

147-151 Liberty Street and 54-68 Fraser Avenue – Official Plan and Zoning By-law Amendment Application – Appeal Report

Date: December 17, 2025

To: Toronto and East York Community Council

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

Ward: 10 - Spadina-Fort York

Planning Application Number: 25 108662 STE 10 OZ

SUMMARY

On January 24, 2025, an application to amend the Official Plan and the Zoning By-law was submitted to permit a 55-storey mixed-use building atop an existing heritage-listed building. The proposal contains 732 residential dwelling units.

On September 18, 2025, the applicant appealed the application to the Ontario Land Tribunal (OLT) due to Council not making a decision within the time frame in the Planning Act.

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

RECOMMENDATIONS

The Director, Community Planning, Toronto and East 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 Official Plan and Zoning By-law Amendment appeal for the lands at 147-151 Liberty Street and 54-68 Fraser Avenue.
2. City Council direct the City Solicitor and appropriate City staff to continue discussions with the applicant in an attempt to resolve outstanding issues as identified in this report.
3. City Council authorize the City Solicitor and City staff to take any necessary steps to implement City Council's decision.

FINANCIAL IMPACT

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

THE SITE AND SURROUNDING LANDS

Description

The site is located at the southwest corner of the intersection of Liberty Street and Fraser Avenue. The site is rectangular in shape and has a total area of 2,673 square metres. The frontage along Liberty Street is 38 metres and the frontage along Fraser Avenue is 71 metres. See Attachment 2 for the Location Map.

Existing uses on the site include a 2-storey heritage-listed building with commercial uses and a surface parking lot.

Surrounding Uses

North of the site, on the north side of Liberty Street, is the Toronto Carpet Manufacturing Company. This complex includes five buildings that are designated under Part IV of the Ontario Heritage Act, with ancillary surface parking lots. Allan A. Lamport Stadium is located northeast of the site.

South of the site is a surface parking lot.

East of the site are a group of heritage properties with buildings between 1 and 4-storeys containing non-residential uses.

West of the site is 153-161 Liberty Street and 39 Mowat Avenue. This property shares a party-wall with the site and is part of a complex of buildings that are on the City's Heritage Register. The building is 3-storeys and contains two restaurants that front Liberty Street, as well as other commercial uses.

THE APPLICATION

Description

The application proposes a mixed-use building with commercial and office uses at the base of the building and residential units above. The building is proposed at 55-storeys (179.6 metres, inclusive of an 8 metre mechanical penthouse). The proposal is intended to be a purpose-built rental building.

Density

The proposal has a density of 16.6 times the area of the lot.

Residential Component

The proposal includes 732 dwelling units comprised of 536 one-bedroom units (73%), 123 two-bedroom (17%), and 73 three-bedroom units (10%).

Non-Residential Component

The proposal includes 1,140 square metres of non-residential floor area.

Heritage

The subject site is currently listed in the City's Heritage Register. On November 12, 2025, City Council stated its intention to designate the properties, specifically 54, 66, and 68 Fraser Avenue, under Part IV, Section 29 of the Ontario Heritage Act.

Access, Parking and Loading

The proposal includes 30 vehicular parking spaces for visitors and no vehicular parking spaces for residents. 736 bike parking spaces are proposed, 662 long-term spaces and 74 short-term spaces. Type "C" and Type "G" loading spaces are proposed with access off Fraser Avenue.

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](#).

Reasons for the Application

The Official Plan Amendment proposes to amend Area 3 of the Garrison Common North Secondary Plan, specifically as it relates to the non-residential requirement as described further in this report.

The Zoning By-law Amendment proposes to amend former City of Toronto Zoning By-law 438-86 to vary performance standards, including land uses, gross floor area, building height, setbacks and amenity space in order to permit the proposed development. The City-wide Zoning By-law 569-2013 does not currently apply to the site; however, should the OLT approve the application, it is anticipated that a site specific zoning by-law will bring this site into By-law 569-2013.

APPLICATION BACKGROUND

A pre-application consultation (PAC) meeting was held on September 5, 2024. The current application was submitted on January 24, 2025 and deemed complete on May 2, 2025, satisfying the City's minimum application requirements.

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 Regeneration Areas on Land Use Map 18. See Attachment 3 of this report for the Official Plan Land Use Map.

Protected Major Transit Station Area

The site would be within the Exhibition GO Protected Major Transit Station Area (PMTSA); however, the Ministry of Municipal Affairs and Housing has withheld its approval on OPA 570 that applies to Exhibition GO.

Secondary Plan

The [Garrison Common North Secondary Plan](#) applies to the site. Specifically, the site is subject to Site and Area Specific Policy 3, which was amended by the Ontario Land Tribunal on January 26, 2024 following a settlement reached on appeals to the city-wide economic policies under Official Plan Amendment 231. SASP 3 provides that a healthy and vibrant economic district will be maintained and enhanced as Liberty Village continues to evolve, thereby remaining an attractive location for economic activity and business investment. SASP 3 redesignated the lands from Core Employment Uses to Regeneration Areas. While SASP 3 contemplates residential uses where none were permitted prior, it requires that a planning study with a new set of policies be completed prior to development proceeding. As well, there is a requirement that 45% of the total gross floor area of any new development be for non-residential uses. In addition to requirements for non-residential space, SASP 3 also requires the provision of affordable housing.

Liberty For All Planning Study

As a response to the land use change made to Area 3 of the Garrison Common North Secondary Plan from Core Employment Uses to Regeneration Areas, Development Review staff, together with various City divisions and agencies, began a planning study, known as Liberty For All, at the start of 2025. The results of the Liberty For All study will be a new vision and set of policies for Liberty Village. A final report on the study is

targeted for Q2 2026. For more information, please see the study's website at <https://www.toronto.ca/libertyforall>

Zoning

The site is zoned IC (Industrial Commercial) D3 N1.5 under Zoning By-law 438-86. The IC zoning category permits a broad range of industrial and commercial uses. Zoning By-law 569-2013 does not currently apply to the site. See Attachment 4 of this Report for the existing Zoning By-law Map.

Liberty Village Public Realm Strategy

On April 17, 2024, City Council adopted the [Liberty Village Public Realm Strategy](#). The strategy identifies various public realm improvements to parks, privately owned publicly-accessible open spaces (POPS), sidewalks, and midblock connections throughout Liberty Village.

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
- Pet Friendly Design Guidelines for High Density Communities

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

A virtual Community Consultation Meeting was hosted by City staff on April 15, 2025. The meeting was attended by approximately 40 members of the local community, as well as Ward Councillor and the applicant's team. At the meeting, City staff and the applicant's team gave presentations and answered questions from participants. The following issues were raised at the meeting:

- Overall building scale and massing, including building height;
- Impacts on vehicular traffic;
- Capacity of existing infrastructure to accommodate this development;
- Need for community services and facilities;
- Number of proposed vehicular parking spaces;

- Environmental impacts of the proposal;
- Construction timelines and impact on the neighbourhood; and
- Affordability of the proposal.

The issues raised through community consultation, as well as through discussions and emails with members of the public, have been considered through the review of the application.

Statutory Public Meeting Comments

In making their decision regarding this application, Council members have an opportunity to consider submissions made at the statutory public meeting held by the Toronto and East York Community Council for this application. The Community Council meeting is 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 have reviewed the current proposal for consistency with provincial policy and provincial plans.

Official Plan Amendment

The proposed Official Plan Amendment is unacceptable. It proposes to remove the site from Area 3 of the Garrison Common North Secondary Plan. The proposed OPA does not meet the overall objectives of Garrison Common North Secondary Plan, nor the objectives of the City's Official Plan.

The Liberty For All planning study is ongoing and is considering the introduction of a greater proportion of residential uses than previously contemplated for Area 3, provided certain planning objectives are met, such as enhancement of non-residential uses, public realm improvements, heritage conservation, inclusion of affordable housing, and provision of community amenities. This area-based, comprehensive study should be completed prior to the approval of site-by-site development applications seeking increases in residential density.

Land Use

Policy 6 for Area 3 speaks to new development providing a minimum 45 percent of the total gross floor area (GFA) towards non-residential uses. The current proposal includes a total GFA of 44,380 square metres, and Policy 6 requires 19,971 square metres to be dedicated to non-residential GFA. The current proposal provides 1,140 square metres of non-residential GFA, which is approximately 2.5 percent of the required amount.

The current proposal fails to meet the key policy objective of having Area 3 remain an attractive location for economic activity and business investment. A 2.5 percent

provision of non-residential uses is inadequate and fails to meet the objectives of the policy.

Staff acknowledge that Policy 6 of Area 3 also states that the minimum non-residential GFA requirement of 45% may be reduced in the adopted Secondary Plan to implement any conclusions, findings or recommendations of current or future City studies. To address this, and as part of the Liberty For All study, the City has engaged with a land economics consultant to provide an economic development strategy for Area 3.

Built Form (including Wind and Shadow Impacts)

Staff have reviewed the proposed built form, including the scale and massing, against the policies of the Official Plan, as well as the relevant design guidelines.

The proposal's building height at 55-storeys shadows Lamport Stadium Park from 1:18 p.m. to 5:18 p.m. at the required testing dates in March and September. The City of Toronto Official Plan, Chapter 3, Policy 3.1.4.10(b), states that any tall portion of a building should limit shadow impacts on the public realm. Additionally, Section 3.2.3 of the Official Plan notes that the effects of developments on adjacent properties—including additional shadows—should be minimized on parks and open spaces to preserve their utility. The Liberty Village Public Realm Strategy also recommends minimizing shadows on existing parks from future nearby developments.

NAV Canada, as an agency that reviews development applications, have also raised concerns with regards to the building height. NAV Canada expressed that the proposed building height will create impacts on the instrument flight procedures serving Toronto / Billy Bishop Toronto City Airport.

The Pedestrian Level Wind Study provided in support of the application indicates uncomfortable wind conditions on Fraser Avenue during the spring, fall and winter seasons. Sidewalks, building entrances, and the outdoor amenity area on Level 30 are identified as locations experiencing uncomfortable wind conditions. Mitigation strategies, which may include revisions to the built form, may improve these conditions.

The proposed tower setbacks to the property lines meet the Tall Building Design Guidelines and are therefore acceptable.

Heritage Conservation

The properties at 147 Liberty Street and 54-68 Fraser Avenue are listed on the City's Heritage Register. On November 12, 2025, City Council stated its intention to designate this property under Part IV of the Ontario Heritage Act. As such, Provincial Policies and the Official Plan require the properties to be conserved.

The property at 147 Liberty Street is proposed to be fully retained and the tower is proposed with an adequate setback above the heritage building from the Liberty Street frontage. This conservation and tower setback is acceptable.

At 54-68 Fraser Avenue, the Heritage Impact Assessment states that it is unknown if the east facing facades will be retained in situ or dismantled and rebuilt. Per the Official Plan, heritage properties are required to be retained in situ and whole building conservation is strongly encouraged. Staff do not support the dismantling of the street facing facades.

The interstitial recess or courtyard at the Former Arlington Co. property between 58-60 and 62-68 Fraser Avenue is an important space that helps to define the perception of the properties as discrete buildings as seen from the public realm. The side elevations of the courtyard contain windows and doors, that can be seen from the public realm. Staff recommend the proposal be revised so that the courtyard and side walls of the courtyard are retained.

The projecting portion of the tower directly above the heritage properties at 58-60 and 62-68 Fraser Avenue should be pulled back so that the floor and balcony slab edges do not visually dominate and hover over the heritage buildings.

Staff do not object to the proposed demolition of the building at 54 Fraser Avenue.

Public Realm

The proposal includes sidewalk widths between 5 and 5.5 metres. Further building setback would result in moving the heritage attributes, which is not recommended. The sidewalk widths provide for a 2.1 metre pedestrian clearway and a 2.3- to 3-metre-wide tree planting zone. Given the constraints, this provision of sidewalk space is acceptable and meets the intent of the Liberty Village Public Realm Strategy.

Also identified in the Liberty Village Public Realm Strategy is the potential for a midblock connection on the site. This midblock connection is intended to provide a pedestrian connection from Mowat Avenue to Fraser Avenue. Midblock connections are essential assets of Liberty Village's character. Currently, the proposal does not identify this midblock connection, and Staff are of the opinion that the connection should be designed into the proposal.

Parkland Dedication

City Staff directed the applicant to pursue an off-site parkland dedication. Should the pursuit of an off-site parkland dedication not be feasible, a payment of cash in lieu of parkland will be required.

Tree Preservation

The applicant is required to submit a tree planting deposit to ensure the planting and survival of new City trees.

Housing

The proposed residential units are intended to be purpose-built rental. Currently, the application does not include any affordable housing units. While not required under

policy, it is Staff's intention to pursue the inclusion of affordable housing as part of this redevelopment.

As for unit mix, the proposal meets the performance standards in the Growing Up Guidelines. The residential unit mix would consist of a minimum of 15% two-bedroom, and 10% three-bedroom units.

Amenity Space

The proposal includes 3.0 square metres per unit of amenity space, less than what the zoning by-law requires of 4.0 square metres for this kind of mixed-use development. Of note is the proposal's lack of dog amenities and facilities in accordance with the City's Pet-Friendly Guidelines. Liberty Village is home to many dogs and, as such, pet amenities should be provided.

Mobility

Curb Extension

Transportation Review staff require that the applicant implement a curb extension on the west side of Fraser Avenue and Liberty Street in accordance with the City's Lane Width, Curb Radii, and Curb Extension Guidelines. This curb extension design will be coordinated with the planned curb extension on the north side of Liberty Street at Fraser Avenue and will formalize the on-street parking on the west side of the Fraser Avenue frontage of the site.

Access

The provision and location of proposal's access to parking and loading is generally acceptable.

Traffic Impact

Transportation Review assessed the applicant's Transportation Impact Study. The study concludes that a provision of 38 visitor parking spaces should be provided as it meets the standards of the Zoning By-law and that this amount of visitor parking would generate 38 new two-way trips during both peak hours, based on the assumption that all proposed parking spaces will turn over within the morning and afternoon peak hours. Given this level of trip generation and the results of the traffic analyses, the applicant's transportation consultant concluded that the projected traffic from the proposed development will have minimal impacts on area intersections and therefore can be acceptably accommodated on the adjacent road network. The study identified and incorporated developments within the vicinity of the site, mainly in the western half of Liberty Village. However, Transportation Review requires the applicant to expand its review to include developments within all of Liberty Village for an accurate review of the density-related traffic.

Transportation Review acknowledges that additional transportation infrastructure is planned for the area (including a new east-west road known as Liberty New Street and the new Exhibition Station of the Ontario Line subway). However, Transportation Review requires the above-noted revisions to the study to address ongoing traffic impact concerns for the study area.

Parking

Transportation Review also requires that the proposal be revised to include a minimum of 38 residential visitor parking spaces and between 2-3 publicly accessible car-share spaces on-site.

Solid Waste

Solid Waste Management Services reviewed the proposal and recommend various revisions to meet the minimum space requirements for matters such as the staging pad and the garbage storage area. Solid Waste Management Services also require a waste room for the non-residential uses that is independent from the residential waste room.

Servicing

Engineering Review staff reviewed the Functional Servicing and Stormwater Management Report and associated plans. Staff require further revisions to the reports and drawings and the provision of a satisfactory set of engineering reports that provide confirmation of water, sanitary, and stormwater capacity, including implementation of any required upgrades which may be secured with holding provisions.

Further Issues

Staff will continue to receive additional information regarding this application as the result of ongoing review by City commenting divisions, materials submitted in support of the proposal, and through deputations made by members of the public to Community Council.

Should staff be required to evaluate supplementary or revised materials submitted by the applicant after the date of this report, additional issues may be identified

CONTACT

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SIGNATURE

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Director, Community Planning
Toronto and East York District

ATTACHMENTS

City of Toronto Information/Drawings

Attachment 1: Application Data Sheet

Attachment 2: Location Map

Attachment 3: Official Plan Land Use Map

Attachment 4: Existing Zoning By-law Map

Attachment 5: Site Plan

Attachment 6: East Elevation

Attachment 7: West Elevation

Attachment 8: North Elevation

Attachment 9: South Elevation

Attachment 10: 3D Massing Model Perspectives (Looking Southwest)

Attachment 11: 3D Massing Model Perspectives (Looking Northeast)

Attachment 1: Application Data Sheet

Municipal Address: 147-151 Liberty Street and 54-68 Fraser Avenue
Date Received: January 24, 2025

Application Number: 25 108662 STE 10 OZ

Application Type: OPA and Rezoning

Project Description: Combined Official Plan and Rezoning for a 55-storey mixed-use building that will incorporate the existing building facade. The proposal consists of a total of 732 residential dwelling units and approximately 44,379 square metres of total GFA, including approximately 1,140 square metres of office space with a resulting density of 16.6 FSI.

Applicant	Agent	Architect	Owner
Intentional Capital	Bousfields	Sweeney & Co Architects	2052061 Ontario Inc.

EXISTING PLANNING CONTROLS

Official Plan Designation:	Regeneration Areas	Site Specific Provision:	SASP 3 (Garrison Common North SP)
Zoning:	Former By-law 438-86	Heritage Designation:	Y
Height Limit (m):	28	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m): 2,673 Frontage (m): 38 Depth (m): 71

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	1,840		2,279	2,279
Residential GFA (sq m):			43,239	43,239
Non-Residential GFA (sq m):	2,771		1,140	1,140
Total GFA (sq m):	2,771		44,380	44,380
Height - Storeys:	2		55	55
Height - Metres:			172	172
Lot Coverage Ratio (%):	0.85		Floor Space Index:	16.6

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	43,200	39
Retail GFA:		
Office GFA:	1,140	
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:				
Other:			732	732
Total Units:			732	732

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:			536	123	73
Total Units:			536	123	73

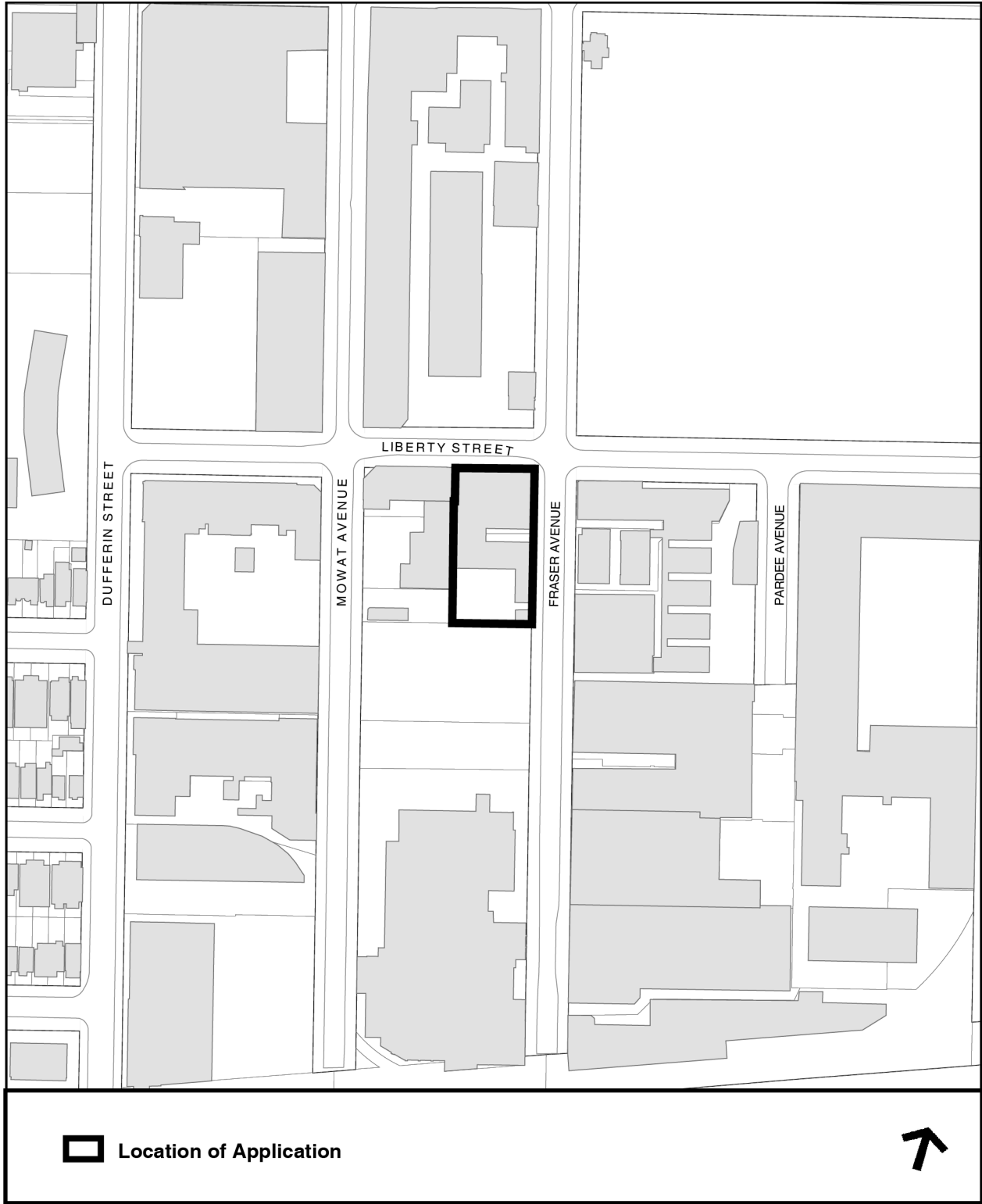
Parking and Loading

Parking Spaces: 30 Bicycle Parking Spaces: 736 Loading Docks: 2

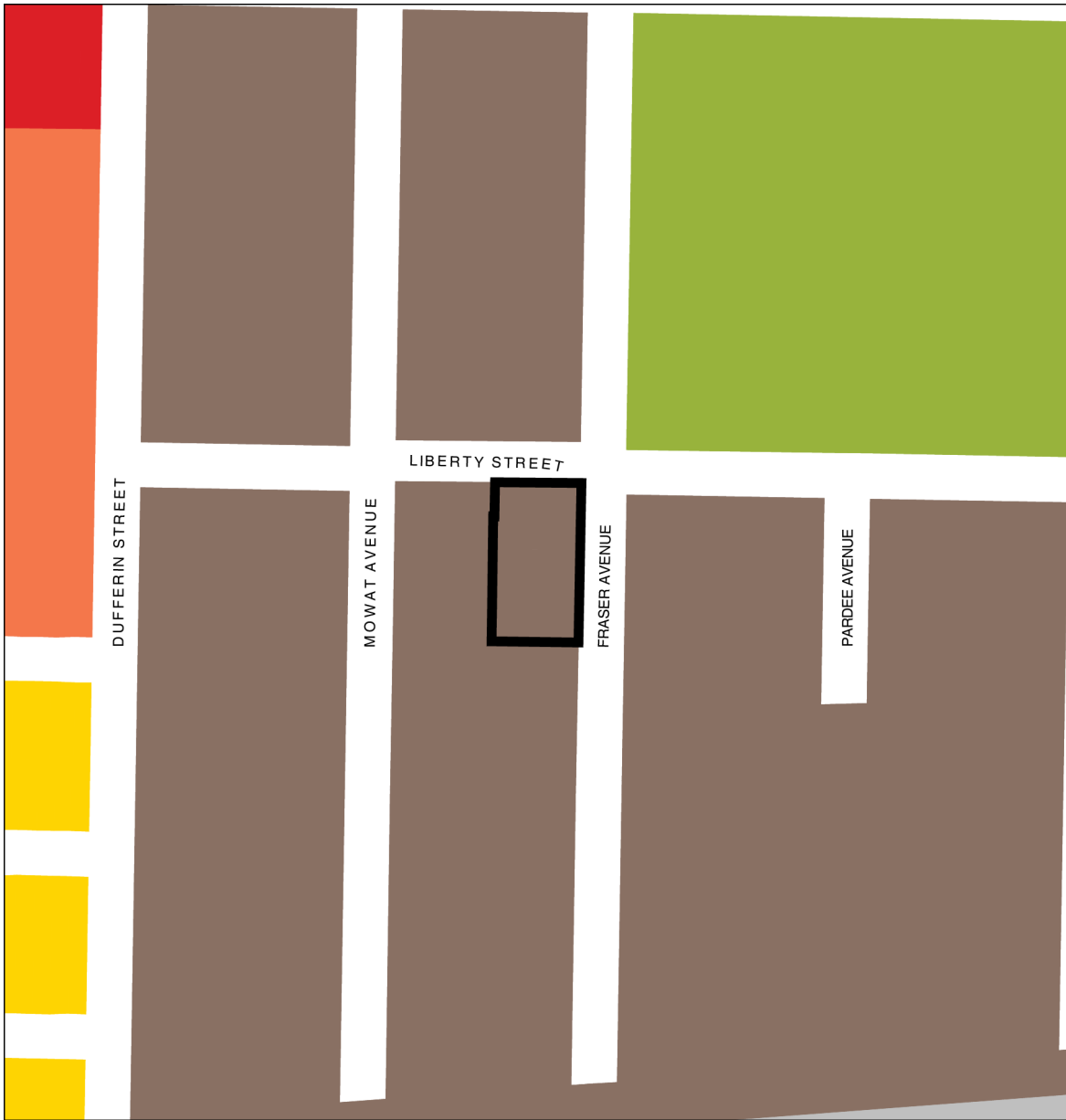
CONTACT:

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Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



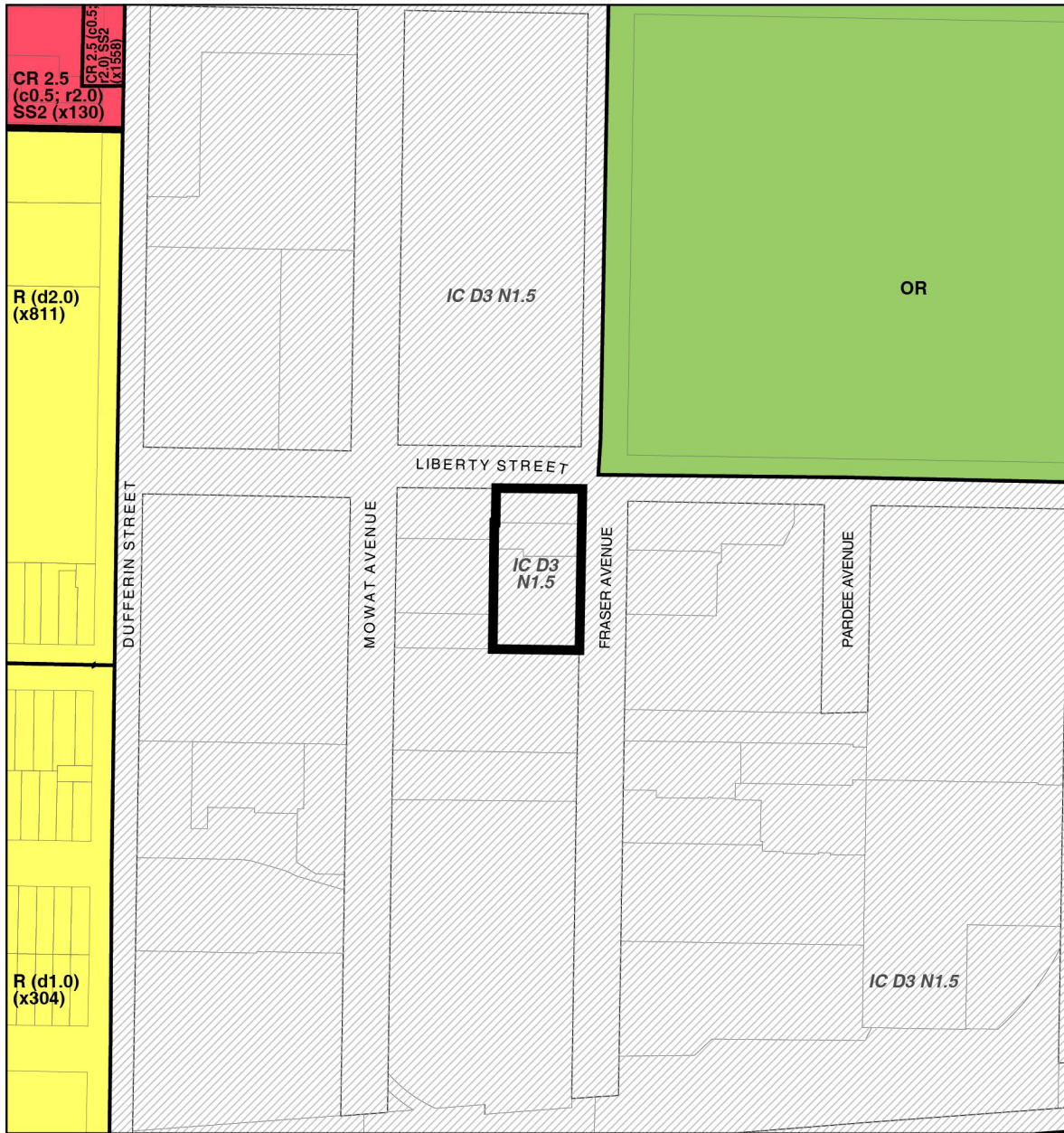
Official Plan Land Use Map 18

147 - 151 Liberty Street and
54 - 68 Fraser Avenue
File # 25 108662 STE 10 0Z

- | | | | |
|---|--------------------------|---|--------------------|
|  | Location of Application |  | Parks |
|  | Neighbourhoods |  | Regeneration Areas |
|  | Apartment Neighbourhoods |  | Utility Corridors |
|  | Mixed Use Areas | | |

↑
Not to Scale
Extracted: 01/27/2025

Attachment 4: Existing Zoning By-law Map



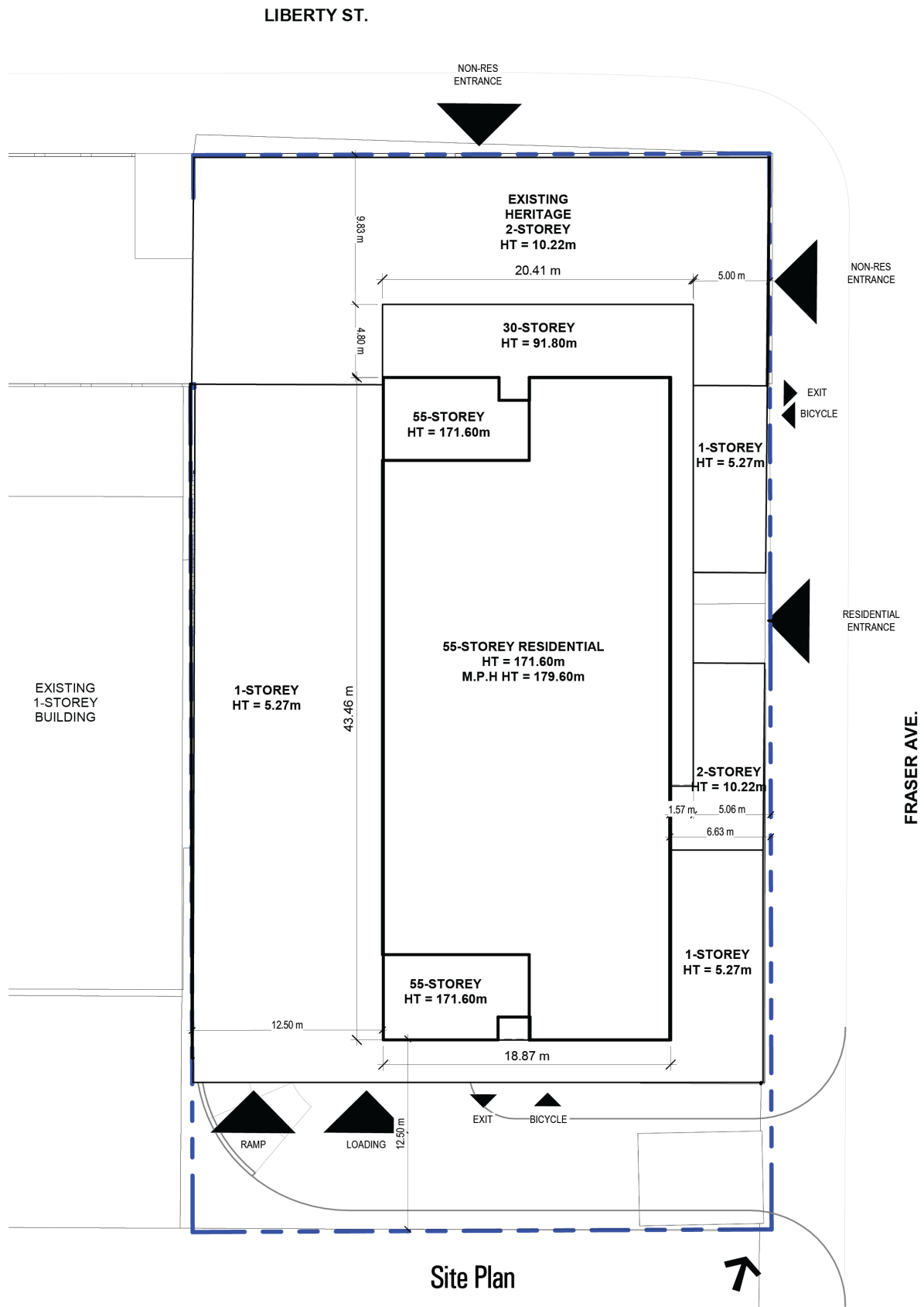
Zoning By-law 569-2013

**147 - 151 Liberty Street and
54 - 68 Fraser Avenue**
File # 25 108662 STE 10 0Z

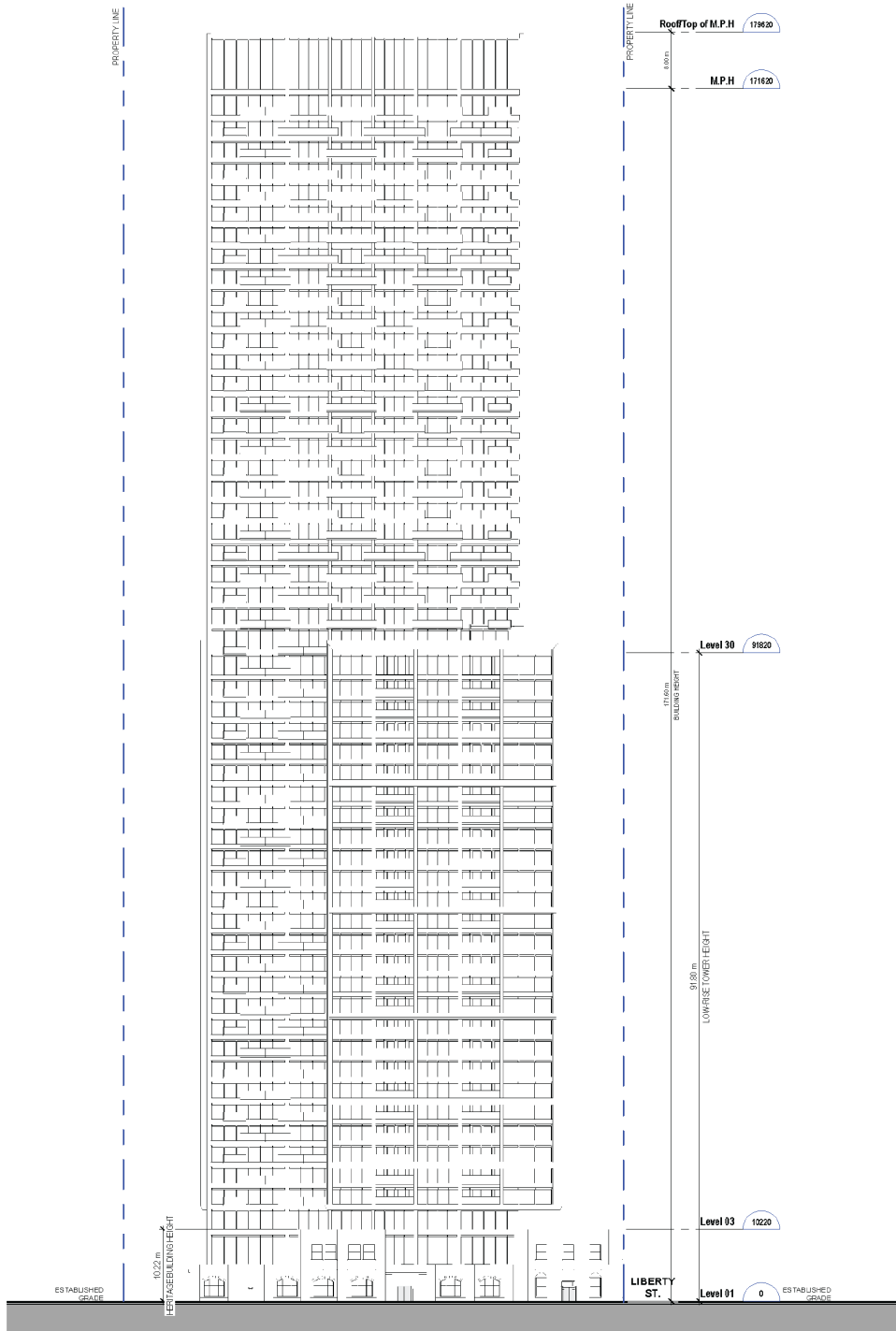
- Location of Application
- See Former City of Toronto By-law No. 438-86
- R Residential
- CR Commercial Residential
- R (d1.0) Residential (Density 1.0)
- OR Open Space Recreation
- IC Industrial District

Not to Scale
 Extracted: 01/27/2025

Attachment 5: Site Plan

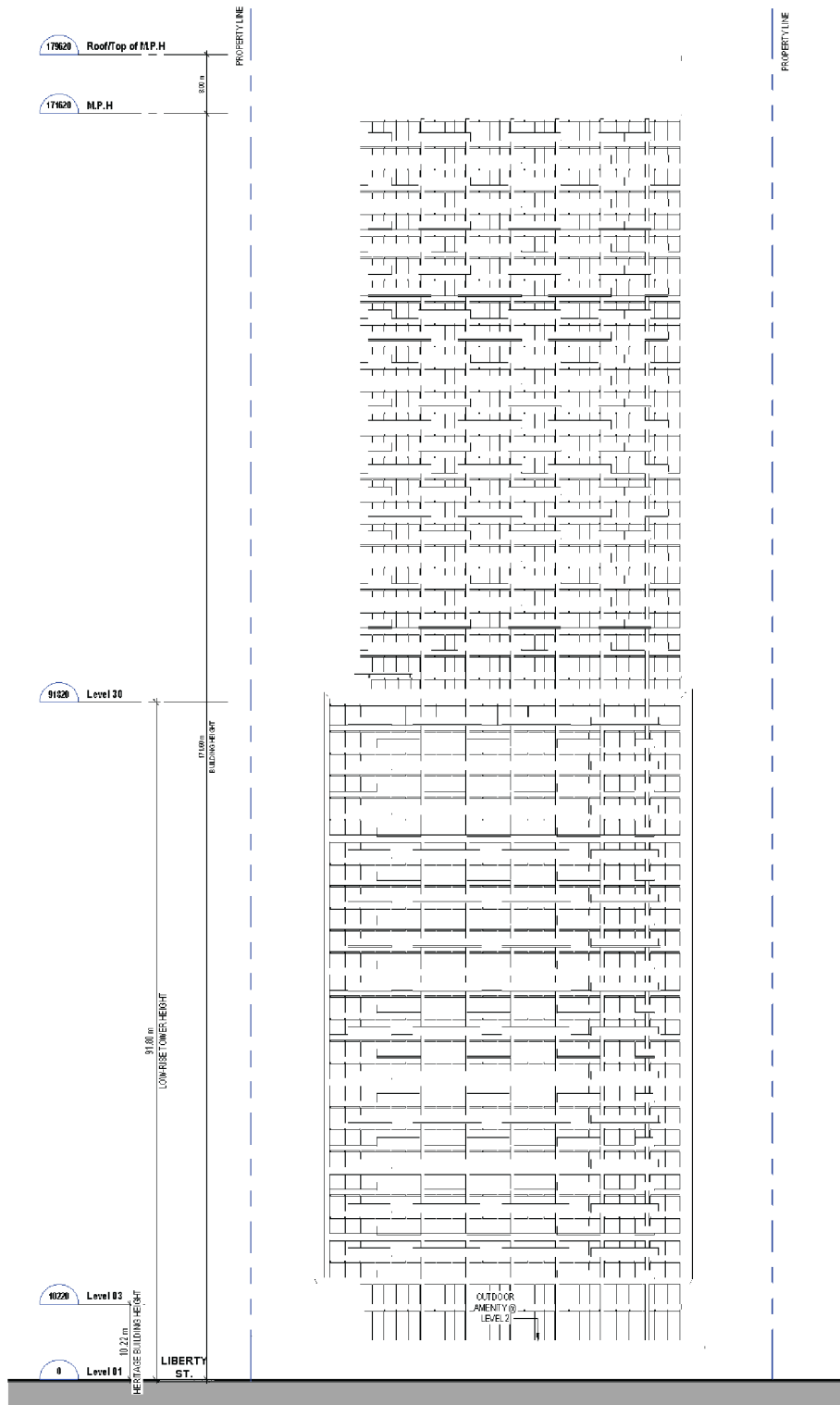


Attachment 6: East Elevation



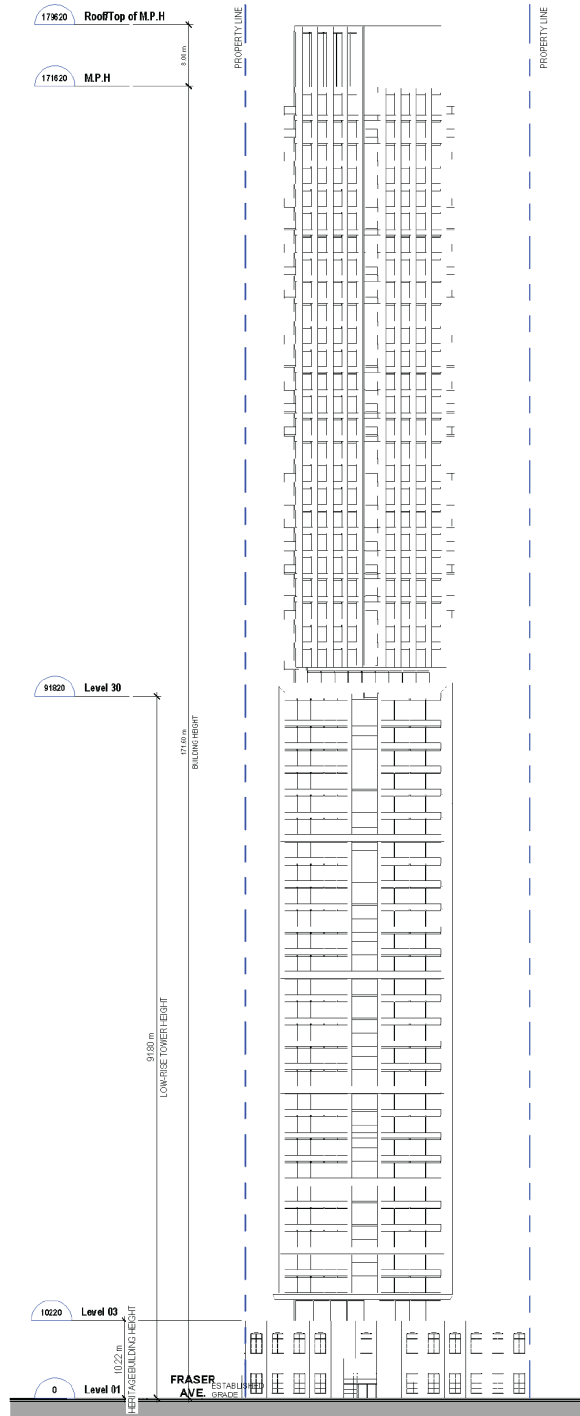
East Elevation

Attachment 7: West Elevation



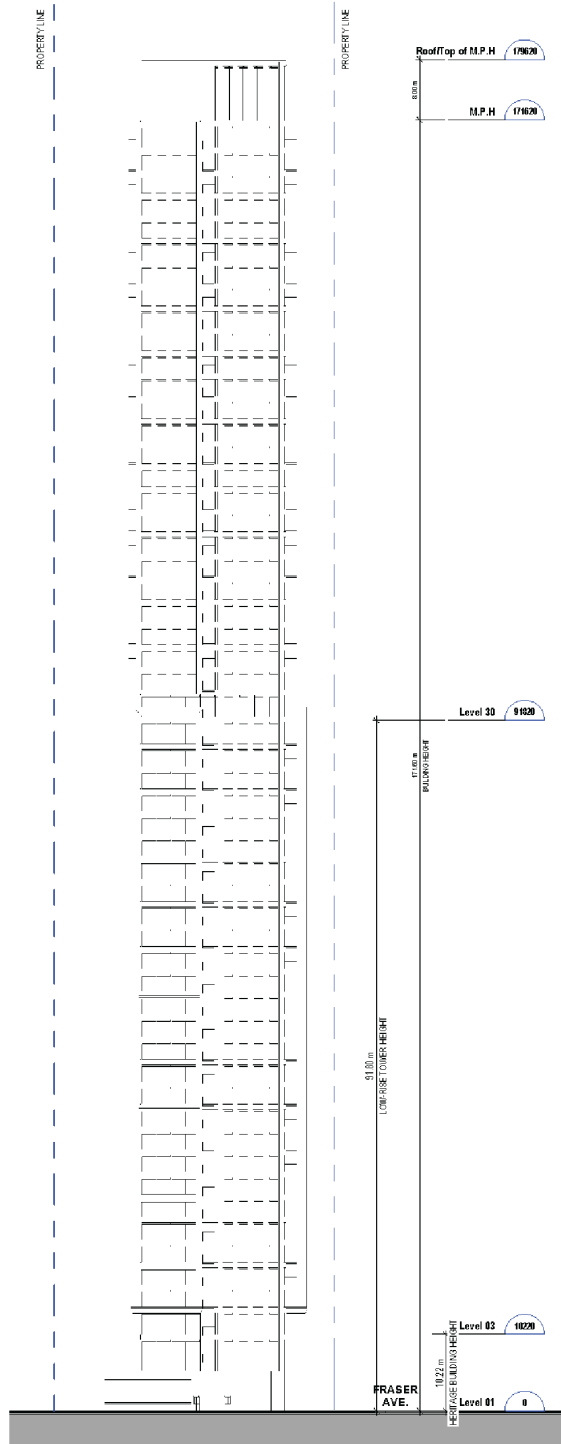
West Elevation

Attachment 8: North Elevation



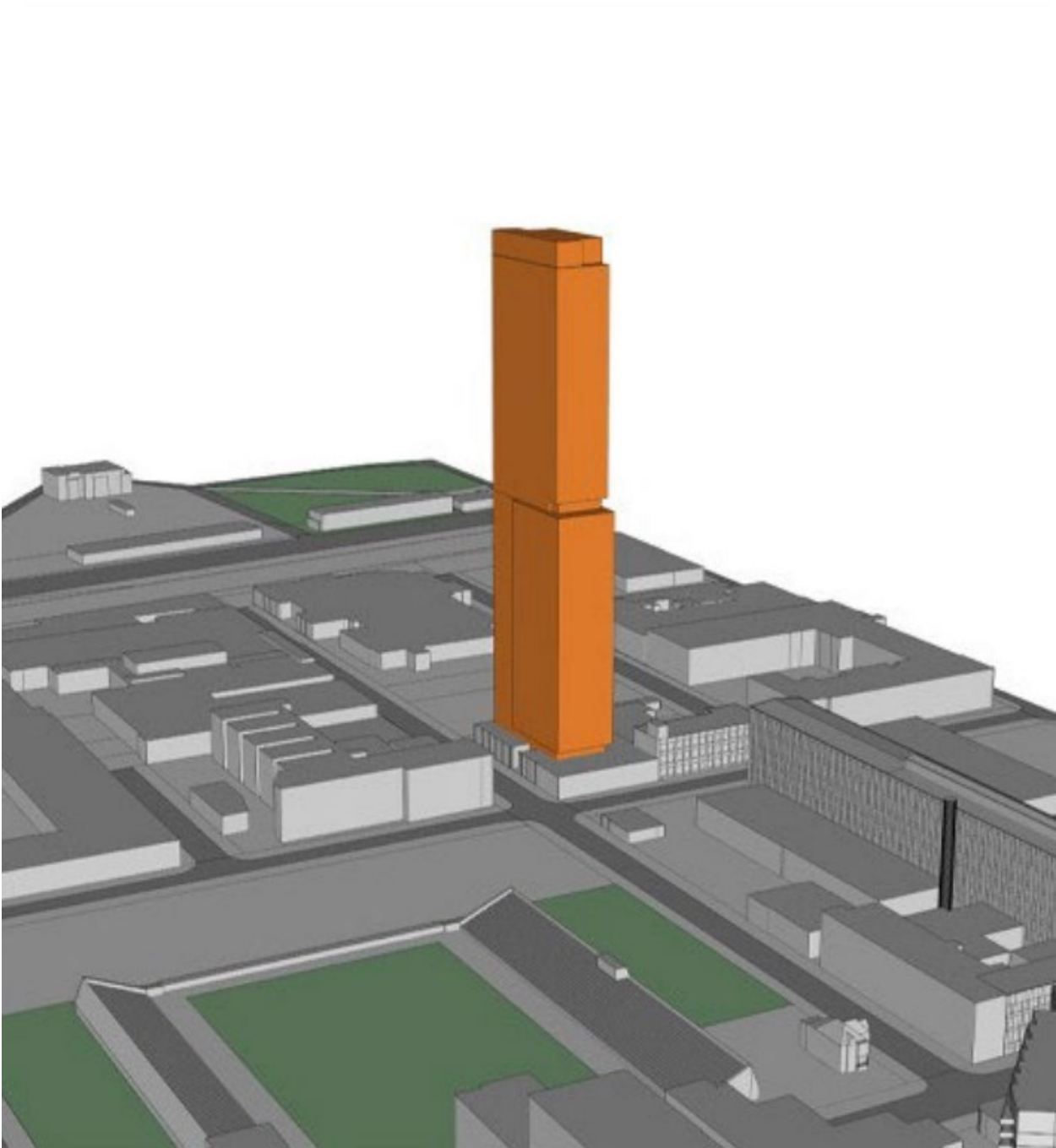
North Elevation

Attachment 9: South Elevation



South Elevation

Attachment 10: 3D Massing Model Perspectives (Looking Southwest)



Attachment 11: 3D Massing Model Perspectives (Looking Northeast)

