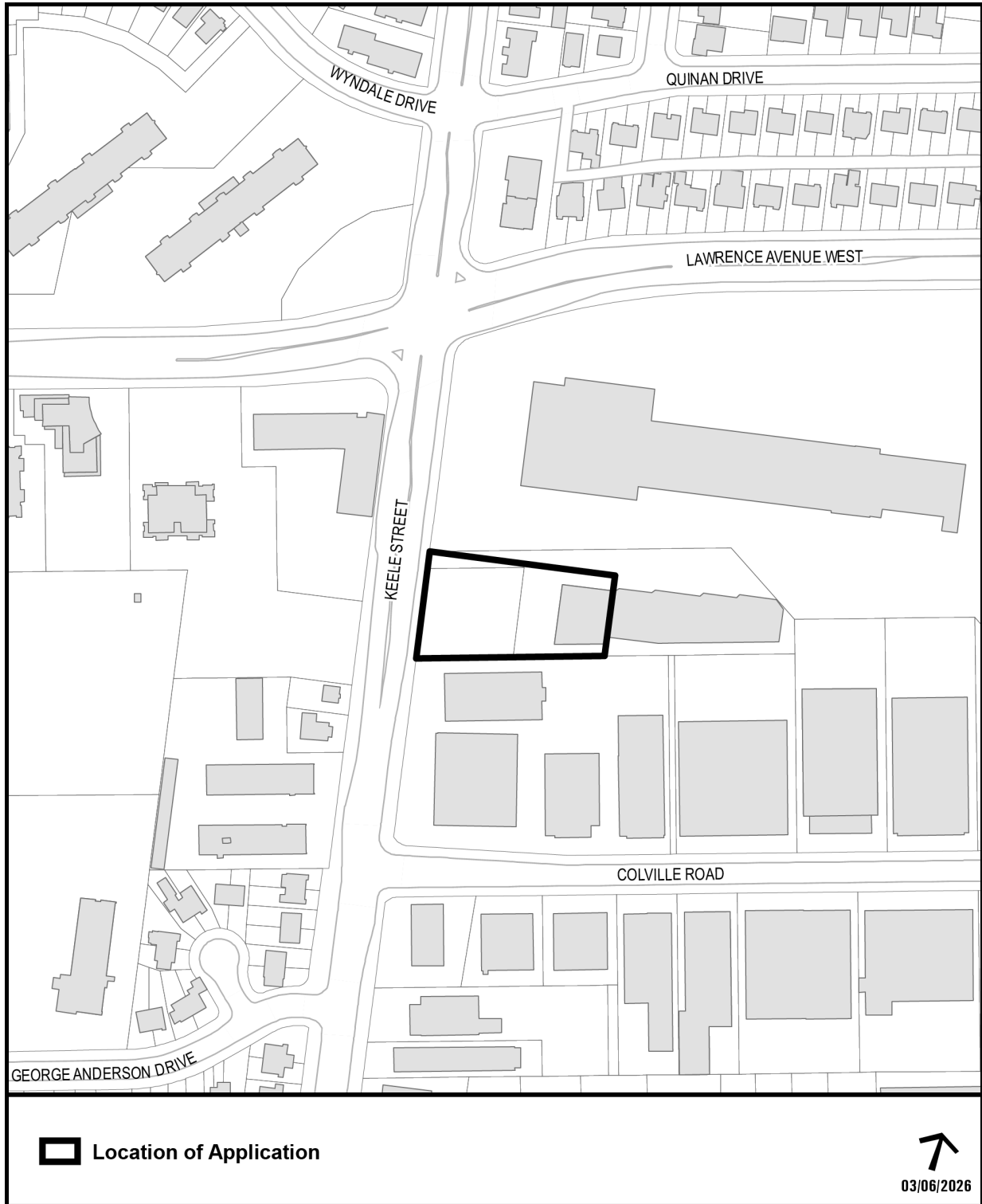
Project Information

Site Area (sq m): 4,568 **Frontage (m):** 55 **Depth (m):** 94,686

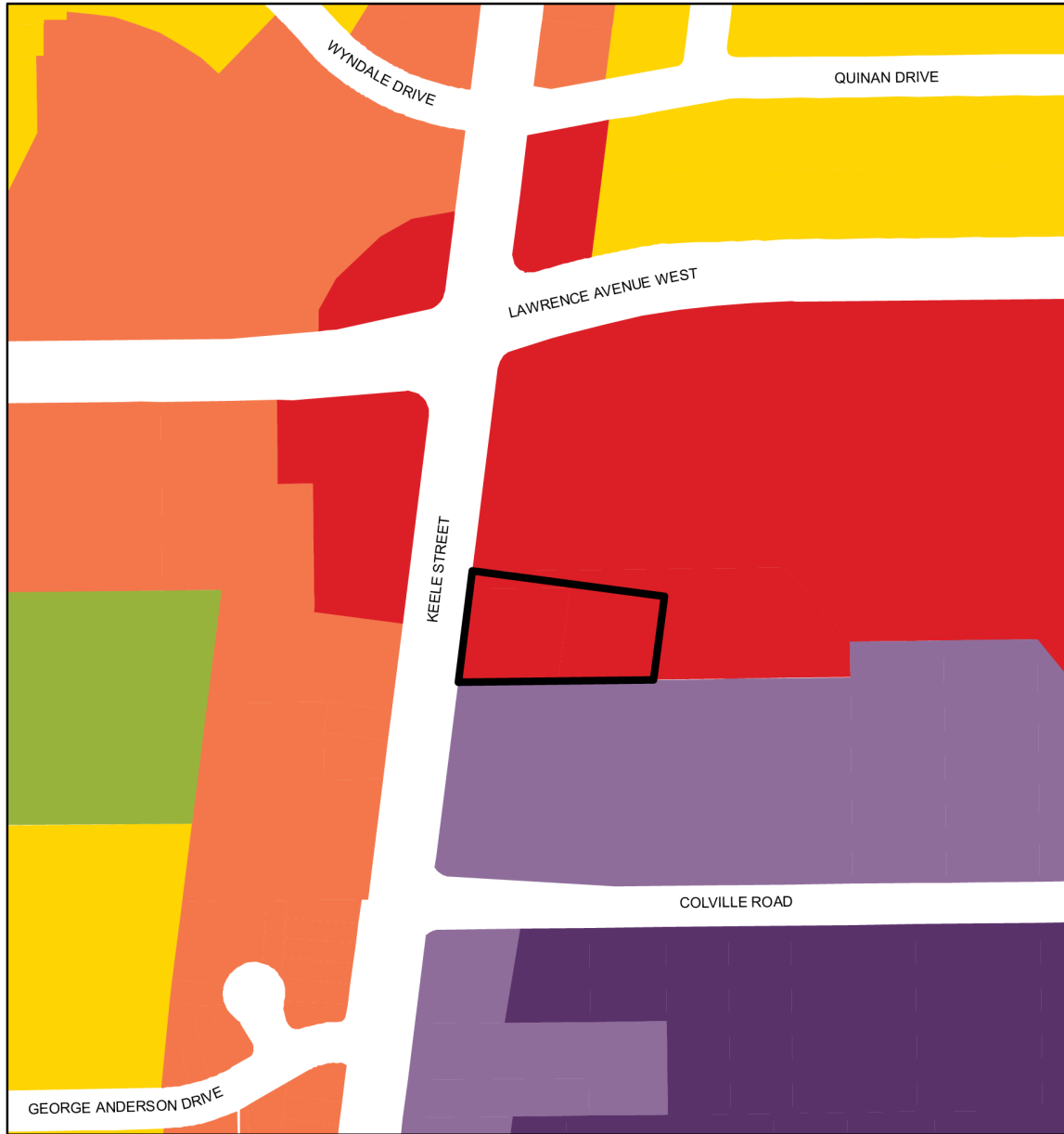
| Building Data | Existing | Retained | Proposed | Total |
|-----------------------------|-----------------|-----------------|-----------------|---------------|
| Ground Floor Area (sq m): | 785 | | 1,888 | 1,888 |
| Residential GFA (sq m): | | | 22,540 | 22,540 |
| Non-Residential GFA (sq m): | 1,570 | | 0 | 0 |
| Total GFA (sq m): | 1,570 | | 22,540 | 22,540 |
| Height - Storeys: | 2 | | 25 | 25 |
| Height - Metres: | 7 | | 84.5 | 84.5 |

Lot Coverage Ratio (%): 41.33 **Floor Space Index:** 5.0

Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map




Official Plan Land Use Map # 17

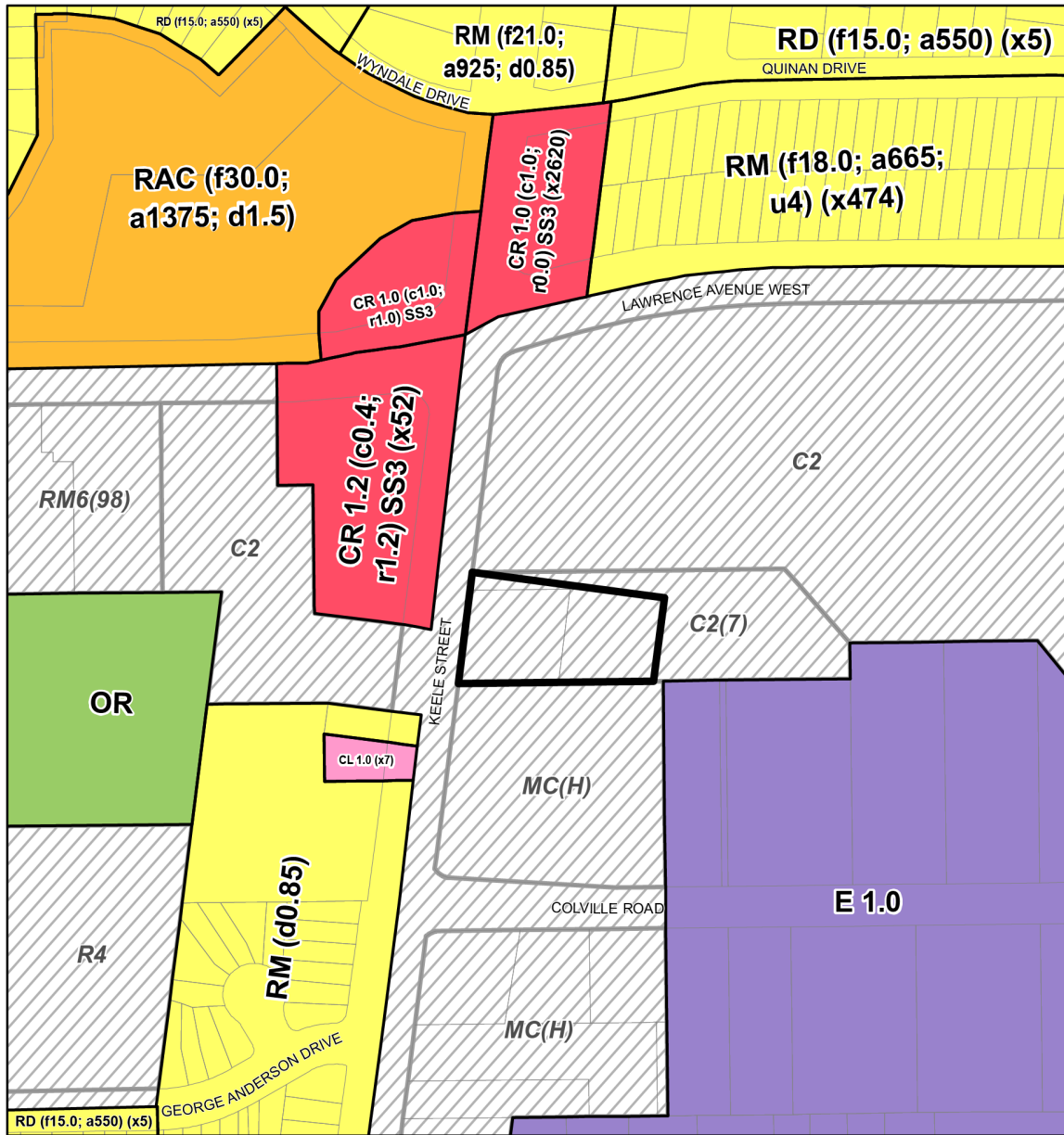
2351-2355 Keele Street

File # 22 204291 WET 05 0Z

-  Location of Application
-  Neighbourhoods
-  Apartment Neighbourhoods
-  Mixed Use Areas
-  Parks
-  General Employment Areas
-  Core Employment Areas


 Not to Scale
 Extracted: 03/06/2026

Attachment 4: Existing Zoning By-law Map



Zoning By-law 569-2013

2351-2355 Keele Street

File # 22 204291 WET 05 0Z

Location of Application

- RD Residential Detached
- RM Residential Multiple
- RAC Residential Apartment Commercial
- CL Commercial Local
- CR Commercial Residential
- E Employment Industrial
- OR Open Space Recreation

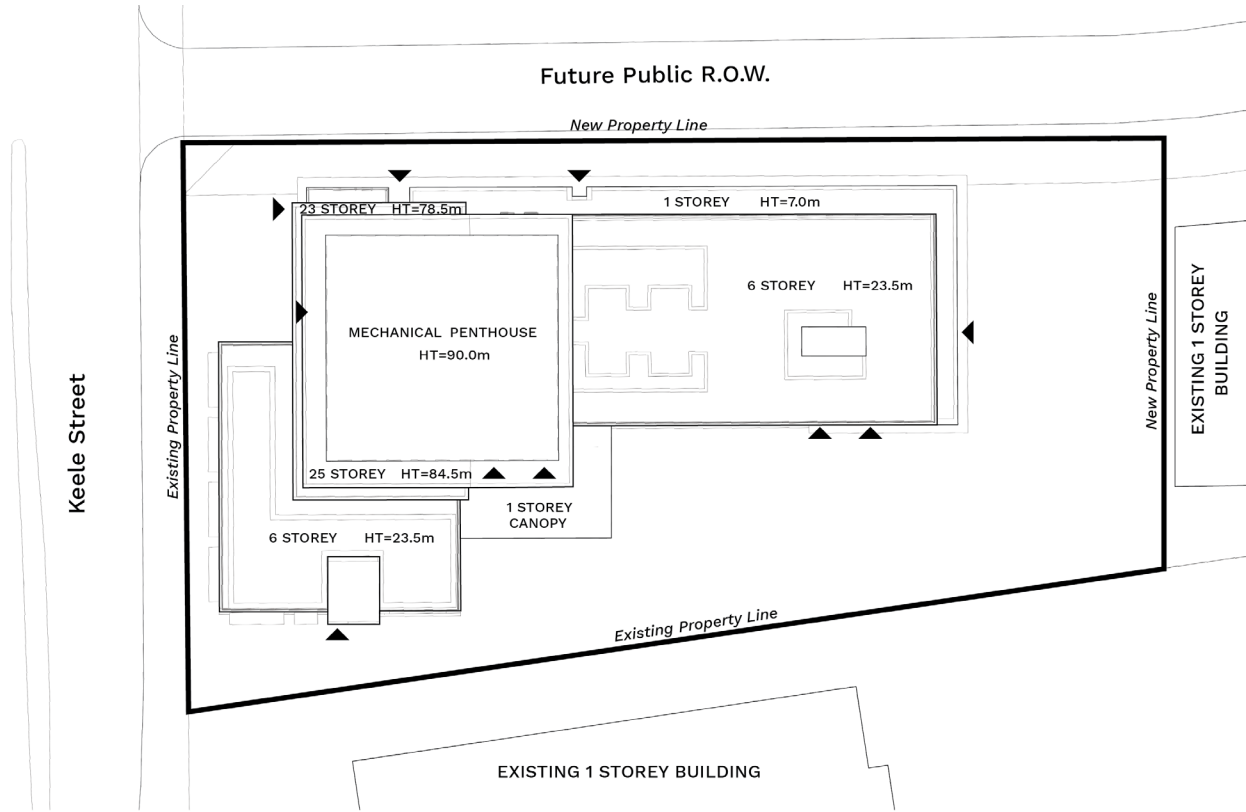
See Former City of North York By-law No. 7625

- R4 One-Family Detached Dwelling Fourth Density Zone
- RM6 Multiple-Family Dwellings Sixth Density Zone
- C2 Local Shopping Centre Zone
- MC Industrial-Commercial Zone



Not to Scale
Extracted: 03/06/2026

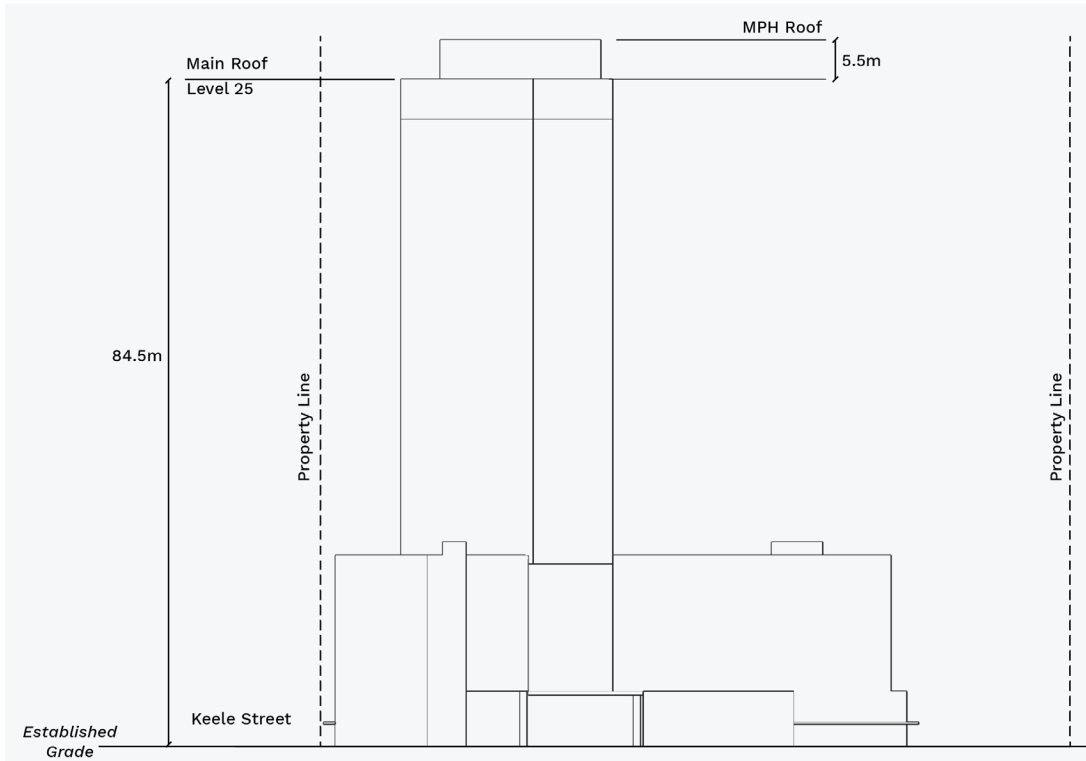
Attachment 5: Site Plan



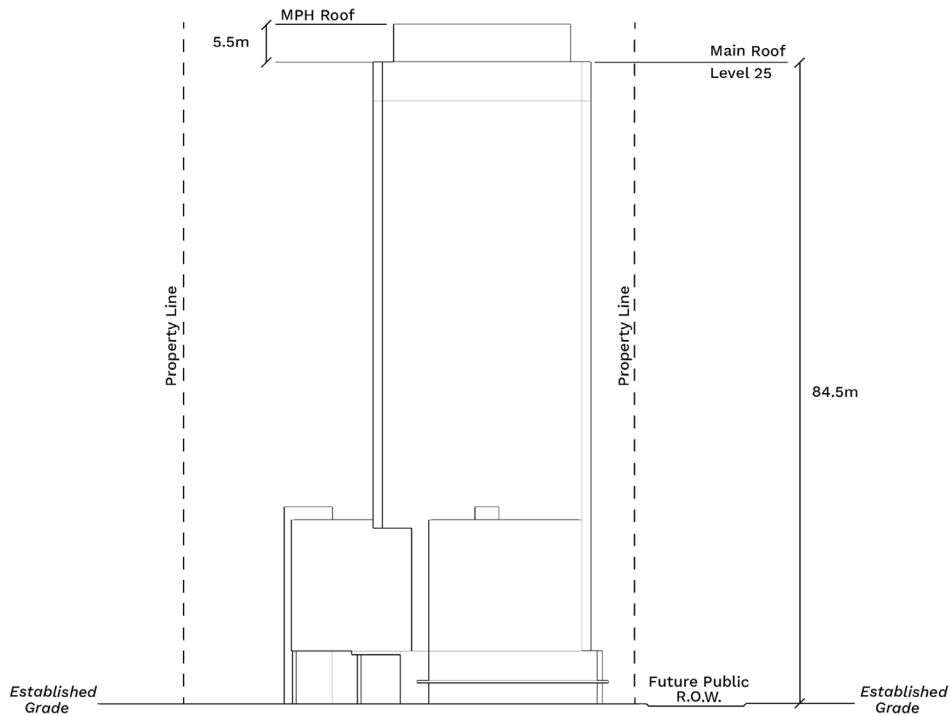
Site Plan



Attachment 6: Elevations

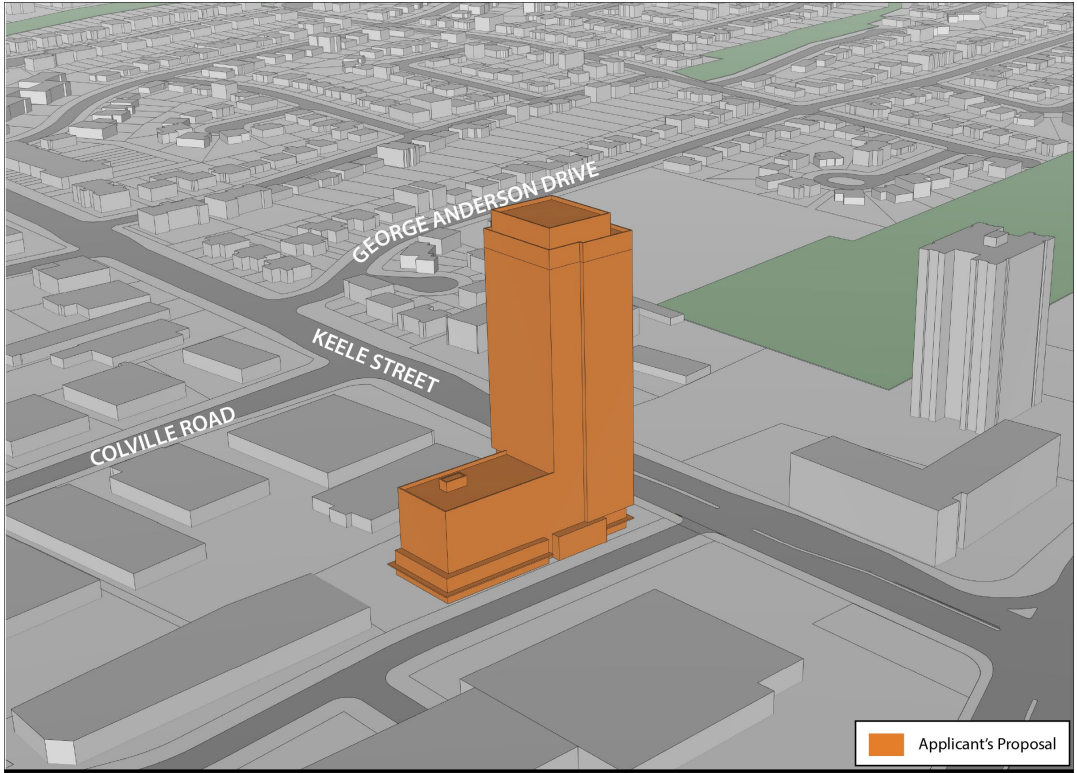


South Elevation



West Elevation

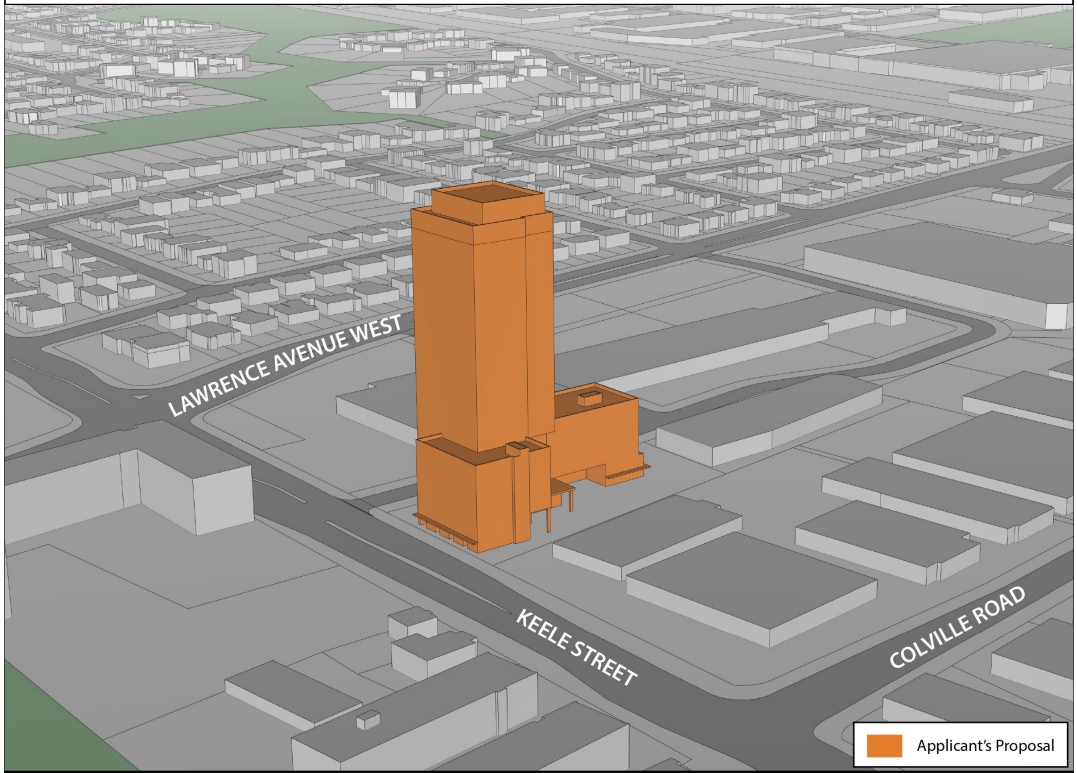
Attachment 7: 3D Massing Model



View of Applicant's Proposal Looking Southwest



03/12/2026



View of Applicant's Proposal Looking Northeast



03/12/2026