

405 Sherbourne Street – Zoning By-law Amendment – Decision Report – Approval

Date: January 8, 2026

To: Planning and Housing Committee

From: Executive Director, Development Review

Ward: 13 - Toronto Centre

Planning Application Number: 25 256557 STE 13 OZ

SUMMARY

This report recommends approval of a City-initiated Zoning By-law Amendment to permit a 35-storey (120 metres, excluding mechanical penthouse) mixed-use building at 405 Sherbourne Street. This City-owned property has a Site-Specific Zoning By-law (By-law 450-2022) which permits a 26-storey (77-metre) mixed-use building with 267 rental dwelling units and 168 square metres of community space.

This new proposal includes 301 residential units (including up to 90 affordable housing units) and 229 square metres of community space on the ground floor. It provides a higher percentage of two and three-bedroom units over the previously approved zoning and an enhanced public realm that includes a landscaped mid-block pedestrian connection between Sherbourne Street and Bleecker Street. This Toronto Builds site will remain in City ownership and will be leased to a non-profit housing provider for a term of 40-99 years.

A separate report from Heritage Planning regarding the alterations to a Heritage Property Designated under Part V of the Ontario Heritage Act will be considered by City Council in conjunction with this report.

RECOMMENDATIONS

The Executive Director, Development Review recommends that:

1. City Council amend City of Toronto Zoning By-law 569-2013 for the lands municipally known as 405 Sherbourne Street substantially in accordance with the draft Zoning By-law Amendment, which includes a Holding Provision, 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 authorize the Executive Director, Development Review to enter into an Agreement pursuant to subsection 35.2(2) of the Planning Act and the City's Inclusionary Zoning Bylaw on terms satisfactory to the Chief Planner and Executive Director, City Planning and in a form acceptable to the City Solicitor.

FINANCIAL IMPACT

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 a range of rental homes and mixed-income communities on public land. The City-owned site at 405 Sherbourne Street was identified as a Toronto Builds site in that report.

To support the delivery of affordable housing on City-owned land, Council approved a range of financial incentives. The City's financial incentives include exemptions 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 for all affordable homes.

In addition to the incentives for affordable homes, the full development is eligible for waivers of parkland dedication fees and community benefits contribution charges as approved by City Council on July 23 and 24, 2025 in EX25.1. That report included a recommendation to exempt Toronto Builds projects from these fees.

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.

Estimates of financial incentives to be provided to 405 Sherbourne Street via Toronto Builds and the Rental Housing Supply Program are shown in Table 1. The site will have a total of 301 units, of which 20-30% will be affordable for a period of 40-99 years.

Table 1. Estimated financial incentives provided to 405 Sherbourne Street site

Incentives (Foregone Fees and Charges)				Property Tax Exemptions	Total
Estimated Foregone Development Charges (Affordable Units Only)*	Estimated Foregone Permit and Planning Fees (Affordable Units Only)**	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
\$2,518,247 - \$3,768,460	\$0	\$5,946,556	\$8,464,803 - \$9,715,016	\$3,372,909 - \$9,156,044	\$11,837,712 - \$18,871,060

*Calculated using 2025 development charge rates for affordable units only

**In the case of City-led planning application and building permit applications, application fee waivers are not applied and full application fees are paid.

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

^Calculated using 2025 property tax rates for affordable units.

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

TORONTO BUILDS

The Toronto Builds Policy Framework establishes policies to guide the development of new housing on City land. The subject site has been identified by City Council as a Toronto Builds site and is subject to the Toronto Builds development requirements:

- 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
- Projects on City-owned land will deliver projects with the residential component being 100% purpose-built rental housing in tenure.
- 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.
- 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. 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). Affordability must be maintained for a minimum of 40 years and for the duration of any lease. 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.
- 20% of new affordable rental homes, and 15% of market rental homes, must be accessible, meeting Ontario Building Code requirements for barrier-free.
- Toronto Builds projects must 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.
- 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.
- 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.

DECISION HISTORY

The City's Housing Now Initiative was launched in 2018, and in 2019, 11 Phase One sites were selected. On May 28, 2020, City Council adopted *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 405 Sherbourne Street. The six new sites in Phase Two are estimated to create between 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 June 29 and 30, 2020, City Council adopted *PH 14.3 Housing Now Initiative – Annual Progress Report*. The Report provided Council with the first annual update on the Housing Now Initiative including the early successes, lessons learned and latest status of the Phase One Sites. The report recommended enhancements to the Housing Now Initiative that will improve the lives of future residents of the sites. Some of these enhancements include limiting annual rent increases on market rental homes, maximizing the involvement of non-profit organizations to increase affordability, and through the market offering process, increasing the number of accessible homes with the incorporation of universal design features to create housing that is suitable for everyone. The City Council decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH14.3>

On December 4, 2020, the Board of Directors of CreateTO adopted *RA19.5 – Housing Now Progress – Update*. The Board directed the Vice President of Development at CreateTO to work with the local Councillor to review an increase in the density at 405 Sherbourne Street. The decision can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2020.RA19.5>

On July 14, 15, and 16, 2021, City Council adopted *PH25.4 - Alterations to a Heritage Property Designated under Part V of the Ontario Heritage Act – 405 Sherbourne Street*. The report recommended Council's approval of the alterations to the heritage property at 405 Sherbourne Street under Section 42 of the Ontario Heritage Act. This approval would allow for the construction of a 26-storey mixed-use building on the site and a Heritage Impact Assessment. The recommendation included conditions such as submitting final site plan drawings, a detailed landscape plan, and an Interpretation Plan prior to final Site Plan Approval. Additionally, before any building or heritage permits are issued, the owner must provide building permit drawings with detailed materials and finishes prepared by the project architect and a qualified heritage consultant. The Toronto Preservation Board decision can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2021.PB25.4>

On July 14, 15 and 16, 2021, City Council adopted *TE26.81 - Parking Amendments - Sherbourne Street (405 Sherbourne Street - Housing Now Development)*. This report included a series of recommendations related to stopping prohibitions and a designated taxi stand on Sherbourne Street. The decisions included rescinding existing stopping prohibitions along Sherbourne Street between Dundas Street East and Isabella Street,

and replacing them with a new prohibition on stopping at all times along a consolidated segment on the east side of Sherbourne Street from 134.9 metres north of Dundas Street East to 24.5 metres north of Isabella Street. Council also rescinded the designated taxi stand for two taxis located along Sherbourne Street between 130 metres and 141 metres north of Carlton Street. Council directed staff to postpone introducing the necessary Bills to implement these changes until the proposed City-initiated Zoning By-law Amendment for 405 Sherbourne Street is in force and effect. The City Council decision can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2021.TE26.81>

On July 14, 15 and 16, 2021, City Council adopted *PH25.3 - Housing Now - 405 Sherbourne Street - Zoning Amendment - Final Report*. The report recommended amendments to Zoning By-law 569-2013 and Zoning By-law 438-86 for the lands at 405 Sherbourne Street, substantially in accordance with the draft by-laws in Attachments 6 and 7 of the June 14, 2021 report from the Chief Planner and Executive Director, City Planning. City Council required CreateTO to submit an updated Functional Servicing Report before introducing the necessary Bills and directed CreateTO and City Planning to advance detailed design requirements and secure their delivery through a Lease Agreement with the housing provider. The City Council decision can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2021.PH25.3>

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 May 11 and 12, 2022, City Council adopted *PH33.6 - Dundas-Sherbourne Neighbourhood Revitalization – Update*. City Council directed staff to explore options to deliver at least 40 new units of supportive housing on the Housing Now Initiative site at 405 Sherbourne Street. The City Council decision can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2022.PH33.6>

On November 8 and 9, 2023, City Council adopted *EX9.3 Generational Transformation of Toronto’s Housing System to Urgently Build More Affordable Homes*. As part of this initiative, 405 Sherbourne Street was identified as a site under the City-led development model in which all aspects of the site’s delivery will be under a ‘public builder model’ including undertaking all due diligence. The City Council decision can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2023.EX9.3>

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 405 Sherbourne Street (formerly Housing Now site). 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:

<https://secure.toronto.ca/council/agenda-item.do?item=2025.EX25.1>

THE SITE AND SURROUNDING LANDS

Description

The property is located on a through lot with frontage on both the east side of Sherbourne Street and west side of Bleecker Street, north of Carlton Street and south of Wellesley Street. It is currently occupied by a Toronto Parking Authority parking lot with vehicular access from Sherbourne Street.

The site is rectangular in shape with a lot area of approximately 3,000 square metres, and frontages of approximately 51 metres along Sherbourne Street and 49 metres along Bleecker Street. See Attachment 2 for the Location Map.

Surrounding Uses

North: 3-storey low-rise residential and office buildings adjacent to the site. Further north, Sherbourne Street is characterized by a range of built forms and uses including a 3-storey long-term care home, a 5-storey apartment building, Wellesley Community Centre, and high-rise towers north of Wellesley Street.

East: Low- to mid-rise apartment buildings ranging from 3 to 14 storeys in height along Bleecker Street. Winchester Park and Winchester Public School are located to the east of the site.

South: 4-storey apartment buildings adjacent to the site and the Paroisse du Sacré-Coeur Catholic Church further south. Carlton Street, east of the Catholic Church, has Mixed Use designated properties with eating establishments and convenience stores lining the street.

West: Mix of low and mid-rise residential buildings ranging from 3-storeys to 10-storeys along Sherbourne Street. A 31-storey apartment building is located further west along Homewood Avenue. The Phoenix Concert Theatre is located immediately to the west of the site.

THE APPLICATION

Description

A 35-storey (120 metres, excluding mechanical penthouse) mixed-use building containing 25,500 square metres of gross floor area (GFA) with approximately 301 residential units and 229 square metres of non-residential GFA at grade intended to be used for a community use. The proposed development includes 2.11 square metres of indoor amenity space per unit and 1.89 square metres of outdoor amenity space per unit.

Density

The proposal has a density of 8.31 times the area of the lot.

Residential Component

The proposal includes 301 rental dwelling units, consisting of 201 market rental units and 90 affordable housing units. The unit mix of the proposal consists of 117 one-bedroom (39%), 118 two-bedroom (39%), and 66 three-bedroom units (22%).

Non-Residential Component

The proposal includes 229 square metres of non-residential space, to be used as community space, located on the ground level fronting Sherbourne Street.

Access, Parking and Loading

The proposal includes a total of 13 vehicular parking spaces, consisting of 9 residential (including 6 accessible) and 4 visitor spaces located underground at P1 level. Access to the underground garage will be from Blecker Street via a private driveway.

A total of 331 bicycle parking spaces are proposed, consisting of 271 long-term spaces and 60 short-term spaces. Long-term bicycle parking will be provided in bicycle lockers located at the P1 level. Short-term bicycle parking will be located along the proposed midblock connection on-site between Sherbourne Street and Blecker Street.

One Type “G” loading space will be located at the southeast corner of the property, through a private driveway accessed from Blecker Street.

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: www.toronto.ca/405SherbourneSt.

Reasons for Application

The Zoning By-law amendment application seeks to amend various performance standards in the Zoning By-law beyond what was approved by City Council in 2021. The recommended Draft Zoning By-law Amendment included as attachment 5 to this report has been designed to allow for flexibility in design. Detailed design will be secured through the Site Plan Control Process.

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 site is designated Apartment Neighbourhoods in the Official Plan. See Attachment 3 of this report for the Official Plan Land Use Map. Housing Policy 3.2.1.1 directs a full range of housing, in terms of form, tenure and affordability, be provided and maintained to meet the current and future needs of residents. 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 located within the limits of the [Downtown Plan](#). The Downtown Plan contains policies relating to Parks and Public Realm, Mobility, Built Form, Community Services and Facilities, Housing, Culture, and Energy and Resilience. Sherbourne Street is identified as a Priority Cycling Route on Map 41-12.

Tall Building Setback Area Specific Policy (SASP) 517

SASP 517 contains performance standards for tall building setbacks and separation distances in the Downtown Secondary Plan Area.

Protected/Major Transit Station Area

The site is within the Wellesley Protected Major Transit Station Area associated with Site and Area Specific Policy (SASP 602) in Chapter 8 of the Official Plan. The area is planned for a minimum population and employment target of 1,000 residents and jobs combined per hectare, and the site has a minimum density requirement 1.5 times the lot area.

Zoning

The site is zoned R(d2.0) (x108), permitting an apartment building or mixed-use building with a maximum height of 77.4 metres, pursuant to Zoning By-law 569-2013, as amended by Zoning By-law 450-2022.

Cabbagetown Northwest Heritage Conservation District Plan

The site is located within Cabbagetown Northwest Heritage Conservation District (HCD). The HCD Plan includes policies and guidelines for new development to help determine an appropriate shape, scale, form and massing that complements the prevailing character of existing heritage buildings. The HCD Plan provides guidance on height, width, proportion, relationship to the street, and roofs.

Design Guidelines

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

- Tall Building Design Guidelines

- Growing Up Guidelines for Children in Vertical Communities
- Design Guidelines for Privately Owned Publicly Accessible Spaces (POPS)

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 in provisions of the zoning by-law, on site plan drawings and through a Site Plan Agreement or the approval of a Plan of Subdivision.

PUBLIC ENGAGEMENT

Community Consultation

City staff held a Virtual Community Consultation Meeting on December 15, 2025, at which a presentation was given by staff and the applicant, and where the community had an opportunity to ask questions and share their opinions about the proposal. The meeting was attended by the local Ward Councillor and approximately 25 community members.

The comments received related to the following:

- Traffic on Bleecker Street;
- Loss of parking;
- The co-operative management structure and maintenance costs and management of the building;
- Construction timelines and impacts including increased traffic and noise;
- The design and projection of proposed balconies;
- The proposed height and density;
- Need for affordable housing and family-sized units; and,
- The proposed mid-block connection.

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.

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. These submissions are broadcasted 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 has reviewed the current proposal for consistency with the Provincial Planning Statement (2024). The proposal is consistent with the PPS (2024).

Official Plan Policies and Design Guidelines

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

Land Use

The proposed residential building with small-scale community facility space on the ground floor is an appropriate land use for the subject site and is consistent with the applicable Official Plan policies for Apartment Neighbourhoods. There is a possibility that the community facility space could be used for a social enterprise that combines institutional and commercial uses, such as an eating establishment. To allow for this, the recommended Zoning By-law provides for a wide range of institutional and commercial uses within the community facility space to allow for long-term flexibility to meet the evolving needs of the community and to contribute to active and animated uses at ground level as per Downtown Plan Policy 9.8(4).

The community facility space is proposed to be occupied by a non-profit organization to be determined after a housing provider has been selected. The proposed minimum size of the community facility space is 229 square metres, however a larger space up to approximately 500 square metres will be permitted by the draft Zoning By-law amendment.

Housing

The development is proposed to include up to 30% affordable rental units. The recommended Zoning By-law Amendment permits 25,500 square metres of residential gross floor area, which is estimated to provide for approximately 301 new residential units, of which up to 90 units are proposed to be affordable rental units.

Toronto Builds projects will retain City-owned land under long-term public leases and deliver 100% purpose-built rental housing, with at least 30% of units across the portfolio designated as affordable (no project less than 20%), including rent-geared-to-income replacements. Affordability must align with City definitions, be rent controlled under provincial guidelines, and maintained for at least 40 years, with 20% of affordable units reserved for tenants receiving housing benefits. 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.

The current development proposal adds an additional 31 units over the Zoning By-law approved by Council for this site in 2021 and increases the percentage of two- and three-bedroom units as part of the overall unit mix. See table below for a comparison of the units provided through the 2021 zoning by-law amendment approval and the current proposal.

Table 1: Comparison of Unit Mix between the as-of-right approval and the proposed development.

	2021 Approval	Current Proposal
Studio Units	24 (9%)	0
1 Bedroom Units	136 (51%)	117 (39%)
2-Bedroom Units	80 (30%)	118 (39%)
3-Bedroom Units	27 (10%)	66 (22%)
Total Units	267 (100%)	301 (100%)

Height and Massing

This application has been reviewed against the Official Plan policies and design guidelines described in the Policy Considerations section of this report. Development Review staff find that the proposed built form is appropriate given the existing and planned context for the site and surrounding area.

Height

The proposed building height at 35 storeys is consistent with the planned context, which includes recently approved buildings at 38 and 41 storeys at 383-387 Sherbourne Street and 410 Sherbourne Street.

The property is located at the eastern edge of the Wellesley Protected Major Transit Station Area (SASP 602) approximately 800 metres southeast of Wellesley Subway Station. The Wellesley Station PMTSA is planned for a minimum population and employment target of 1000 residents and jobs per square hectare. The proposed development exceeds the minimum floor space index of 1.5 times the area of the lot.

Base Building Massing

The proposed building is generally Z-shaped, with the base building being located close to the street on the northwest and southeast corners, and set back substantially from the street on the southwest and northeast corners. The proposed building shape allows for landscaped open spaces to occupy approximately forty percent of the lot frontage on the west side of the site fronting onto Sherbourne Street and on the east side of the site fronting onto Bleecker Street.

The setback to the base building at the is 2.75 metres from the lot line at from the Sherbourne Street frontage at its narrowest point and approximately 20 metres from the lot line at its widest point. It is set back 2.77 metres from the Bleecker Street lot line at its narrowest point and approximately 20 metres at its widest point. The base building is proposed at a height of 11.50 metres (2 storeys) to relate to the low-scale heritage context on both the Sherbourne and Bleecker Street frontages.

On the Bleecker Street frontage, the base building has integrated townhouse units at grade which are generally aligned with the width and setbacks of the existing heritage townhouse units to the north of the site. The introduction of front doors opening to the street both helps to animate the public realm, and helps reinforce the generally low-rise context of this portion of Bleecker Street.

At the southwest corner, the building face has been pulled back 20.26 metres from the Sherbourne Street frontage allowing for an approximately 382 square metre landscaped open space fronting onto Sherbourne Street. On the northeast corner of the building, the building face has been pulled back 19.75 metres from the Bleecker Street lot line, allowing for an approximately 510 square metre landscaped open space.

Tower Massing

The proposed tower's generally Z-shaped massing includes two rectangular sections that overlap at the southeast and northwest corners of each section. The northwest section is 26 storeys (84.5) with a floor plate of approximately 408 square metres. The southeast section is 35 storeys (120 metres) with a floor plate of approximately 385 square metres. Each section is relatively narrow at 13 metres across. The two sections combined create a floor plate of approximately 793 square metres.

The tower has been designed with overlapping sections in this way to allow for an interior layout that maximizes two and three-bedroom residential units (comprising 61% of the total units combined), as well as maximizing window access for these units. The tower is set back between 7.75 metres at the narrowest point and 20.75 metres at the widest point from the Sherbourne Street lot line, and between 7.77 and 21.4 metres from the Bleecker Street lot line. The tower is set back a minimum of 14 metres to the north lot line, and a minimum of 10.5 metres from the south lot line.

The proposed development generally meets or exceeds the development standards recommended in the Tall Building Guidelines, is an appropriate height based upon its planned context, and achieves appropriate fit within the block. Staff are satisfied that the proposed built form is appropriate. The recommended zoning by-law, included as attachment 5 to this report, has been designed to allow some flexibility in design. Any further refinements to the built form will be secured through the Site Plan Control Process.

Heritage Conservation

The site is located within the Cabbagetown Northwest Heritage Conservation District (HCD). The HCD guidelines have been applied to inform the design and review of the proposed development. The proposed development will sufficiently conserve the cultural heritage value within the HCD. The proposed 4-storey base building fits with the

height of adjacent properties in the HCD and the substantial tower step-backs facing both Sherbourne Street and Bleecker Street help to maintain the heritage character of Bleecker Street.

Heritage Planning staff are satisfied that the proposed development conforms to the Cabbagetown Northwest Heritage Conservation District Plan. Further information on the heritage planning framework and staff analysis is provided in a separate report from Heritage Planning regarding the alterations to a Heritage Property Designated under Part V of the Ontario Heritage Act that will be considered by City Council in conjunction with this report.

Public Realm

The proposed development provides significant public realm enhancements over the existing condition as a surface parking lot. The applicant is proposing to provide a new landscaped pedestrian mid-block connection on the northern portion of the site measuring between 10.35 and 12.32 metres in width and providing pedestrian access from Sherbourne Street to Bleecker Street.

The proposed development also includes open spaces of 510 square metres at the northeast corner of the site and 382 square metres at the southwest corner of the site in addition to new landscaping within the setback in front of the building on both frontages. The use of these open spaces (such as community space use, POPS, or amenity space) and level of public access will be further refined through the Site Plan Control Process.

Staff are supportive of the proposed public realm enhancements which include new planting and large open spaces, substantial soil volume for new trees, and new active uses fronting onto the street.

Shadow Impact

The proposed development casts limited shadow on the southern athletic field in Winchester Park from approximately 3:00 to 5:00pm in March and September, and does not cast shadow on Winchester Park in June. The shadow cast by the proposed development is minor in nature, and minimal during the summer. Staff consider the proposed shadow impact acceptable.

Wind Impact

The pedestrian-level wind study submitted to support the application did not identify any unacceptable wind impacts on the property, outdoor amenity areas, or the adjacent public realm.

Servicing

Development Engineering staff have reviewed the Functional Servicing and Stormwater Management reports and revisions are required to confirm that adequate servicing capacity is available within the existing municipal infrastructure.

Development Engineering recommends that the zoning by-law for the lands include a holding provision and that an amending by-law to remove the holding symbol be enacted when the following are fulfilled:

- i. the owner or applicant, at their sole cost and expense has submitted a revised *Functional Servicing and Stormwater Management Report* to demonstrate that the existing watermain system and combined sewer system and any required improvements to them, have adequate capacity and supply to accommodate the development of the lands to the satisfaction of the Director, Engineering Review, Development Review; and
- ii. if the accepted *Functional Servicing and Stormwater Management Report* requires any new municipal infrastructure or upgrades to existing municipal infrastructure to support the development, then either:
 - a. the owner or applicant has secured the design, construction, and provision of financial securities for any new municipal infrastructure or any upgrades or required improvements to the existing municipal infrastructure, identified in the accepted *Functional Servicing and Stormwater Management Report*, to support the development, in a financially secured agreement, to the satisfaction of the Director, Engineering Review, Development Review; or
 - b. the required new municipal infrastructure or upgrades to existing municipal infrastructure to support the development in the accepted *Functional Servicing and Stormwater Management Report* has been constructed and is operational, to the satisfaction to the Director, Engineering Review, Development Review.

Traffic Impact

The applicant's transportation consultant, BA Group, prepared a an Addendum to the Transportation Impact Study previously submitted to support the 2022 Zoning By-law Amendment application for this site, dated November 2025. In this addendum, the consultant estimated that the increase in density contemplated on the site would generate approximately 5 net new two-way trips during the weekday morning and afternoon peak hours, respectively. Given this level of estimated trip generation, the consultant concludes that the proposed development will have minimal traffic impacts at the intersections within the study area. Transportation Review concurred with this conclusion.

The existing lay-by on the east side of Sherbourne Street, from a point 118.0 metres north of Carlton Street to a point 35 metres further north is proposed to be removed, consistent with Council direction associated with the previous approval on this site.

Access, Vehicular and Bicycle Parking and Loading

The development proposes to provide 13 residential vehicle parking spaces including 9 residential parking spaces (including 6 accessible parking spaces) and 4 visitor parking spaces below grade and 1 Type-G Loading Space at grade. Both vehicle parking and loading are accessed from Bleecker Street. 271 long-term bicycle parking spaces and 60 short-term bicycle parking spaces are proposed to be located at grade and on the parking level 1 below grade.

There are no parking minimums associated with this site because it is located within a Protected Major Transit Station Area.

Parkland

The application is a Toronto Builds Project per City Council Decision 2025.PH21.4, and as such, the project is exempt from the parkland dedication requirement, Chapter 415, Article III of the Toronto Municipal Code.

Archaeological Assessment

The site is located in an area of general archaeological potential as identified by the City of Toronto's Archaeological Management Plan. A Stage 1 Archeological Assessment report, prepared by ASI Archaeological and Cultural Heritage Services Inc., was submitted in support of this application which recommends that the property be cleared of further archaeological concern. Heritage Planning Archaeology has reviewed the submitted report and concurs with the recommendation that the subject property can be considered free of further archaeological concern. No further archaeological assessment is required.

Tree Preservation

Urban Forestry staff will continue to work with the applicant regarding tree preservation and new planting through the Site Plan Control Process.

Holding Provision

This Report recommends the adoption of a Zoning By-law Amendment that is subject to a holding provision under Section 36 of the Planning Act, restricting the proposed use of the lands until the conditions to lifting the holding provision, as set out in the By-law, are satisfied. Section 5.1.2 of the Official Plan contemplates the use of a holding provision and outlines the types of conditions that may have to be satisfied prior to the removal of a holding provision. The specific conditions to be met prior to the removal of the proposed holding provisions in the proposed By-law include:

Development Engineering recommends that the zoning by-law for the lands include a holding provision and that an amending by-law to remove the holding symbol be enacted when the following are fulfilled:

- i. the owner or applicant, at their sole cost and expense has submitted a revised *Functional Servicing and Stormwater Management Report* to

demonstrate that the existing watermain system and combined sewer system and any required improvements to them, have adequate capacity and supply to accommodate the development of the lands to the satisfaction of the Director, Engineering Review, Development Review; and

- ii. if the accepted *Functional Servicing and Stormwater Management Report* requires any new municipal infrastructure or upgrades to existing municipal infrastructure to support the development, then either:
 - a. the owner or applicant has secured the design, construction, and provision of financial securities for any new municipal infrastructure or any upgrades or required improvements to the existing municipal infrastructure, identified in the accepted *Functional Servicing and Stormwater Management Report*, to support the development, in a financially secured agreement, to the satisfaction of the Director, Engineering Review, Development Review; or
 - b. the required new municipal infrastructure or upgrades to existing municipal infrastructure to support the development in the accepted *Functional Servicing and Stormwater Management Report* has been constructed and is operational, to the satisfaction to the Director, Engineering Review, Development Review.

The Executive Director, Development Review and their designate have the authority to make decisions on applications to remove holding provisions, which do not contain financial implications not previously authorized by Council.

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 apply the Toronto Green Standard Tier 2 Core performance measures to all new buildings. A Toronto Green Standard Checklist has been submitted, which indicates the performance measures incorporated as part of the proposed rezoning. Where possible and appropriate, these measures have been secured in the recommended Zoning Bylaw Amendment.

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.

The applicant is proposing to provide a 225 square metre community space at grade. Staff will work with the applicant, Ward Councillor, and community to determine an appropriate use. There is a possibility that the community facility space could be used for a social enterprise that combines institutional and commercial uses, such as an eating establishment. To allow for this, the recommended Zoning By-law provides for a wide range of institutional and commercial uses within the community facility space to allow for long-term flexibility to meet the evolving needs of the community and to contribute to active and animated uses at ground level.

The community facility space is intended to be occupied by a non-profit organization to be determined after a housing provider has been selected. The proposed minimum size of the community facility space is 150 square metres, however a larger space up to approximately 500 square metres will be permitted by the Zoning By-law amendment.

CONTACT

Abraham Plunkett-Latimer, Planner, Tel. No. 416-397-1942, E-mail: Abraham.Plunkett-Latimer@toronto.ca

SIGNATURE

Valesa Faria
Executive Director
Development Review

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: Elevations and/or Ground Floor Plan
Attachment 8: 3D Massing Model

Attachment 1: Application Data Sheet

Municipal Address: 405 Sherbourne Street **Date Received:** November 26, 2025

Application Number:

Application Type: Zoning By-law Amendment

Project Description: A 35-storey mixed-use building

Applicant	Agent	Architect	Owner
Toronto Community Housing	Benjamin Hoff, Urban Strategies	Alison Brooks Architects and Architects Alliance	City of Toronto.

EXISTING PLANNING CONTROLS

Official Plan Designation:	Apartment Neighbourhoods	Site Specific Provision:	N
Zoning:	R (d2.0) (x108)	Heritage Designation:	Y
Height Limit (m):	77 metres	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m):	3,000	Frontage (m):	51	Depth (m):	60
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Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	N/A	0		
Residential GFA (sq m):			25,271	25,271
Non-Residential GFA (sq m):			229	229
Total GFA (sq m):			25,500	25,500
Height - Storeys:	0	0	35	35
Height - Metres:			120	120

Lot Coverage Ratio (%): 35.5	Floor Space Index:	8.31
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Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
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Residential GFA:	25,271	0
Retail GFA:	0	0
Office GFA:	0	0
Industrial GFA:	0	0
Institutional/Other GFA:	229	0

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:	0	0	301	301
Freehold:				
Condominium:				
Other:			301	301
Total Units:				

Total Residential Units by Size

	Rooms	Studio	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:			0	0	0
Proposed:			117	118	66
Total Units:			117	118	66

Parking and Loading

Parking
Spaces: 13

Bicycle Parking
Spaces: 331

Loading Docks:
1 Type G
Loading Space

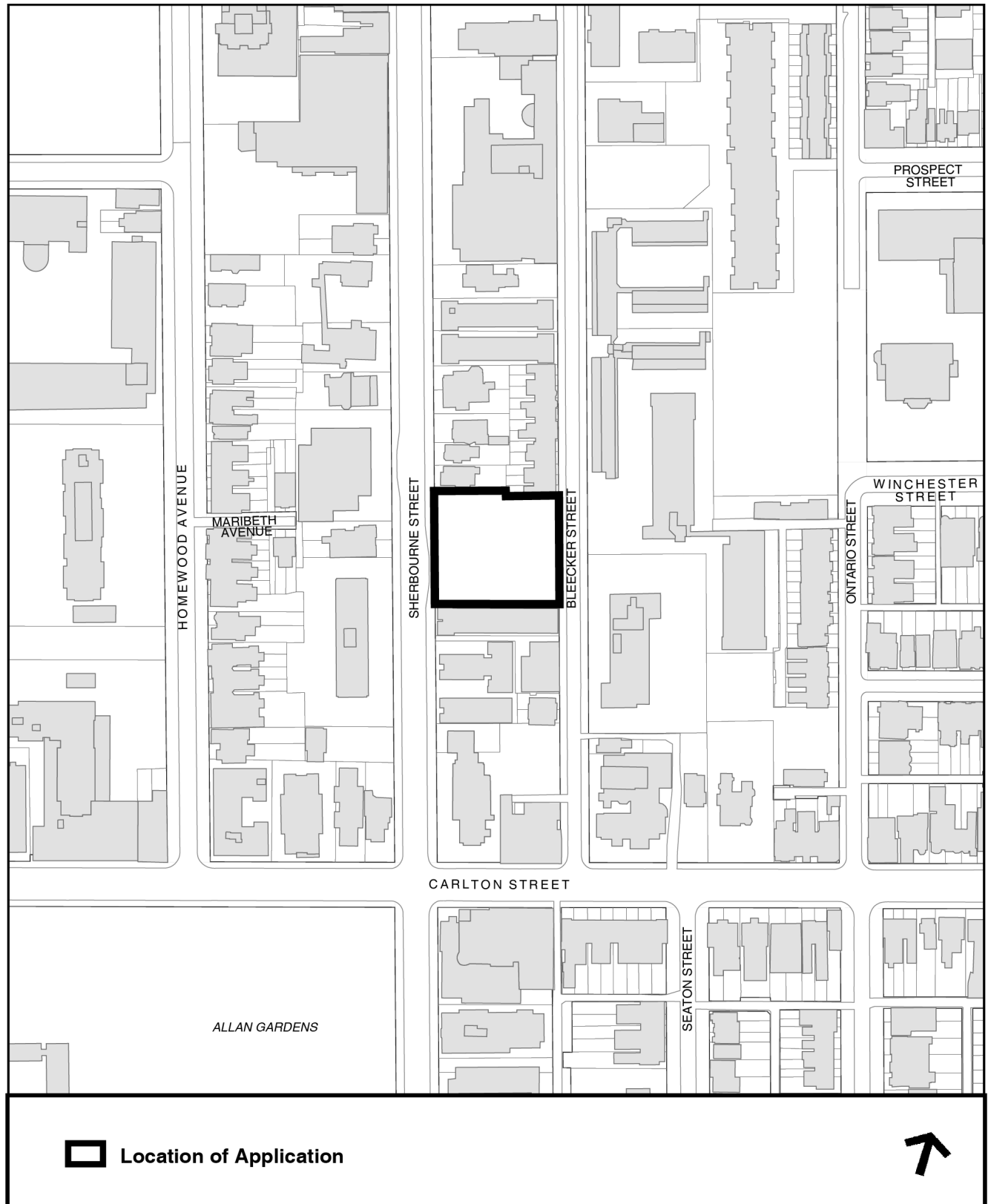
CONTACT:

Abraham Plunkett-Latimer, Planner

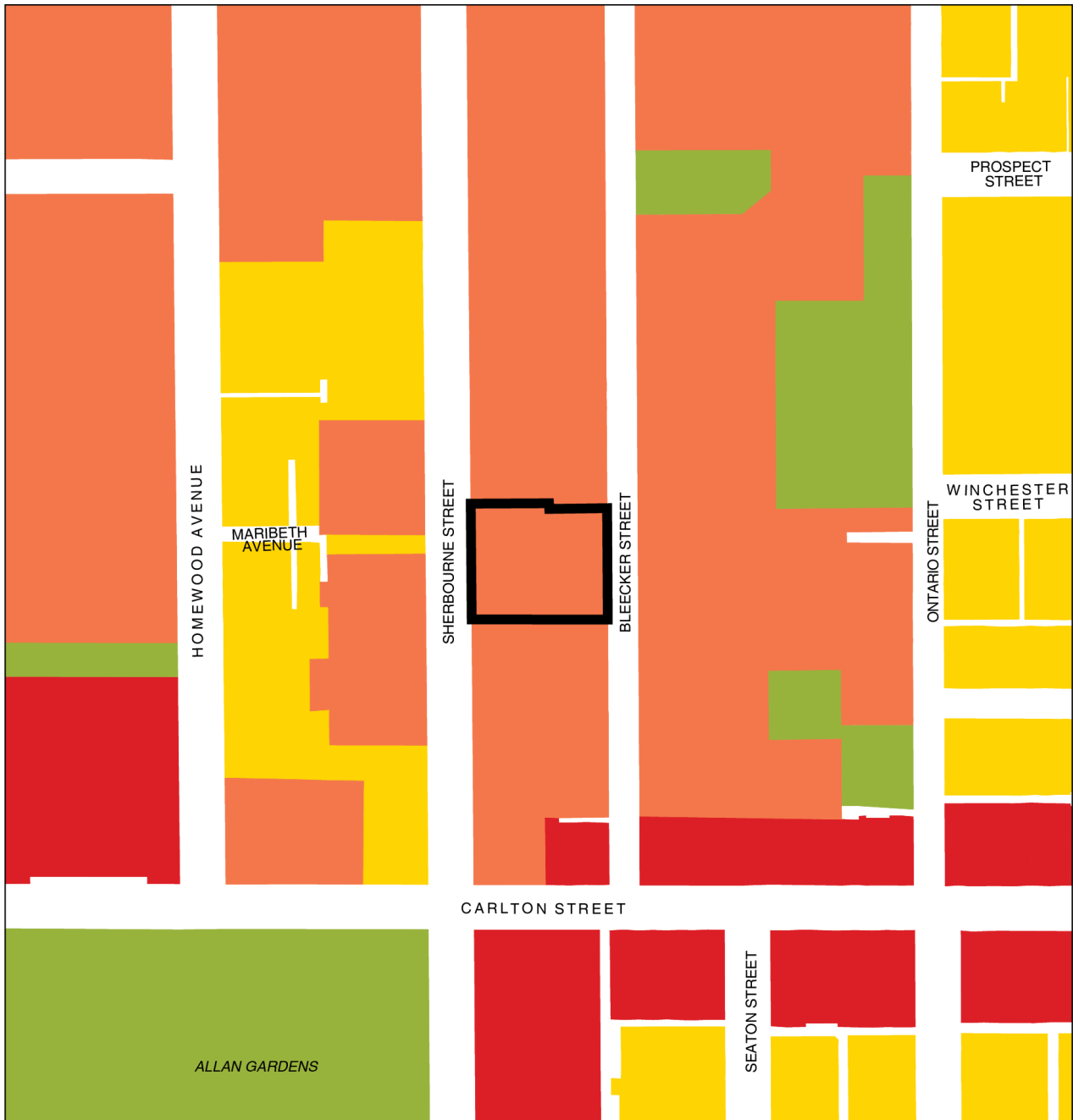
Tel. No. 416-397-1942

E-mail abraham.plunkett-latimer@toronto.ca

Attachment 2: Location Map







Attachment 3: Official Plan Land Use Map



Official Plan Land Use Map 18

405 Sherbourne Street

File # 25 256557 STE 13 0Z

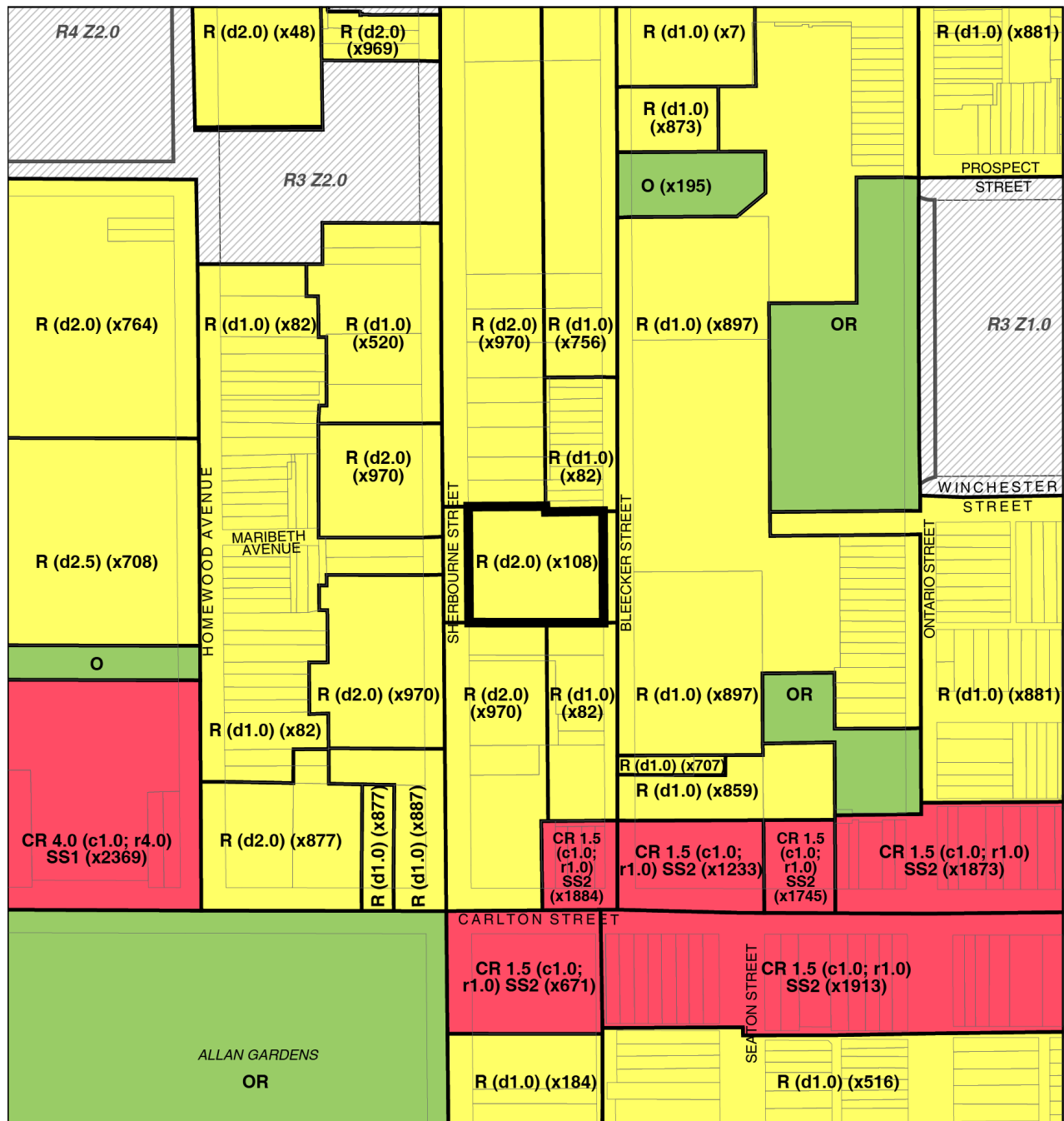
-  Location of Application
-  Neighbourhoods
-  Apartment Neighbourhoods
-  Mixed Use Areas

 Parks



Not to Scale
Extracted: 11/24/2025

Attachment 4: Existing Zoning By-law Map



Zoning By-law 569-2013

405 Sherbourne Street

File # 25 256557 STE 13 0Z

	Location of Application		See Former City of Toronto By-law No. 438-86
	R Residential		R3 Residential District
	CR Commercial Residential		R4 Residential District
	O Open Space		
	OR Open Space Recreation		



Not to Scale
Extracted: 11/24/2025

Attachment 5: Draft Zoning By-law Amendment

Authority: Toronto and East York Community Council Item [-], as adopted by City of Toronto Council on [-]

CITY OF TORONTO

BY-LAW [Clerks to insert By-law number]

To amend Zoning By-law 569-2013, as amended, with respect to the lands municipally known in the year 2025 as 405 Sherbourne Street and to repeal By-law 450-2022.

Whereas Council of the City of Toronto has the authority pursuant to Section 34 of the Planning Act, R.S.O. 1990, c. P. 13, as amended, to pass this By-law; and

Whereas Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act, as amended; and

Whereas pursuant to Section 36 of the Planning Act, as amended, the council of a municipality may, in a by-law passed under Section 34 of the Planning Act, use a holding symbol "(H)" in conjunction with any use designation to specify the use to which lands, buildings or structures may be put once the holding symbol "(H)" is removed by amendment to the by-law; and

Whereas the Official Plan for the City of Toronto contains provisions relating to the use of holding symbol "(H)"; and

Whereas pursuant to Section 39 of the Planning Act, as amended, the council of a municipality may, in a by-law passed under Section 34 of the Planning Act, authorize the temporary use of land, buildings or structures for any purpose set out therein that is otherwise prohibited in the by-law.

The Council of the City of Toronto enacts:

1. By-law 450-2022, being a by-law to amend “Zoning By-law 569-2013, as amended, with respect to the lands municipally known in the year 2021 as 405 Sherbourne Street”, is hereby repealed as it applies to the lands identified on Diagram 1 attached to this By-law on the effective date of this By-law.
2. The lands subject to this By-law are outlined by heavy black lines on Diagram 1 attached to this By-law.

3. The words highlighted in bold type in this By-law have the meaning provided in Zoning By-law 569-2013, as amended, Chapter 800 Definitions.
4. Zoning By-law 569-2013, as amended, is further amended by amending the zone label on the Zoning By-law Map in Section 990.10 respecting the lands outlined by heavy black lines from a zone label of R (d2.0)(x108) to a zone label of (H) RAC (XXXX) as shown on Diagram 2 attached to this By-law.
5. Zoning By-law 569-2013, as amended, is further amended by adding Article 900.8.10 Exception Number [-] so that it reads:

([-]) Exception RAC [-]

The lands, or a portion thereof as noted below, are subject to the following Site Specific Provisions, Prevailing By-laws and Prevailing Sections:

Site Specific Provisions:

- (A) On lands municipally known as 405 Sherbourne Street, if the requirements of By-law [Clerks to insert By-law number] are complied with, a **building** or **structure** may be constructed, used or enlarged in compliance with Regulations (B) to (X) below;
- (B) For the purposes of this exception, the **front lot line** is the west **lot line**;
- (C) Despite regulation 15.5.40.10(1), the height of a **building** or **structure** is the distance between the Canadian Geodetic Datum of 102.8 metres and the elevation of the highest point of the **building** or **structure**;
- (D) In addition to the permitted non-residential uses listed in regulation 15.20.20.10(1), the following additional uses are permitted:
 - (i) **Massage Therapy**; and
 - (ii) **Wellness Centre**;
- (E) Regulation 15.20.20.100(7), with respect to conditions to **eating establishment** and other uses, does not apply;

- (F) Regulation 15.20.20.100(1), with respect to conditions to **art gallery** and other commercial and non-residential uses, does not apply;
- (G) Regulation 15.20.20.100(23), with respect to conditions for **outdoor patio** does not apply;
- (H) Despite Clause 15.20.30.40, the permitted maximum **lot coverage**, as a percentage of the **lot area**, is 50 percent;
- (I) Despite regulation 15.20.40.10(1), the permitted maximum height of a **building** or **structure** is the number in metres following the letters "HT" as shown on Diagram 4 of By-law **[Clerks to insert By-law number]**;
- (J) Despite regulations 15.5.40.10(2) to (6) and (I) above, the following equipment and **structures** may project beyond the permitted maximum height shown on Diagram 4 of By-law **[Clerks to insert By-law number]**:
- (i) equipment used for the functional operation of the **building**, including electrical, utility, mechanical and ventilation equipment, as well as enclosed stairwells, roof access, maintenance equipment storage, elevator shafts, chimneys, and vents, by a maximum of 5.0 metres;
 - (ii) **structures** that enclose, screen, or cover the equipment, **structures** and parts of a **building** listed in (i) above, including a mechanical penthouse, by a maximum of 7.0 metres;
 - (iii) architectural features, parapets, and elements and **structures** associated with a **green roof**, by a maximum of 2.0 metres;
 - (iv) Despite (i) above, elevator overrun, lighting rods, **building** maintenance units and window washing equipment may project above the maximum height projection permitted in (i) by a maximum of 3.0 metres;
 - (v) planters, **landscaping** features, guard rails, and divider screens on a balcony and/or terrace, by a maximum of 3.0 metres;
 - (vi) antennae, flagpoles and satellite dishes, by a maximum of 1.5 metres; and
 - (vii) trellises, pergolas, and unenclosed **structures** providing safety or wind protection to rooftop **amenity space**, by a maximum of 3.0 metres;

(K) Despite regulation 15.20.40.40(1), the permitted maximum **gross floor area** of all **buildings** and **structures** is 27,500 square metres, of which:

- (i) the permitted maximum **gross floor area** for residential uses is 27,000 square metres;
- (ii) the required minimum **gross floor area** for non-residential uses is 150 square metres;

(L) Despite regulation 15.20.40.50(1), **amenity space** must be provided at the following rate:

- (i) at least 2.0 square metres for each **dwelling unit** as indoor **amenity space**;
- (ii) at least 1.0 square metres of outdoor **amenity space** for each **dwelling unit**; and
- (iii) no more than 25 percent of the outdoor component may be a **green roof**;

(M) Despite regulations 15.20.40.70(1) to (4) and 600.10.10(1)(A), the required minimum **building setbacks** are as shown in metres on Diagram 4 of By-law [Clerks to insert By-law number];

(N) Despite regulations 15.5.40.60(1) to (3) and (N) above, the following elements may encroach into the required minimum **building setbacks** as follows:

- (i) decks, porches, and balconies, by a maximum of 2.5 metres above a height of 6.5 metres;
- (ii) canopies and awnings, by a maximum of 4.0 metres;
- (iii) exterior stairs, access ramps and elevating devices, by a maximum of 4.0 metres;
- (iv) architectural features, such as a pilaster, decorative column, cornice, sill, belt course, or chimney breast, by a maximum of 0.5 metres;
- (v) window projections, including bay windows and box windows, by a maximum of 1.5 metres;
- (vi) vents or pipes, by a maximum of 1.5 metres;

- (O) Despite regulation 200.5.1.10(2)(A)(iv), if **parking spaces** are provided on the **lot** 15 percent of the **parking spaces** may be obstructed as described in regulation [200.5.1.10(2)(D)] without being required to provide additional width for the obstructed sides of the **parking space**;
- (P) Despite regulation 15.5.100.1(1)(B), a **driveway** exclusive of layby areas, vehicle ramps to below-ground parking areas, turnaround areas and required auxiliary turn lanes within 10.0 metres of a lot line abutting a **street** must have a maximum width of 8.4 metres.
- (Q) Despite regulation 200.15.1(1), an accessible **parking space** must have the following minimum dimensions:
- (i) length of 5.6 metres;
 - (ii) width of 3.4 metres; and
 - (iii) vertical clearance of 2.1 metres;
- (R) Despite regulation 200.15.10.10, if **parking spaces** are provided on the **lot**, accessible **parking spaces** must be provided at a minimum rate of the greater of 2 spaces or 4 percent of the parking spaces on the lot;
- (S) Despite regulation 200.15.1(4), accessible **parking spaces** required by (R) above must be the **parking spaces** closest to a barrier free:
- (i) entrance to a **building**;
 - (ii) passenger elevator that provides access to the first **storey** of a **building**; and
 - (iii) the shortest route from the required entrances in (i) and (ii) above;
- (T) Despite (S) above, where accessible **parking spaces** may be obstructed by a structural column or other **structure**, that accessible **parking space** may be located further from the closest barrier free entrance;
- (U) Despite regulation 230.5.1.10(4)(A)(ii), the required minimum width of a **stacked bicycle parking space** is 0.4 metres;
- (V) Despite regulation 230.5.1.10(7), no shower and change facilities are required;
- (W) Despite regulation 230.20.1.20(2), a "short-term" **bicycle parking space**

may be more than 30 metres from a pedestrian entrance to a **building** on the **lot**;

(X) The provision of **dwelling units** is subject to the following:

- (i) a minimum of 15 percent of the total number of **dwelling units** must have 2 or more bedrooms;
- (ii) a minimum of 10 percent of the total number of **dwelling units** must have 3 or more bedrooms;
- (iii) any **dwelling units** with 3 or more bedrooms provided to satisfy (ii) above are not included in the provision required by (i) above;
- (iv) An additional 15 percent of the total number of **dwelling units** will be any combination of 2 bedroom and 3 bedroom **dwelling units**, or **dwelling units** that can be converted into any combination of 2 and 3 bedroom **dwelling units**; and
- (v) If the calculation of the number of required **dwelling units** with two or three bedrooms results in a number with a fraction, the number will be rounded down to the nearest whole number;

Prevailing By-laws and Prevailing Sections (None Apply)

- 6. Despite any severance, partition or division of the lands, the provisions of this By-law shall apply as if no severance, partition or division occurred.

7. Holding Symbol Provisions:

(A) The lands zoned with the holding symbol "(H)" delineated by heavy lines on Diagram [-] attached to this By-law must not be used for any purpose other than those uses and buildings existing as of the date of the passing of this By-law, until the holding symbol "(H)" has been removed; and

(B) An amending by-law to remove the holding symbol "(H)" referred to in (A) above may be enacted when the following are fulfilled:

- i. the owner or applicant, at their sole cost and expense has submitted a revised Functional Servicing and Stormwater Management Report to demonstrate that the existing watermain system and combined sewer system and any required improvements to them, have adequate capacity and supply to accommodate the development of the lands to the satisfaction of the Director, Engineering Review, Development Review; and

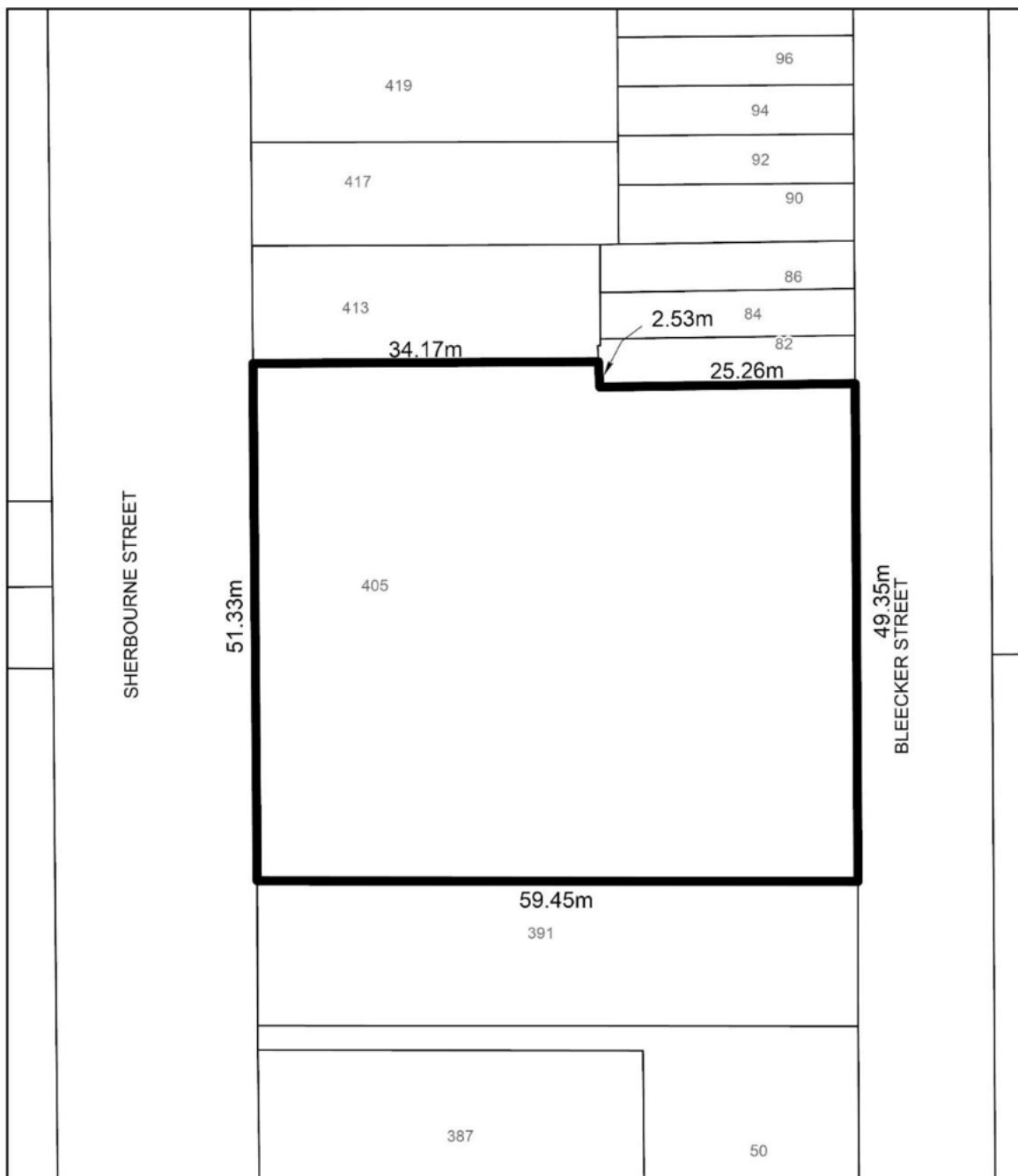
- ii. if the accepted Functional Servicing and Stormwater Management Report requires any new municipal infrastructure or upgrades to existing municipal infrastructure to support the development, then either:
 - a. the owner or applicant has secured the design, construction, and provision of financial securities for any new municipal infrastructure or any upgrades or required improvements to the existing municipal infrastructure, identified in the accepted Functional Servicing and Stormwater Management Report, to support the development, in a financially secured agreement, to the satisfaction of the Director, Engineering Review, Development Review; or
 - b. the required new municipal infrastructure or upgrades to existing municipal infrastructure to support the development in the accepted Functional Servicing and Stormwater Management Report has been constructed and is operational, to the satisfaction of the Director, Engineering Review, Development Review.

Enacted and passed on [Clerks to insert date].

[full name],
Speaker

[full name],
City Clerk

(Seal of the City)



Toronto
Diagram 1

405 Sherbourne Street

File # 21 102281 STE 13 OZ

City of Toronto By-law 569-2013
Not to Scale
03/19/2021

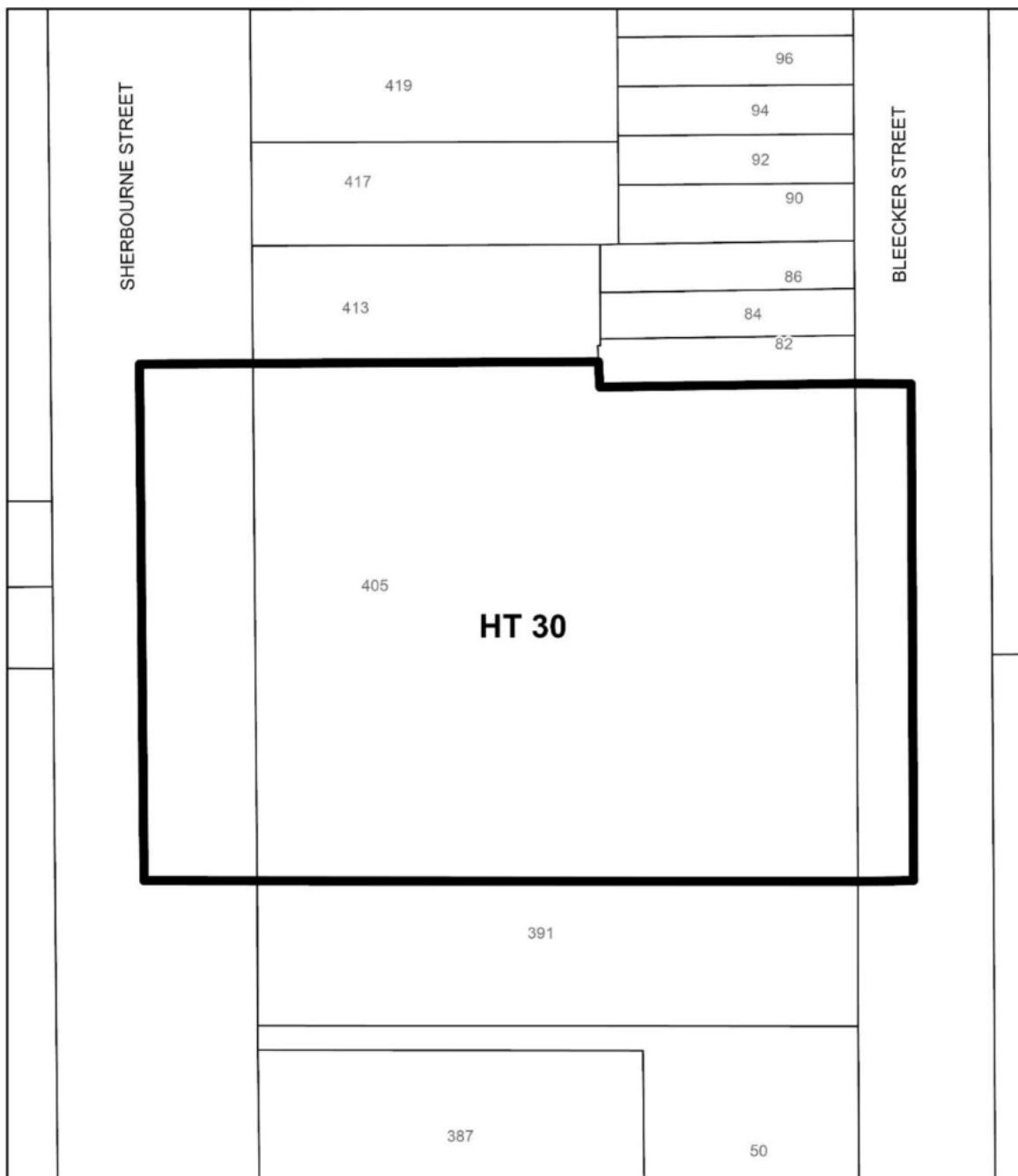


Diagram 2

405 Sherbourne Street



N
City of Toronto By-Law xxx-xxxx
Not To Scale
12/23/2025



Toronto
Diagram 3

405 Sherbourne Street

File # 21 102281 STE 13 OZ

City of Toronto By-law 569-2013
Not to Scale
03/18/2021

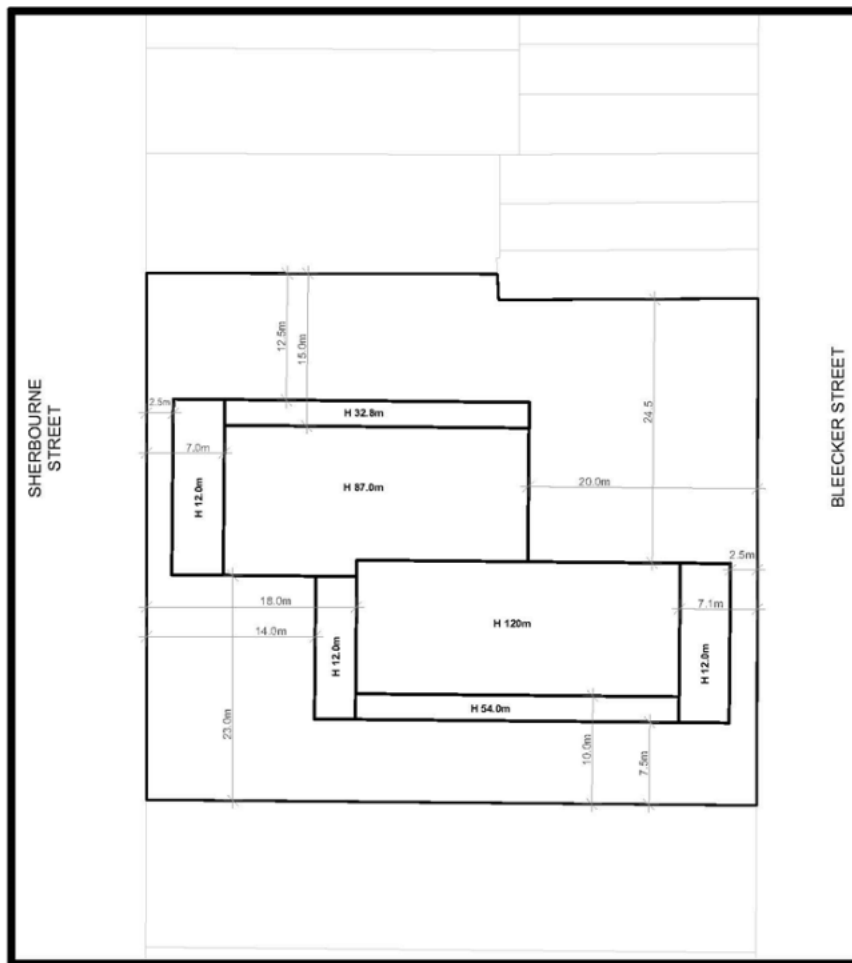


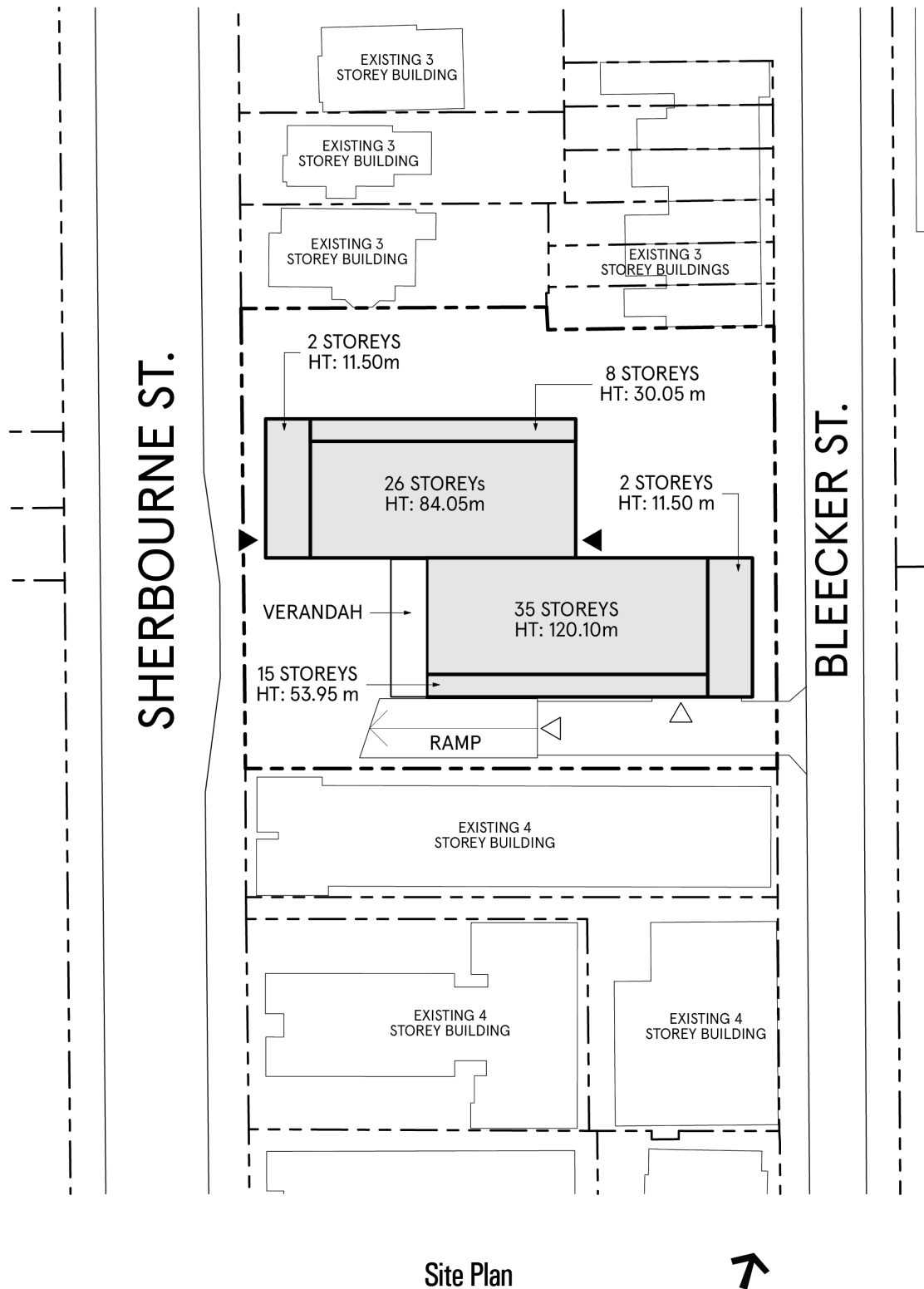
Diagram 4

405 Sherbourne Street

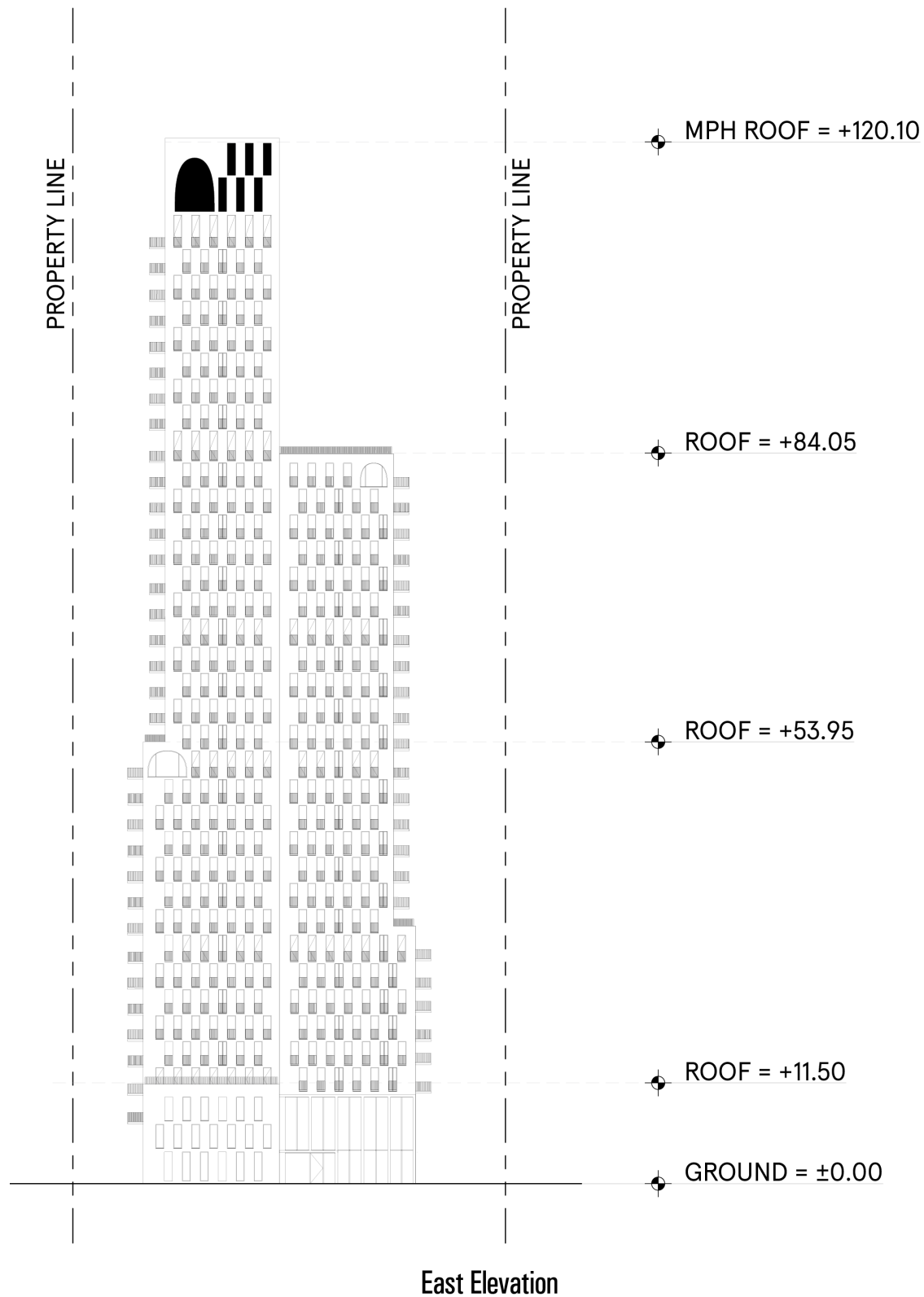


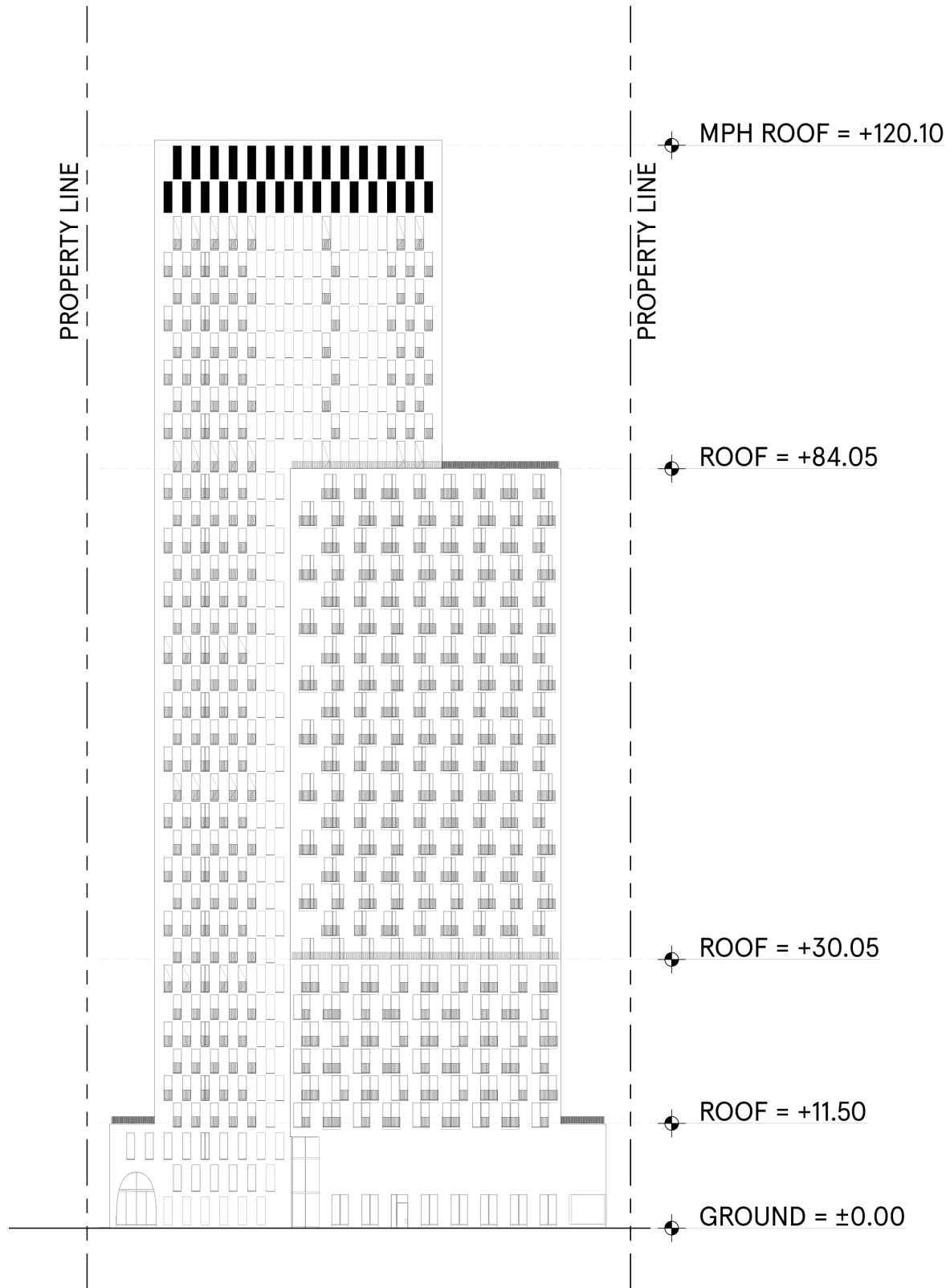
City of Toronto By-Law xxx-xxxx
Not To Scale
1/7/2026

Attachment 6: Site Plan

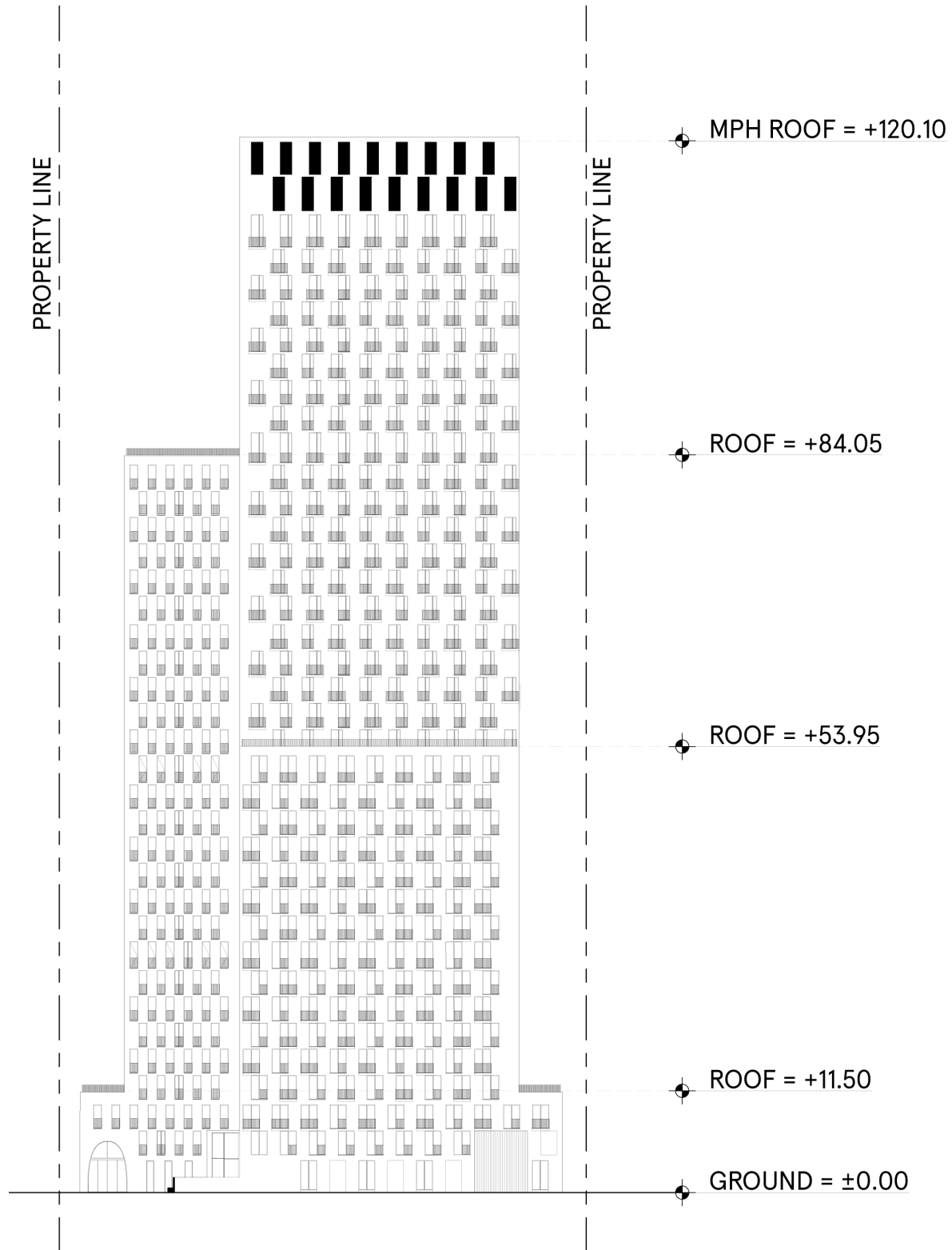


Attachment 7: Elevations

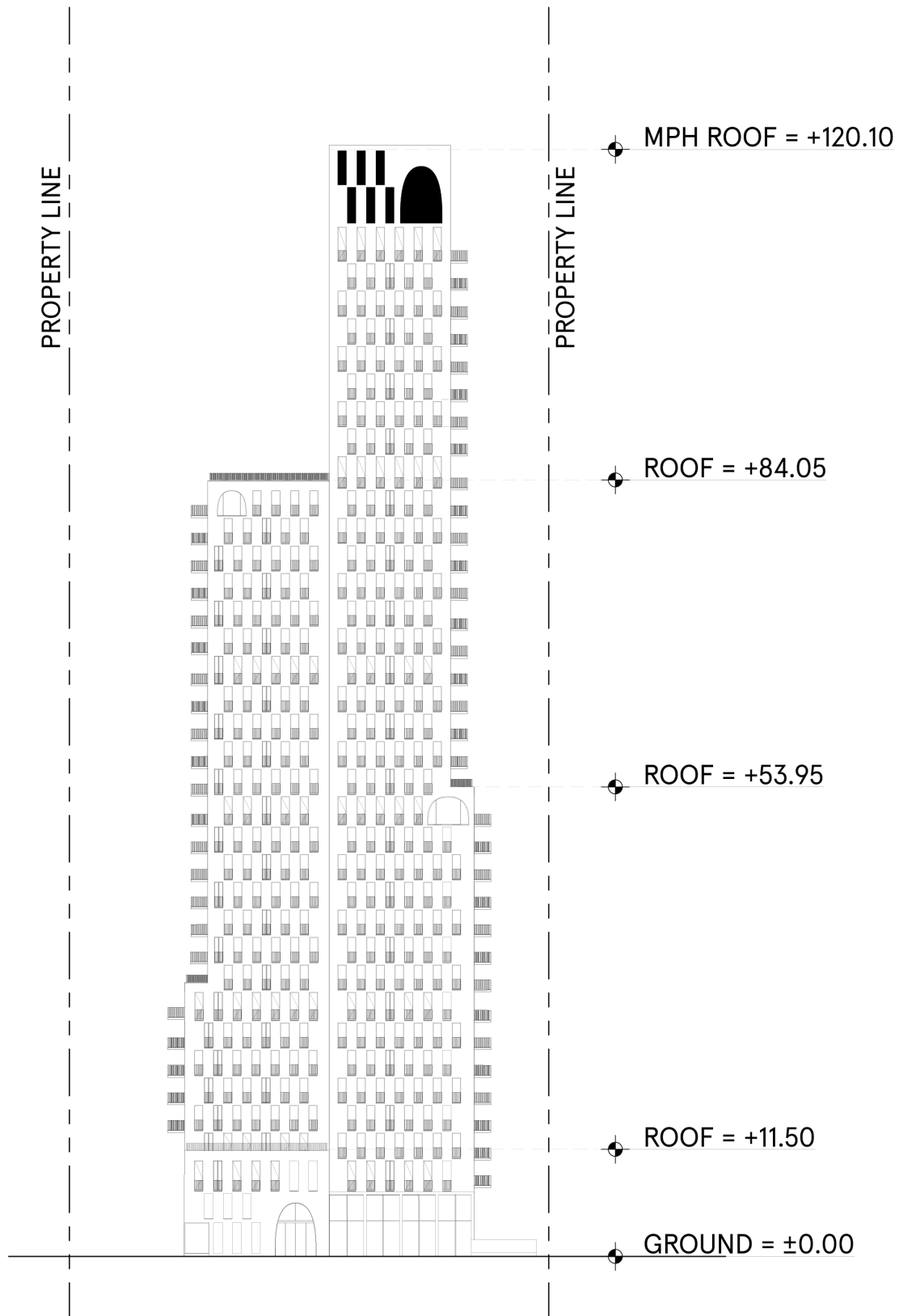




North Elevation

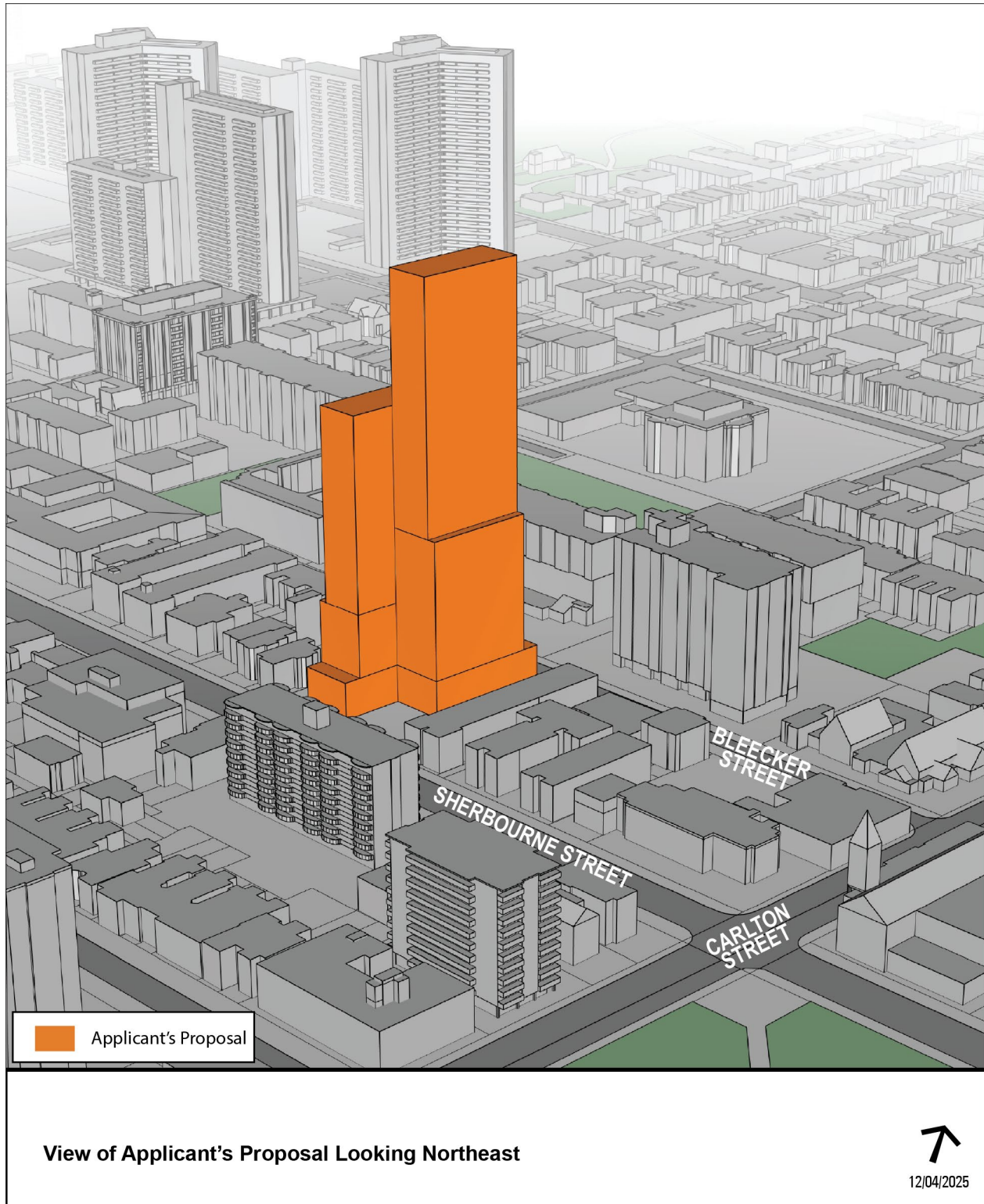


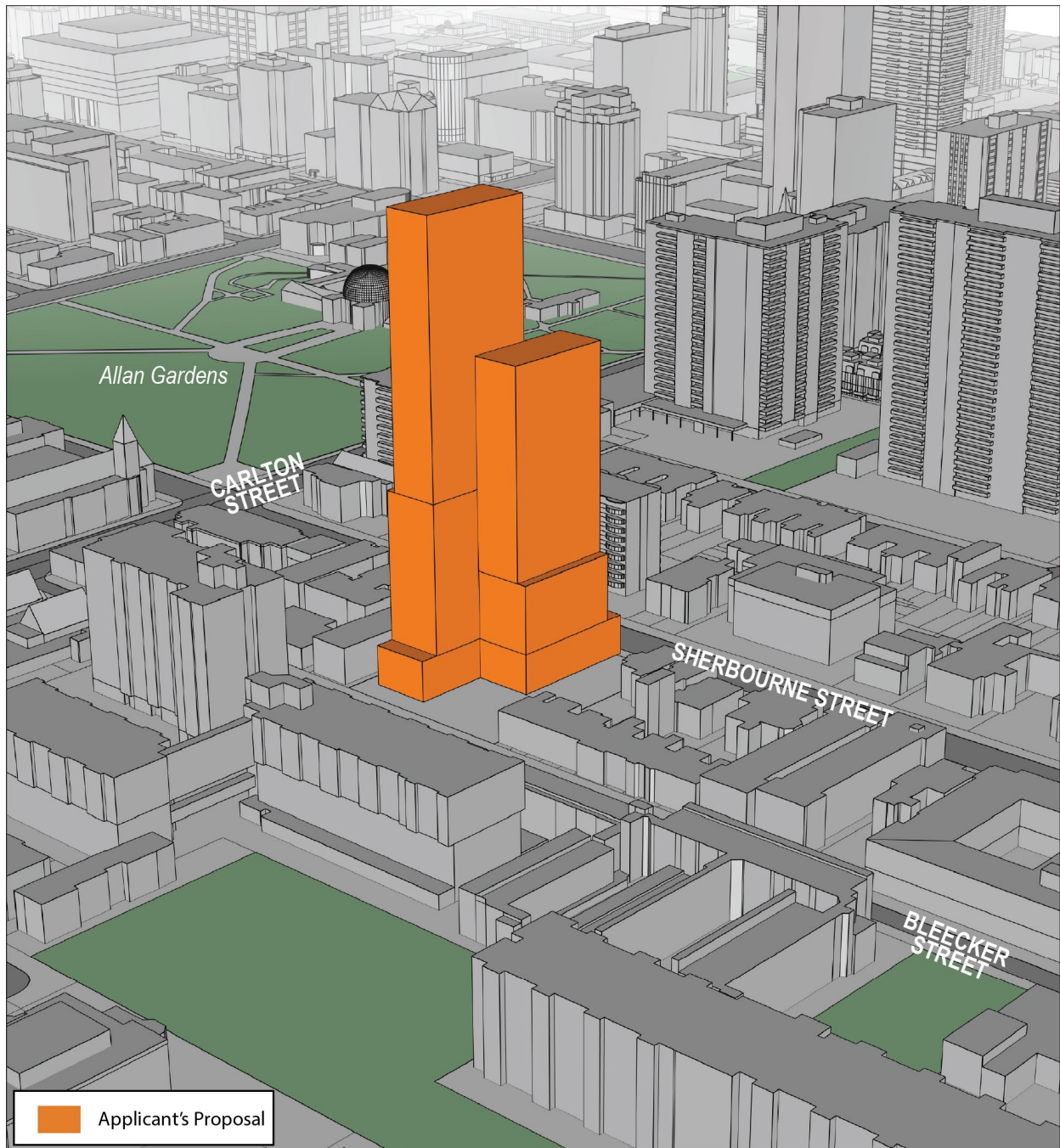
South Elevation



West Elevation

Attachment 8: 3D Massing Model





View of Applicant's Proposal Looking Southwest

