

17-19, 23 and 25 Toronto Street and 55 and 57 Adelaide Street East – Zoning By-law Amendment Application – Decision Report – Approval

Date: April 14, 2026

To: Toronto and East York Community Council

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

Ward: 13 - Toronto Centre

Planning Application Number: 23 138421 STE 13 OZ

SUMMARY

This report recommends approval of the application to amend the Zoning By-law, with a holding provision, to permit a 91-storey (300 metres, including mechanical penthouse) mixed use building, including 840 dwelling units and 7,920 square metres of non-residential space at 17-19, 23 and 25 Toronto Street and 55 and 57 Adelaide Street East.

A separate report from the Senior Manager, Heritage Planning, on the proposed alterations to the designated properties located at 17-19 Toronto Street, 25 Toronto Street, and 55 Adelaide Street East and the demolition and replacement of 23 Toronto Street within the St. Lawrence Neighbourhood Heritage Conservation District will be considered by City Council in conjunction with this report.

RECOMMENDATIONS

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

1. City Council amend City of Toronto Zoning By-law 569-2013 for the lands municipally known as 17-19, 23 and 25 Toronto Street and 55 and 57 Adelaide Street East substantially in accordance with the draft Zoning By-law Amendment included as Attachment 5 to this Report.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.
3. City Council request the General Manager, Transportation Services, to review and report back on the feasibility of amending Schedule B of the City of Toronto Municipal

Code Chapter 925, Permit Parking, to exclude the development located at 17-19, 23 and 25 Toronto Street and 55 and 57 Adelaide Street East.

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 on the southeast corner of Adelaide Street East and Toronto Street. The L-shaped site has an area of 2,455 square metres and frontages of 62.8 metres along Adelaide Street East, 49.3 metres along Toronto Street, and a total of 51.5 metres along Court Square. See Attachment 2 for the Location Map.

Existing Uses

The site is currently occupied by five buildings, ranging from 1-4 storeys in height, collectively containing 2,591 square metres of office space and 5,287 square metres of commercial space.

Heritage

The site is located in the St. Lawrence Neighbourhood Heritage Conservation District (HCD) and includes the following heritage properties:

- 55 Adelaide Street East – designated Part V - contributing and Landmark Building
- 57 Adelaide Street East – designated Part IV and Part V - contributing and Landmark Building, registered Heritage Easement Agreement
- 17-19 Toronto Street – designated Part IV and Part V - contributing
- 23 Toronto Street – designated Part V - non-contributing
- 25 Toronto Street – designated Part V - contributing

THE APPLICATION

Description

A proposed 91-storey (300 metres, including mechanical penthouse) mixed use building.

Revisions

The application has undergone revisions since it was first submitted, including:

- A 12-storey component originally proposed above 17-19 Toronto Street was removed from the proposal;
- Tower setbacks have been increased from Adelaide Street East and Toronto Street, as well as increased tower setbacks from the neighbouring properties at 15 Toronto Street and 59-65 Adelaide Street East;
- Tower floorplate has been reduced from 827 to 794.5 square metres, and balconies are no longer proposed;
- Overall building height has increased from 80 to 91 storeys (an increase of 32.4 metres);
- The massing of the tower top has been revised;
- The non-residential component has increased from 4,548 to 7,920 square metres; and
- The proposal no longer includes vehicle parking.

Heritage

The proposal includes complete in-situ retention of 57 Adelaide Street East and 17-19 Toronto Street, with no new development proposed above or below the existing buildings.

The façades of 25 Toronto Street and 55 Adelaide Street East are proposed to be retained and incorporated into the base building. The existing building at 23 Toronto Street is proposed for demolition and replacement with a new infill base building.

Density

The proposal has a density of 26.5 times the area of the lot.

Residential Component

The proposal includes 840 dwelling units, consisting of 33 studio (4%), 539 one-bedroom (64%), 181 two-bedroom (22%), and 87 three-bedroom units (10%). A portion of the studio and one-bedroom units would be located and designed so that they could be converted to provide a total of 40% two-and three bedroom units.

Non-Residential Component

The proposal includes 7,920 square metres of non-residential space, which is proposed to consist of approximately 4,085 square metres of office space, 3,563 square metres of commercial space, and an indoor midblock connection from Adelaide Street East to Court Square.

Amenity Space

The proposal includes a minimum of 4 square metres of amenity space per unit, including 984 square metres of outdoor amenity space.

Access, Parking and Loading

The proposal includes 0 vehicular parking spaces, 970 bicycle parking spaces (194 short-term and 776 long-term spaces), and 1 Type G and 1 Type C loading spaces. The loading spaces are proposed to be accessed from Court Square, which is a public lane that operates one-way southbound for the segment abutting the site.

Additional Information

See Attachments 1, 2 and 6 to 8 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/23TorontoSt

Reasons for Application

The Zoning By-law Amendment application proposes to amend the performance standards of Zoning By-law 569-2013 to permit a 91-storey mixed use building, including building height, density, and setbacks.

Agency Circulation Outcomes

The application has been circulated to all appropriate agencies and City Divisions. Responses have been used to assist in evaluating the application and drafting the Zoning By-law amendments.

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 [Official Plan](#) Urban Structure Map 2 identifies the site as part of the Downtown and Central Waterfront. The site is designated Mixed Use Areas on Land Use Map 18. 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.

Downtown Plan

The site is designated Mixed Use Areas 1 - Growth and is located within the Financial District in the Downtown Plan. The Downtown Plan requires that development in the

Financial District ensure no net loss of office and overall non-residential gross floor area.

Protected/Major Transit Station Area (PMTSA)

The site is within the delineated Protected Major Transit Station Areas for King, Queen, and St. Andrew subway stations, associated with Site and Area Specific Policy (SASP) 606, 605, and 608, respectively. Specifically, the site is within 500 metres of King and Queen stations. Within a PMTSA, for lands designated Apartment Neighbourhoods, Mixed Use Areas, or Regeneration Areas, zoning will permit a Floor Space Index (FSI) of 6 or more when the lands are located between 200 metres and 500 metres of a transit station. The site has a minimum FSI of 3 times the area of the lot. Development is not required to provide vehicle parking within a PMTSA.

Downtown Tall Buildings (SASP 517)

SASP 517 provides development criteria for tall building development proposals within the downtown; identifies that proposals shall have regard for a comfortable pedestrian realm; and provides for consideration of development proposals on other sites within the block, access to sunlight, views between towers, and wind conditions on and around the site.

Zoning

The site is zoned Commercial Residential (CR 4.0 (c3.0; r4.0) SS1 (x2315)) with a height limit of 23.0 metres under Zoning By-law 569-2013. This zone category permits a wide array of commercial, residential, and institutional uses. See Attachment 4 of this report for the existing Zoning By-law Map.

St. Lawrence Neighbourhood Heritage Conservation District Plan

The St. Lawrence Neighbourhood Heritage Conservation District (HCD) Plan includes policies and guidelines for alterations to the built environment, the public realm, and archaeological resources. The HCD Plan establishes an understanding of the cultural heritage value of the area and provides direction to guide growth and change while conserving the unique historic character of one of Toronto's oldest neighbourhoods.

Design Guidelines

The following [design guidelines](#) have been used in the evaluation of this application:

- Tall Building Design Guidelines
- Growing Up: Planning for Children in New Vertical Communities
- Retail Design Manual

Toronto Green Standard

The Toronto Green Standard (TGS) is a set of performance measures for green development. Applications for Zoning By-law Amendments 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).

PUBLIC ENGAGEMENT

Community Consultation

A virtual Community Consultation Meeting was hosted by City staff on June 20, 2023. Approximately 20 people participated in the meeting, including the Ward Councillor. At the meeting, City staff and the applicant's consultants gave presentations on the site and surrounding area, the existing planning framework, and the proposed development. Following the presentations, City staff led a question and answer session. Issues raised at the meeting and through written comments and phone calls include:

- Height of the proposal;
- Impacts to heritage properties;
- Shadow impacts on St. James Park and St. James Cathedral;
- Pedestrian and vehicular circulation on Court Square; and
- Infrastructure capacity for new development.

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

COMMENTS

Provincial Planning Statement and Provincial Plans

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

Land Use

The policies of the Downtown Plan require no net loss of office and overall non-residential gross floor area for development within the Financial District. The proposal will increase the amount of office space on the site, from 2,591 square metres to 4,085 square metres. The overall non-residential gross floor area will increase from 7,878 square metres to 7,920 square metres.

Heritage Conservation

The proposal includes full building retention for 17-19 Toronto Street and 57 Adelaide Street East, with minor alterations proposed to the rear elevation of 17-19 Toronto Street to allow for loading access. The heritage facades at 25 Toronto Street and 55 Adelaide Street East are proposed to be retained and incorporated into the base building of the development. The existing building at 23 Toronto Street is proposed for demolition and replacement with a compatible new infill base building, with vertical and horizontal datum lines aligned with the adjacent heritage facades.

Restoration of the retained buildings and facades is planned, where necessary, based on archival information. The details of the restorations will be set out in a Conservation Plan to be completed to the satisfaction of the Senior Manager, Heritage Planning.

The proposed tower is located above 23 and 25 Toronto Street and 55 Adelaide Street East, and will not encroach above the retained buildings at 17-19 Toronto Street and 57 Adelaide Street East. The proposed tower massing, including tower stepbacks above the base building, described in the following sections of this report, will mitigate impacts on the retained heritage structures by retaining the low-rise character of the historic streetwall and the legibility of the buildings from the public realm.

The full retention of 17-19 Toronto Street and 57 Adelaide Street East, with no tower encroachment over the roofline, and the façade retention of 25 Toronto Street and 55 Adelaide Street East, will reinforce the integrity and continuity of the historic streetscape.

A separate report from the Senior Manager, Heritage Planning, on the proposed alterations to the designated properties located at 17-19 Toronto Street, 25 Toronto Street, and 55 Adelaide Street East and the demolition and replacement of 23 Toronto Street within the St. Lawrence Neighbourhood Heritage Conservation District will be considered by City Council in conjunction with this report.

Archaeological Assessment

A Stage 1 Archeological Assessment was submitted for 17-25 Toronto Street and 53-57 Adelaide Street East, which determined that there are no further archaeological concerns regarding the properties. Heritage Planning staff have reviewed and accepted this determination.

Density, Height, Massing

This application has been reviewed against the Official Plan policies and design guidelines described in the Policy Considerations section of this report. Planning staff find that the proposed built form, including the overall building height, setbacks, and tower separation, is appropriate given the existing and planned context for the site and surrounding area.

Planning staff find that the proposed height is appropriate for this location in the Mixed Use Areas 1 - Growth land use designation in the Downtown Plan, where the most intense scale of development is anticipated. Staff have reviewed the overall height within the context of the proposed massing, including tower floorplate, setbacks, and separation distances from neighbouring properties. The massing of the tower top has been designed to contribute to the Downtown skyline and to reduce shadow impacts on the playground at St. James Park.

The proposal has been reviewed in the context of the overall block, including the recently approved 56-storey building for the abutting property to the south at 15 Toronto Street (Application Number: 22 185154 STE 13 OZ) and the development proposal for the abutting property to the east at 59-65 Adelaide Street East (Application Number: 25 259679 STE 13 OZ). This application provides tower setbacks of 20.0 metres on the south side of the tower and 21.9 metres on the east side. Planning staff find that the proposed setbacks provide appropriate tower separation to the neighbouring properties.

The base building and streetwall is defined by the retained heritage properties at 17-19 Toronto Street, 25 Toronto Street, and 55 and 57 Adelaide Street East, and the new 3-storey infill base building at 23 Toronto Street, which is aligned with the front setback of 25 Toronto Street. The building above includes an architectural reveal from Levels 4-8, which is set back 6.7-7.5 metres from the streetwall on Adelaide Street East and 6.2-7.0 metres from the streetwall (7.7-8.5 metres from the property line) on Toronto Street. Above the reveal levels, the tower generally has a setback of 5.5 metres from Adelaide Street East, 6.5 metres from Toronto Street, and a tower floorplate of 794.5 square metres.

Public Realm

Staff are satisfied that the proposal conforms with the applicable public realm policies of the Official Plan and the Downtown Plan.

The public realm includes a minimum pedestrian clearway width of 2.1 metres and eight street trees along Adelaide Street East and Toronto Street.

Curb extensions are proposed along Toronto Street at the intersection with Adelaide Street East and at the south end of the site frontage, with an opportunity for on-street pick-up and drop-off between the areas with curb extensions.

An indoor midblock connection from Adelaide Street East to Court Square is proposed through the ground floor of 55 Adelaide Street East.

Shadow Impact

The Shadow Study submitted in support of the application shows the proposal casting new shadows on St. James Park on June 21 from 4:18-6:18 p.m. and Nathan Philips Square on March 21 and September 21 at 9:18 a.m.. St. James Park and Nathan Philips Square are identified as Sun Protected Parks and Open Spaces in the Downtown Plan where net new shadows should be limited between 10:18 a.m. and 4:18 p.m.

The St. Lawrence HCD Plan aims to mitigate the potential negative impact of shadows on the cultural heritage values of the HCD, and focuses on specific areas where shadows would have a direct negative impact on specific properties and areas. HCD Plan Policy 5.5.1 states that additions and alterations shall limit net new shadow impacts on St. James Cathedral and St. James Park.

The proposal does not cast new shadows on St. James Park or Nathan Philips Square between 10:18 a.m. and 4:18 p.m. and has mitigated the new shadows cast on St. James Park outside of these hours by reducing the size of the tower floorplate and sculpting the tower top. The shadow impact resulting from the proposal conforms with the policy direction of the Official Plan and the Downtown Plan and is acceptable.

Wind Impact

The Pedestrian Wind Study submitted in support of the application concludes that wind conditions on and around the site will remain similar to the current conditions and are suitable for their intended uses for all pedestrian areas at street level and the outdoor amenity areas throughout the year.

Staff have reviewed the Pedestrian Wind Study and are satisfied with the assessment, conclusions, and recommendations contained within the study.

Housing

The Downtown Plan requires a minimum of 10% three-bedroom units, 15% two-bedroom units and an additional 15% two- or three-bedroom units or units that can be converted to two- and three-bedroom units through the use of accessible or adaptable design measures. The unit mix secured in the site-specific zoning by-law conforms with the policy direction of the Downtown Plan.

Traffic Impact, Access, Vehicular and Bicycle Parking and Loading

The Urban Transportation Considerations report submitted in support of the application concludes that the proposal can be adequately serviced from a transportation perspective. Transportation Review staff have accepted the proposal with respect to the proposed vehicular access, parking, loading, and the traffic impact generated by the proposal.

Servicing and Stormwater Management

A Functional Servicing and Stormwater Management Report, Servicing Report Groundwater Summary, Preliminary Hydrogeological Assessment, Hydrological Review Summary, Preliminary Hydrogeological Investigation Reliance Letter, and Geotechnical Assessment Reliance Letter were submitted in support of the application to demonstrate that the proposal can be adequately serviced. Development Engineering staff have reviewed the submitted materials and have accepted the proposal with respect to site servicing and stormwater management.

Tree Preservation

A Tree Inventory and Preservation Plan and Report were submitted in support of the application. Three City-owned trees located adjacent to the site on Adelaide Street East are proposed for removal to accommodate retention of the heritage façade. Three replacement street trees are proposed. Through the Site Plan Control application, Urban Forestry staff require further review of the location of existing and proposed utilities within the right-of-way and details of the proposed continuous soil trenches to confirm that tree planting can be implemented as proposed.

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.

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 a full range of community services and facilities in areas that are inadequately serviced or experiencing growth is a shared responsibility.

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 lift 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:

1. The owner enter into a Heritage Easement Agreement with the City for the properties at 17-19 Toronto Street, 25 Toronto Street, and 55 Adelaide Street East, substantially in accordance with the submitted plans and drawings and the Heritage Impact Assessment; and
2. The owner provide a detailed Conservation Plan, to the satisfaction of the Senior Manager, Heritage Planning.

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.

CONTACT

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SIGNATURE

David Driedger
Acting Director, Community Planning
Toronto and East York District

ATTACHMENTS

City of Toronto Information/Drawings

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

Applicant Submitted Drawings

- Attachment 6: Site Plan
- Attachment 7: Elevations
- Attachment 8: 3D Massing Model

Attachment 1: Application Data Sheet

APPLICATION DATA SHEET

Municipal Address: 17-19, 23 and 25 Toronto Street and 55 and 57 Adelaide Street East
Date Received: April 26, 2023

Application Number: 23 138421 STE 13 OZ

Application Type: Zoning By-law Amendment

Project Description: 91-storey (300 metres, including mechanical penthouse) mixed-use building.

Applicant	Agent	Architect	Owner
SvN Architects and Planners	SvN Architects and Planners	SvN Architects and Planners	Goband (Toronto) Development Ltd. and Goband 57 (Toronto) Development Ltd.

EXISTING PLANNING CONTROLS

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

Zoning: CR 4.0 (c3.0; r4.0) SS1 (x2315) **Heritage Designation:** Y

Height Limit (m): 23 **Site Plan Control Area:** Y

PROJECT INFORMATION

Site Area (sq m): 2,455 **Frontage (m):** 49 **Depth (m):** 63

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	2,370	630	1,728	2,358
Residential GFA (sq m):			57,186	57,186
Non-Residential GFA (sq m):	8,423	1,368	6,553	7,921
Total GFA (sq m):	8,423	1,368	63,739	65,107
Height - Storeys:	4		91	91
Height - Metres:			300	300

Lot Coverage Ratio (%): 96 **Floor Space Index**: 26.5

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	57,186	
Retail GFA:	3,563	
Office GFA:	4,085	
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:			840	840
Other:				
Total Units:			840	840

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		33	539	181	87
Total Units:		33	539	181	87

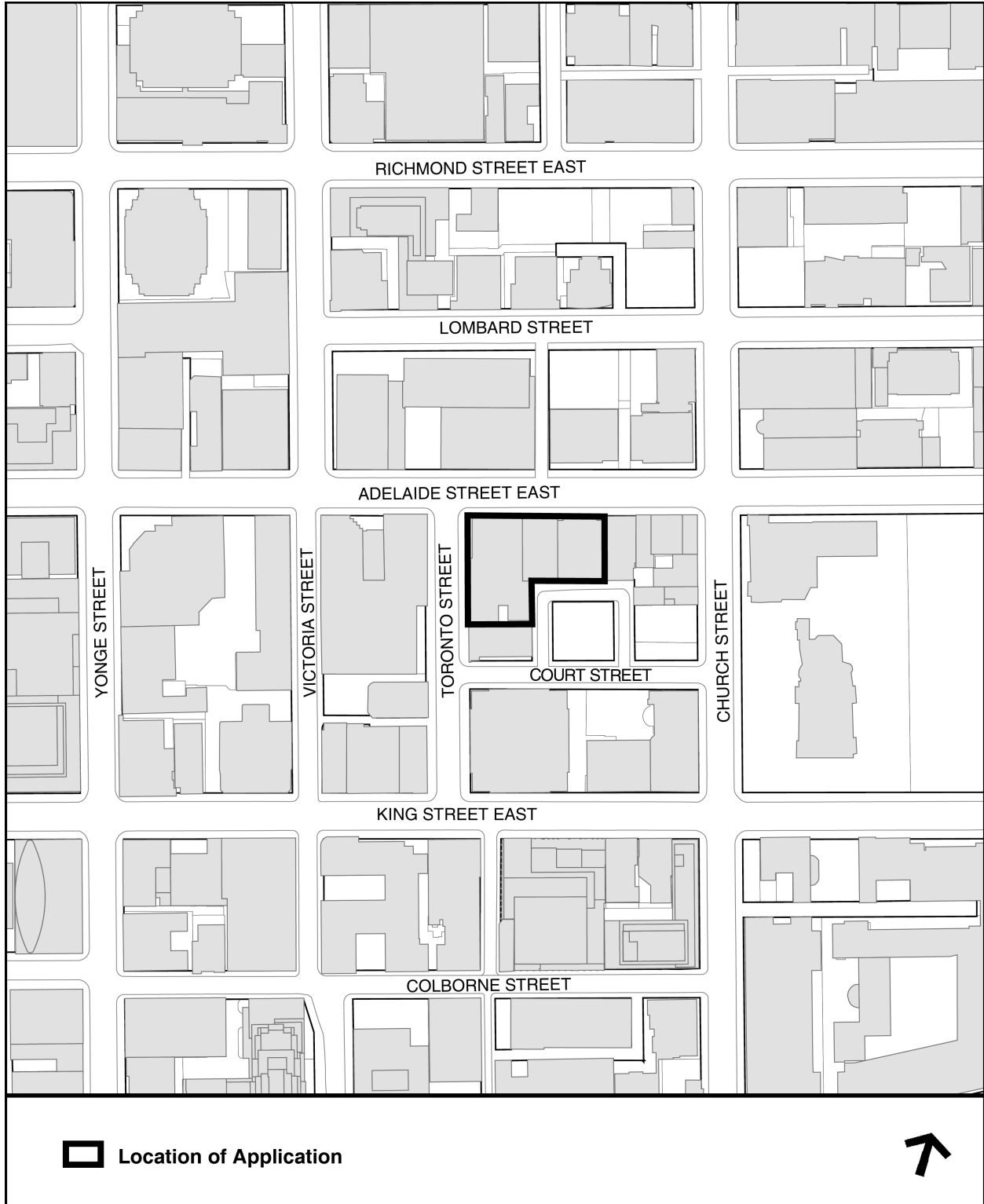
Parking and Loading

Parking Spaces: 0 Bicycle Parking Spaces: 980 Loading Docks: 2

CONTACT:

Katherine Bailey, Senior Planner, Community Planning
416-397-1761
Katherine.Bailey@toronto.ca

Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



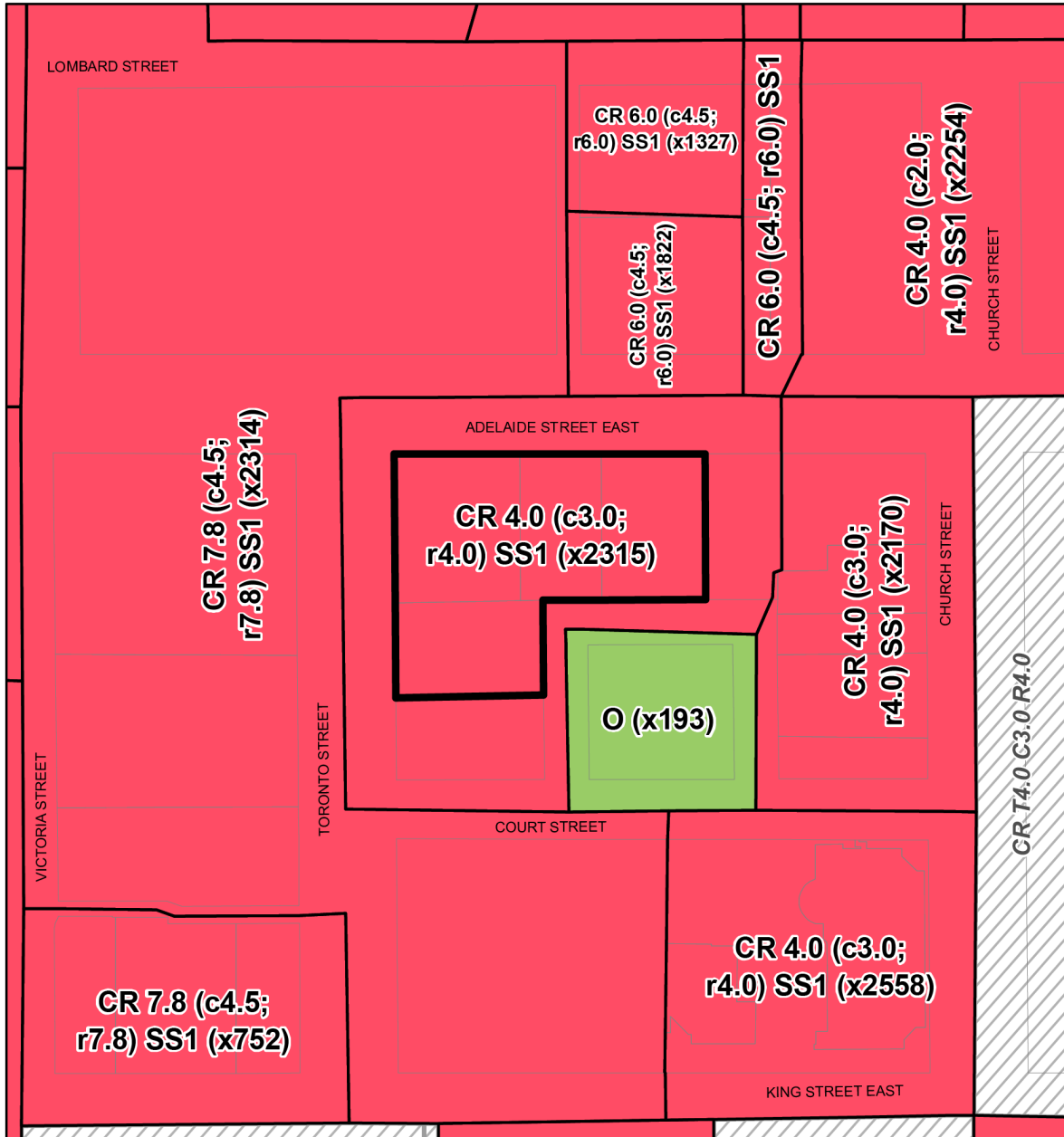
Official Plan Land Use Map #18

17-19, 23 and 25 Toronto Street
and 55 and 57 Adelaide Street East
File # 23 138421 STE 13 0Z



Not to Scale
 Extracted: 03/10/2026

Attachment 4: Existing Zoning By-law Map



Zoning By-law 569-2013

17-19, 23 and 25 Toronto Street
and 55 and 57 Adelaide Street East
File # 23 138421 STE 13 0Z

- Location of Application
- CR Commercial Residential
- O Open Space

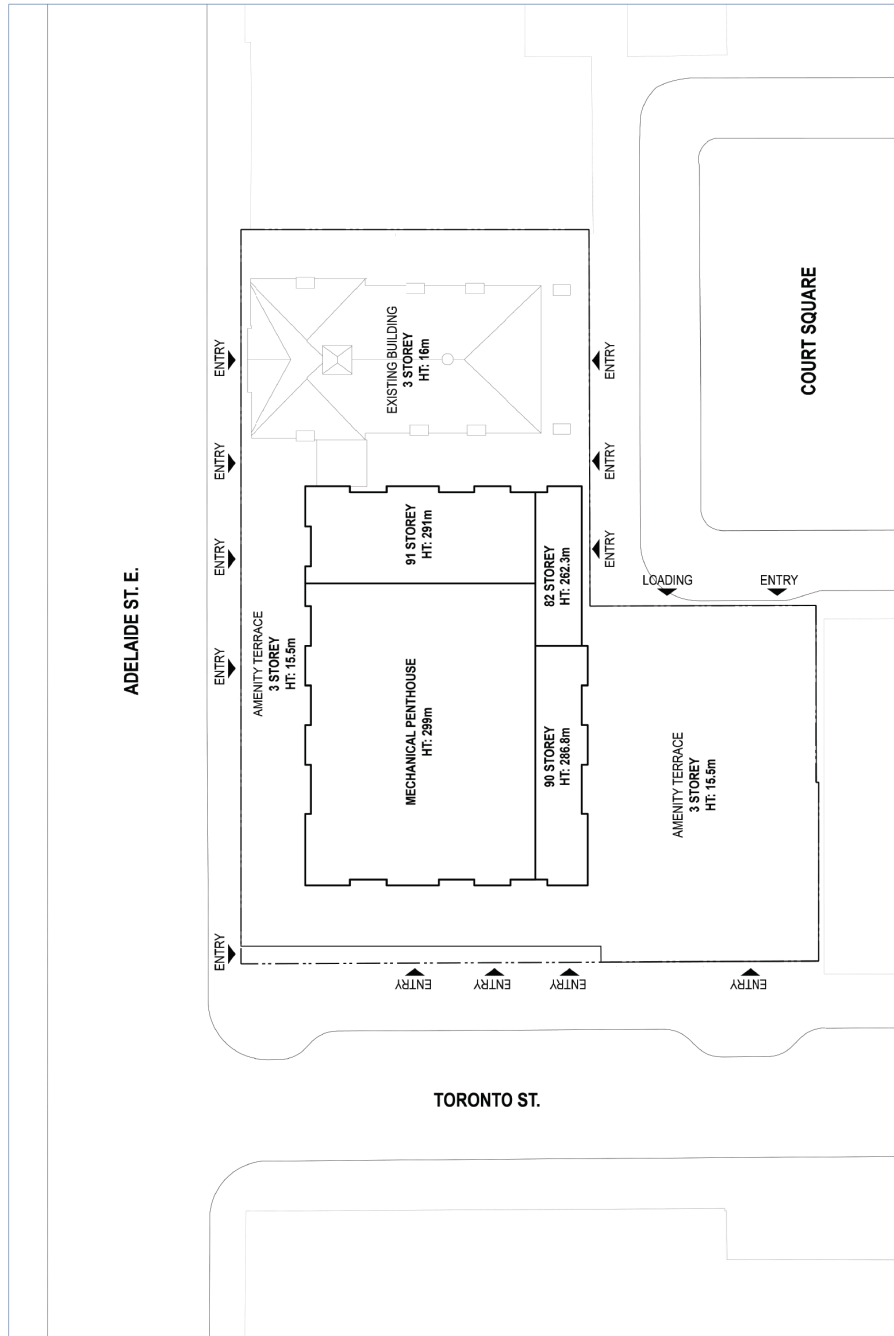
- See Former City of Toronto By-law No. 438-86
CR Mixed-Use District

Not to Scale
Extracted: 03/10/2026

Attachment 5: Draft Zoning By-law Amendment

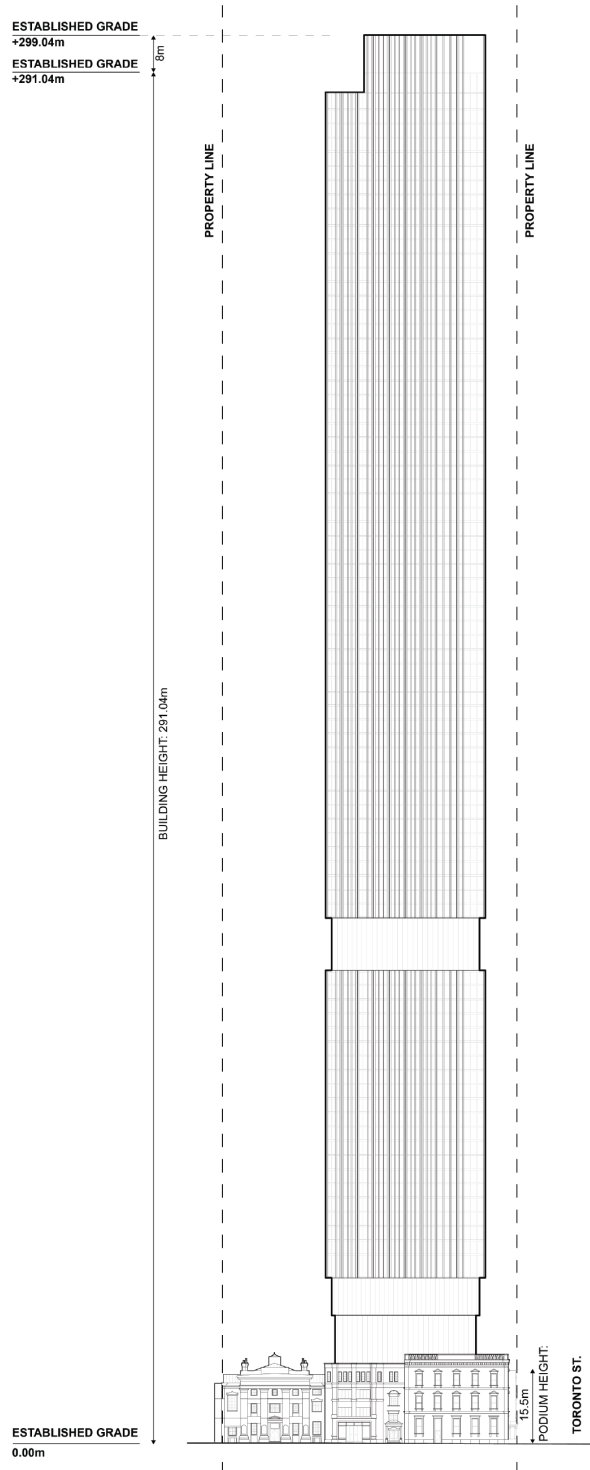
The Draft Zoning By-law Amendment will be made available on or before the April 30, 2026 Toronto and East York Community Council meeting.

Attachment 6: Site Plan

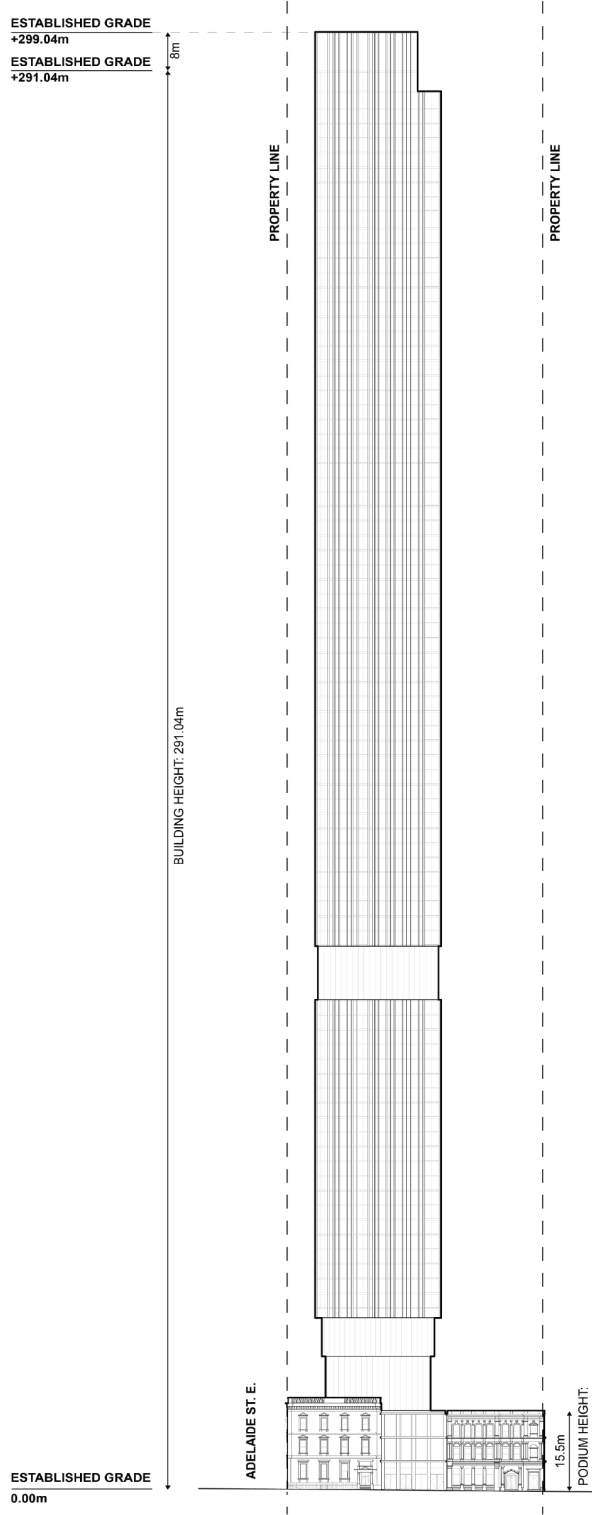


Site Plan

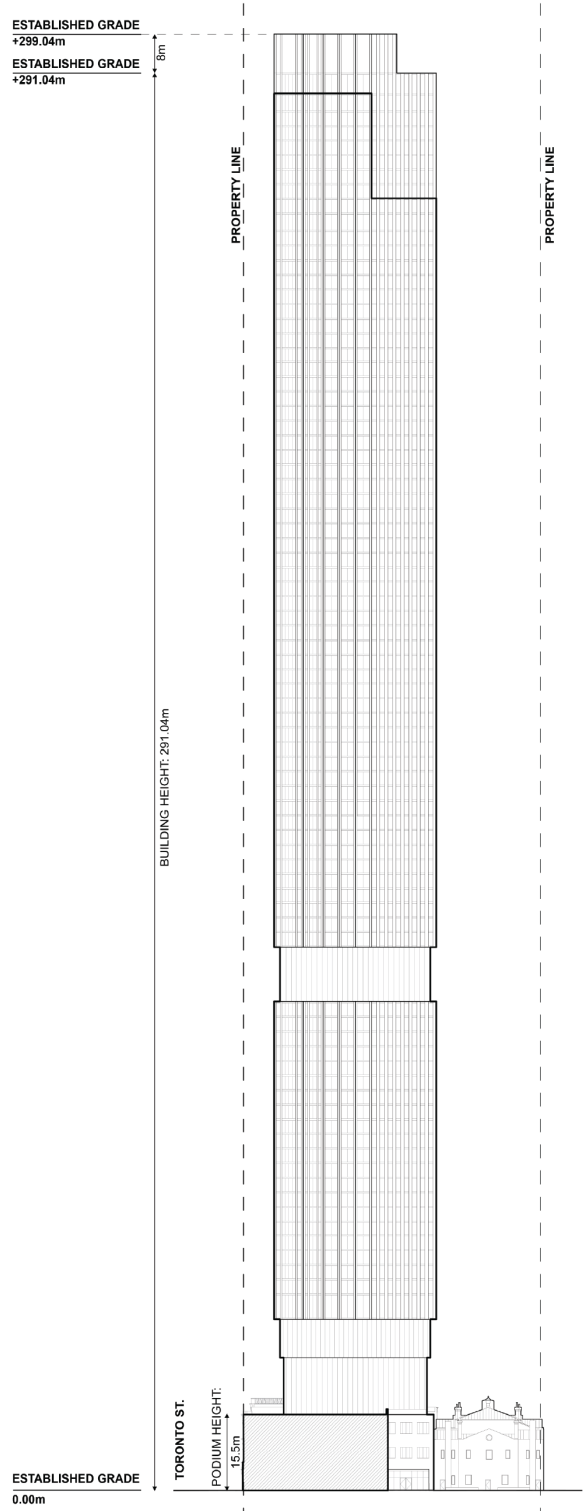
Attachment 7: Elevations



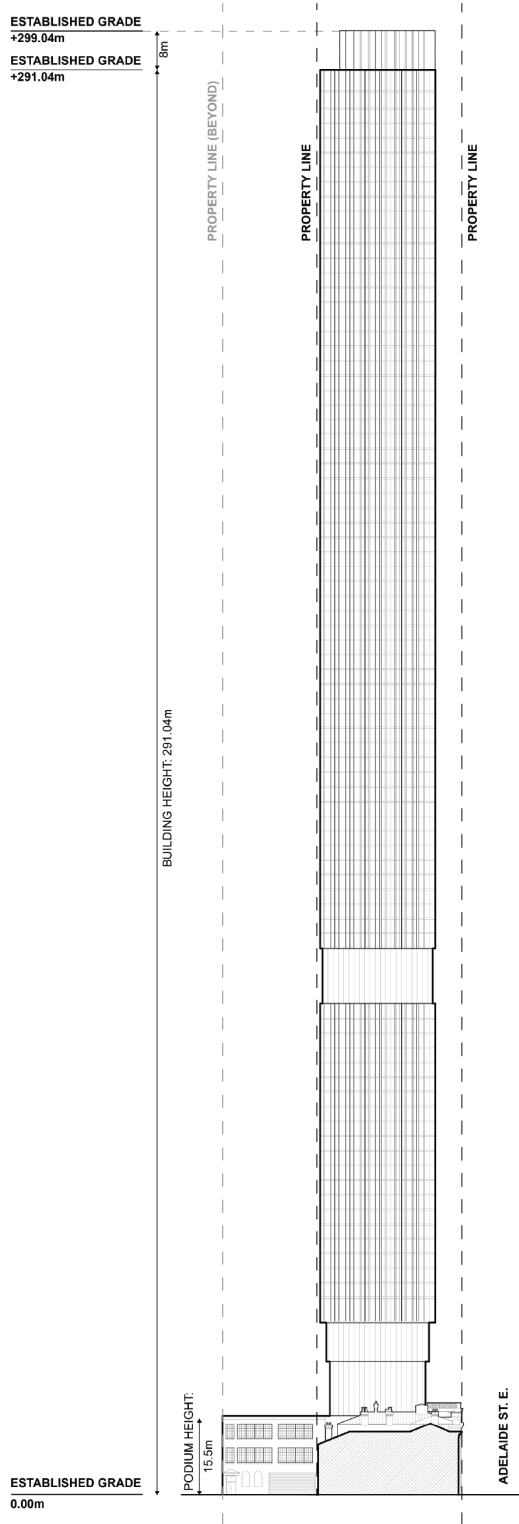
North Elevation



West Elevation

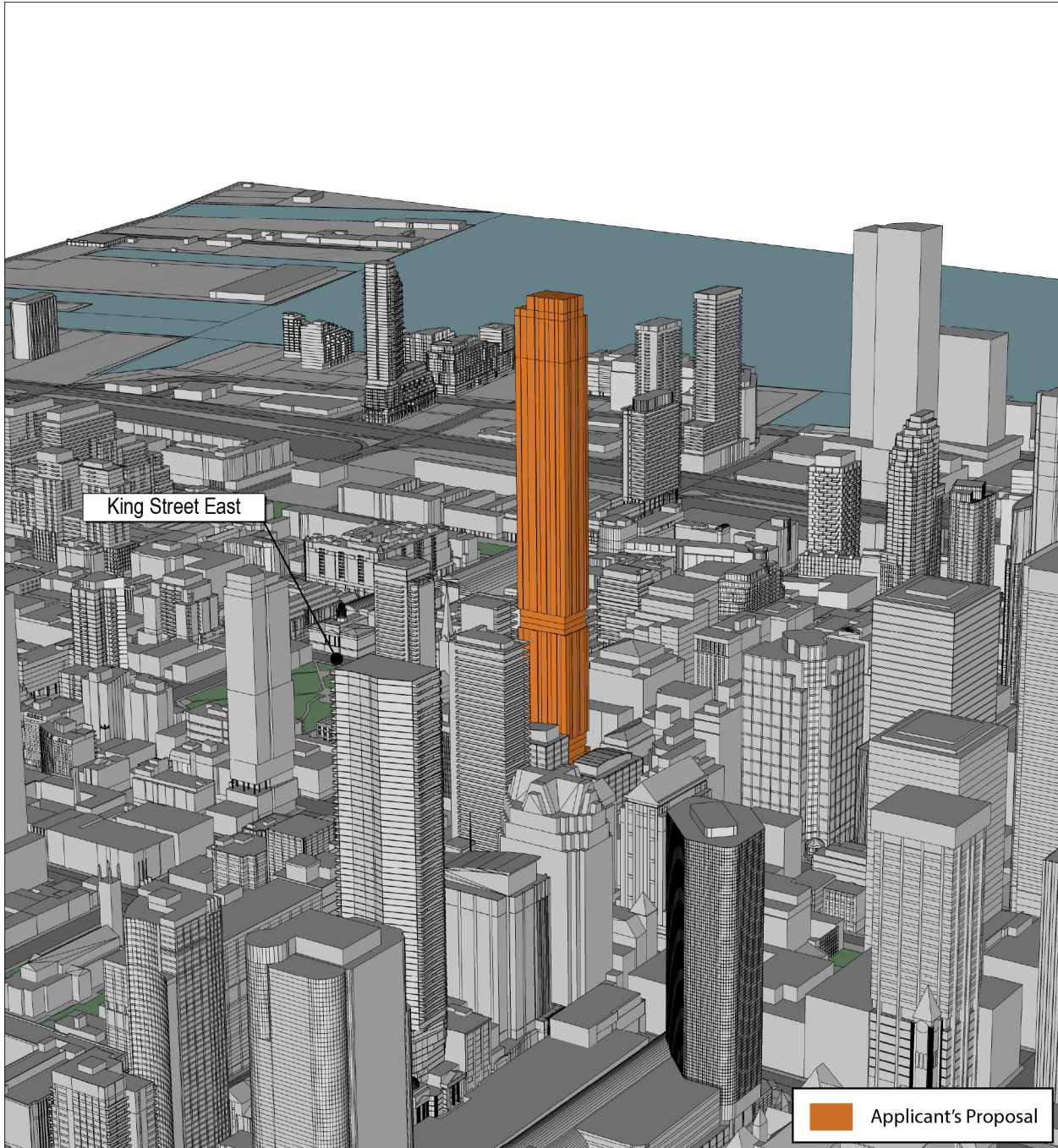


South Elevation



East Elevation

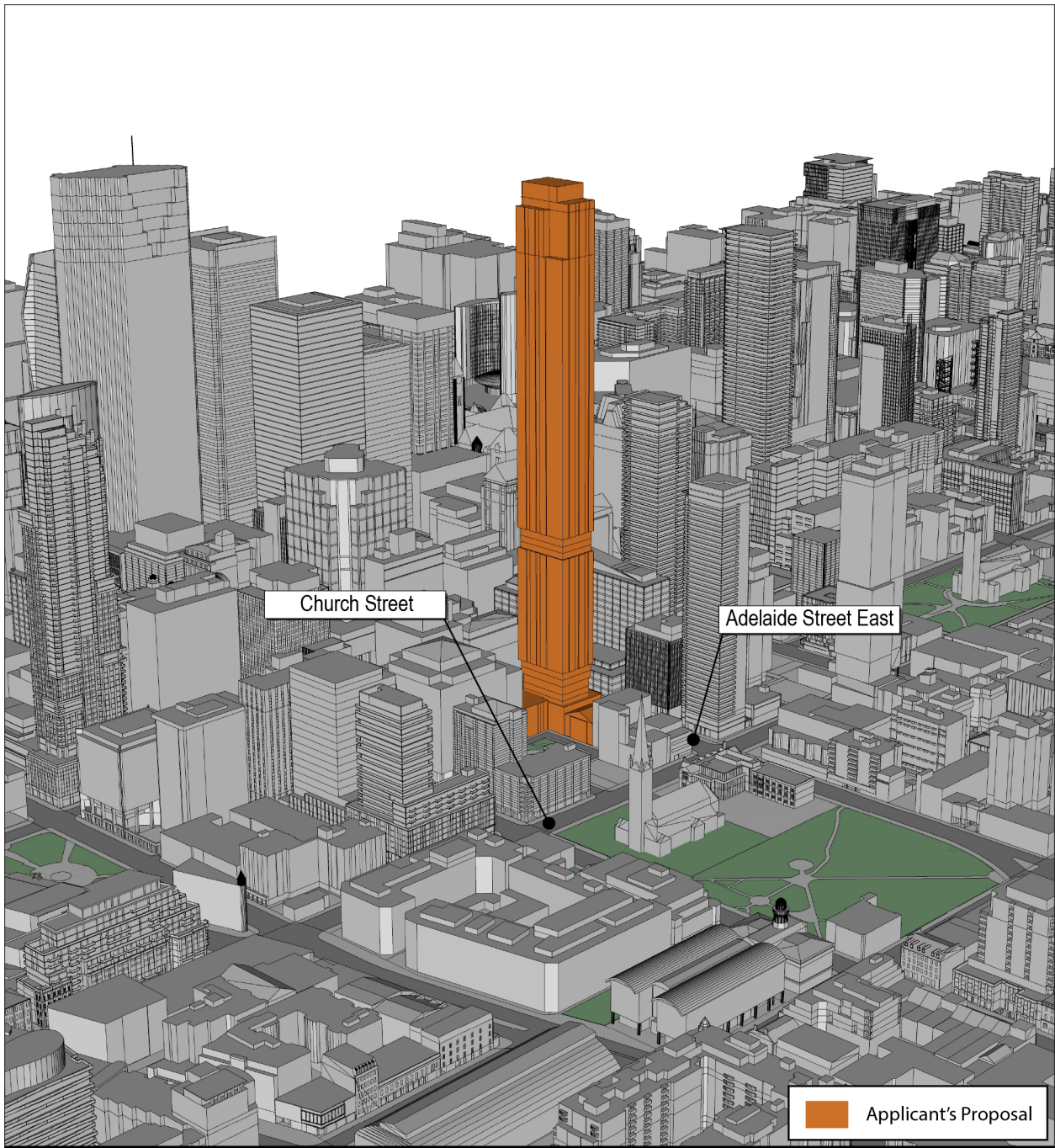
Attachment 8: 3D Massing Model



View of Applicant's Proposal Looking South East



03/11/2026



View of Applicant's Proposal Looking North West



03/11/2026