

2345 Yonge Street – Zoning By-law Amendment Application – Appeal Report

Date: June 3, 2026

To: Toronto and East York Community Council

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

Ward: 12 - Toronto-St. Paul's

Planning Application Number: 21 220609 STE 12 OZ

Related Planning Application Number: 21 220607 STE 12 SB

SUMMARY

On October 1, 2021, an application to amend the Zoning By-law was submitted and deemed complete upon submission, satisfying the City's minimum application requirements. The application proposes two mixed-use towers with heights of 179.5 metres and 173.5 metres (56 and 54 storeys respectively, excluding the mechanical penthouses) upon a 10-storey base building.

On April 9, 2026, the applicant appealed the Zoning By-law Amend Application to the Ontario Land Tribunal ("OLT") due to Council's failure to make a decision within the time frame in the Planning Act.

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

RECOMMENDATIONS

The Acting 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 Zoning By-law Amendment Application appeal for the lands municipally known as 2345 Yonge Street and to continue discussions with the applicant in an attempt to resolve outstanding issues.
2. City Council authorize the City Solicitor and City Staff to take any necessary steps to implement City Council's decision, including requesting any conditions of approval that

would be in the City's interest, in the event the Ontario Land Tribunal allows the appeal, in whole or in part.

FINANCIAL IMPACT

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

DECISION HISTORY

On October 8 and 9, 2025, City Council adopted Official Plan Amendment 839 for the lands municipally known in 2024 as 2323, 2329, and 2345 Yonge Street. The Official Plan Amendment amended Chapter 6, Section 21 of the Yonge-Eglinton Secondary Plan by introducing Site and Area Specific Policy No. 16, which requires the replacement of approximately 25 percent of the existing 9,763.8 square metres of office gross floor area with either non-residential gross floor area, affordable rental housing gross floor area, or a combination of both. Specifically, a minimum of 2,441 square metres of replacement gross floor area is required for any potential redevelopment at 2345 Yonge Street. Where this requirement is satisfied through a combination of non-residential and affordable rental housing uses, at least 345 square metres must be provided as affordable rental housing gross floor area. The decision document can be found here: <https://secure.toronto.ca/council/agenda-item.do?item=2025.TE25.7>

THE SITE AND SURROUNDING LANDS

Description

The site is located on the east side of Yonge Street, between Roehampton Avenue and Broadway Avenue. It is generally rectangular and approximately 3,680 square metres in size, with a frontage of 31.7 metres along Yonge Street and a maximum depth of 95.0 metres. The site is currently occupied by a 10-storey office building containing 9,763.8 square metres of office gross floor area and retail units located on the ground floor. The site is located approximately 180 metres away from the entrance to the Eglinton subway station and the Eglinton Crosstown LRT station. An exterior midblock pedestrian connection from Broadway Avenue to 5 Broadway Avenue provides access to the subject site and the shared underground parking garage. In addition, the site has vehicular access rights over 7-11 Broadway Avenue via a driveway along Broadway Avenue.

See Attachment 2 for the Location Map.

Surrounding Uses

North: to the north of the subject site, on the east side of Yonge Street are two-storey main-street commercial buildings (2353-2369 Yonge Street) and a four-storey mixed-

use building at the southeast corner of Yonge Street and Broadway Avenue (2371-2381 Yonge Street). To the rear of the Yonge Street properties is a lane extending south from Broadway Avenue to 2359 Yonge Street, as well as a midblock pedestrian connection connecting south to 5 Broadway Avenue. On Broadway Avenue is an 11-storey residential building (7-11 Broadway Avenue).

South: Immediately south of the subject site is a two-storey commercial building (2335 Yonge Street), a one-storey commercial building (2329 Yonge Street) and an eight-storey office building with ground floor retail (2323 Yonge Street). The properties at 2323-2329 Yonge Street are subject to a Zoning By-law Amendment approval for a 65-storey mixed-use building. East of 2323 Yonge Street is a 34-storey residential building (30 Roehampton Avenue).

East: Immediately east of the subject site is the 4-storey North Toronto Collegiate Institute and its associated football field. To the east of the school property is a development extending between Roehampton Avenue and Broadway Avenue, comprising a 27-storey residential building at 70 Roehampton Avenue and a 24-storey residential building at 25 Broadway Avenue. Further east along Roehampton Avenue and Broadway Avenue, the area is characterized by apartment neighbourhoods containing existing and approved residential buildings with heights up to 58 storeys.

West: On the west side of Yonge Street is a block of two- and three-storey mixed-use buildings (2346-2354 Yonge Street) and a 31-storey mixed-use building at the southwest corner of Yonge Street and Helendale Avenue (2360-2370 Yonge Street and 33 Helendale Avenue). Two 54-storey mixed-use buildings were recently approved by the Ontario Land Tribunal at 2346 and 2350 Yonge Street. Further west is a 15-storey building with office and community uses including the Northern District Public Library branch (40 Orchard View Boulevard), and a 20-storey residential building (58 Orchard View Boulevard).

THE APPLICATION

Description

A mixed-use development consisting of two towers with heights of 179.5 metres (Tower A) and 173.5 metres (Tower B) (56 and 54 storeys, respectively, excluding the mechanical penthouses) upon a 10-storey base building. The proposal also includes the expansion of the existing midblock pedestrian connection from Broadway Avenue to 5 Broadway Avenue, extending south to 2345 Yonge Street before turning west to Yonge Street along the northern lot line of 2345 Yonge Street.

Density

The proposal has a density of 21.9 times the area of the lot.

Residential Component

The proposal includes 1370 dwelling units, consisting of 187 studio (14%), 717 one-bedroom (52%), 327 two-bedroom (24%), and 139 three-bedroom units (10%).

Amenity Space

The proposal contains 2,055 square metres of indoor amenity space and 2,073 square metres of outdoor amenity space. The total amenity space proposed is 4,128 square metres (3.01 square metres per dwelling unit).

Non-Residential Component

The proposal includes 510.5 square metres of retail gross floor area located at grade.

Access, Parking and Loading

The primary residential entrance is located within the base building along the expanded midblock connection between Yonge Street and Broadway Avenue. The retail entrance is located along Yonge Street. The vehicular access to the development is accommodated within the base building through the existing driveway at 7-11 Broadway Avenue.

The proposal includes a three-level underground parking garage containing 173 new vehicular parking spaces, in addition to the 198 existing parking spaces on the site. Vehicular access to the parking garage is provided via 7-11 Broadway Avenue. A total of 1,376 bicycle parking spaces are proposed, including 1,233 long-term spaces, 126 short-term spaces, and 17 spaces dedicated to retail uses. Loading access is also incorporated within the base podium and includes one new Type "G" loading space and one new Type "C" loading space, while retaining the existing Type "G" loading space at 7-11 Broadway Avenue. Access to all loading facilities is provided from Broadway Avenue.

A 0.4 metre road widening dedication along the Yonge Street frontage of the subject site is required and is proposed to be conveyed to the City with this application.

Additional Information

See the attachments of this Report for the Application Data Sheet, Location Map, a 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: <https://www.toronto.ca/2345YongeSt>

Reasons for Application

The Zoning By-law Amendment proposes to amend performance standards in Zoning By-law 569-2013 to permit the building form, height, density, setbacks, and other performance standards.

APPLICATION BACKGROUND

A pre-application consultation (PAC) meeting was held on July 14, 2021. The Planning Application Checklist Package resulting from the PAC meeting is available on the Application Information Centre. The reports and studies submitted in support of this application are available on the Application Information Centre:

<https://www.toronto.ca/2345YongeSt>

Agency Circulation Outcomes

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

POLICY AND REGULATION CONSIDERATIONS

Provincial Land-Use Policies

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Planning Statement (2024), and shall conform to provincial plans.

Official Plan

The Official Plan Urban Structure Map 2 identifies the site as Centres, and Land Use Map 17 designates the site as Mixed Use Areas. 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.

Protected/Major Transit Station Area

The site is within a delineated Protected Major Transit Station Area (PMTSA). Specifically, the site is within 500 metres of the centre point of the delineated Eglinton PMTSA associated with SASP 723 in Chapter 8 of the Official Plan. Map 2 of SASP 723 identifies minimum Floor Space Index (FSI) requirements. The site has a minimum FSI of 2.5 requirement.

Chapter 8 states that lands designated Mixed Use Areas located between 200 to 500 metres of an existing or planned transit station will have City-initiated zoning that permits an FSI of 6 or more. The permitted FSI is not a minimum requirement. Appropriate density for the site will be determined in the context of the site and by reading the Official Plan as a whole.

City Planning is undertaking required zoning updates for PMTSAs and MTSA's and a report with recommendations will be brought to Planning and Housing Committee when the work is finalized.

Yonge-Eglinton Secondary Plan

The Yonge-Eglinton Secondary Plan identifies the sites as Mixed Use Areas "B". The sites are located within the Montgomery Square Character Area, with heights of tall buildings generally scaling down in height away from the Yonge-Eglinton Intersection.

Zoning

The site is zoned Mainstreet Commercial-Residential (MCR T3.0 C2.0 R2.5) under former City of Toronto By-law 438-86, as amended, with a height limit of 16.0 metres along the Yonge Street frontage and Residential (R2 Z2.0) for the rear portion of the site with a height limit of 38.0 metres. See Attachment 4 of this Report for the existing Zoning By-law Map.

Design Guidelines

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

- Tall Building Design Guidelines
- Growing Up: Planning for Children in New Vertical 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.

Draft Plan of Subdivision

With the Zoning By-law amendment application, the owner also submitted a Draft Plan of Subdivision application which has not been appealed to the Ontario Land Tribunal.

The Executive Director, Development Review has delegated authority to instruct the City Solicitor on appeals of Plans of Subdivision Applications under Section 415-18.1 of the Toronto Municipal Code, as amended.

PUBLIC ENGAGEMENT

Community Consultation

Virtual Meeting

A virtual Community Consultation Meeting for the Official Plan and Zoning By-law Amendment applications for both 2323-2329 Yonge Street and 2345 Yonge Street was hosted by City staff on November 12, 2024. Approximately 70 people participated along with the applicant and representatives from the Ward Councillor's office. Following a

presentation by City staff and the applicant, the following comments and issues were raised:

- Concerns about the building height and massing and relationship to adjacent sites;
- Concerns about distance to neighbouring buildings, and subsequent wind and shadow impacts;
- Concerns about construction impacts;
- Questions about the proposed shared parking arrangement;
- Support for the design of the building and the landscaped area; and
- Desire for provision of affordable housing.

In-Person Open House

An Open House event was hosted by the City staff on September 5 and 7, 2024, at the Toronto Public Library Northern District Branch. Representatives from the applicant's project team were also present to speak to members of the public. The Open House provided the public with an opportunity to view submission materials, ask questions and provide feedback to staff and the applicant.

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 Policy 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 Policies and Design Guidelines

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

Land Use

The Yonge-Eglinton Secondary Plan allows for a mix of uses within Mixed Use Areas "B", including residential, retail and service, office, institutional, entertainment and cultural uses. The proposed uses on the site are acceptable as they are consistent with the Official Plan and the Yonge-Eglinton Secondary Plan land use designations.

Housing

The Official Plan directs that a full range of housing in terms of form, tenure and affordability be provided to meet the current and future needs of residents. This proposal would result in a development with a unit mix that meets the Yonge-Eglinton Secondary Plan and the Growing Up Guidelines.

Density, Height, Massing

The proposed building massing, including the tower setbacks and separation distances, is not acceptable in its current form. As proposed, it does not conform to the policies of the Official Plan and the Yonge-Eglinton Secondary Plan, and does not meet the intent of the Tall Building Design Guidelines.

Density

The proposed density of 21.9 FSI is greater than the minimum density requirement of 2.5 FSI as required by SASP 723 in Chapter 8 of the City's Official Plan. The PMTSA policies require that a lot within Mixed Use Areas have a density permission of 6.0 or more times the area of the lot if located within 200-500 metres of a transit station area. The proposed density goes beyond the minimum FSI requirement, as well as the density permission for Mixed Use Areas in a PMTSA.

Height and Massing

Given the planned and existing context, the proposed heights of 179.5 metres (Tower A) and 173.5 metres (Tower B) (56 and 54 storeys, respectively, excluding the mechanical penthouses) are acceptable.

The proposed tower setbacks, stepbacks, and separation distances are not sufficient. In particular, the proposed north setback for Tower A is insufficient. Additional refinement of the setbacks, and massing is required. Staff would like to continue discussions with the applicant regarding improvements to the proposed massing, including increased tower setbacks to the north property line.

Public Realm

Along Yonge Street, the proposed building is set back 1.0 metre from the property line, resulting in a 3.4-metre pedestrian clearway and a 7.2-metre distance from the building face to the curb. While the proposed setback contributes to the planned public realm improvements along Yonge Street, the 3.4-metre pedestrian clearway does not meet the minimum required 3.7-metre pedestrian clearway. Revisions to the proposal are therefore required to provide an appropriate pedestrian clearway along the Yonge Street frontage. A mid-block pedestrian connection between Yonge Street and Broadway Avenue is proposed and is acceptable to staff.

Shadow Impact

The shadow impact resulting from the proposal is acceptable. The proposal adequately limits shadow impacts on shadow-sensitive areas, parks, and sidewalks, particularly during the spring and fall equinoxes.

The proposed development casts shadows on Neighbourhoods designated properties to the northwest at 9:18 a.m. on March 21 and September 21 with shadows moving off most of these areas by 11:18 a.m.

As it relates to the North Toronto Collegiate Institute playing field to the east, which is not designated Parks or Other Open Space Areas in the Secondary Plan, there would be incremental shadowing over a portion of the playing field in the afternoon on March 21, June 21, and September 21 between 3:18 p.m. and 6:18 p.m.

An updated Sun/Shadow study may be required if further changes are made to the proposal.

Wind Impact

A Pedestrian Level Wind Study prepared by RWDI, dated June 20, 2024, indicates that wind conditions across areas intended for pedestrian usage, including public sidewalks, walkways, laneways, patios at grade, and the midblock pedestrian connection are suitable for walking or better during all seasonal periods and are acceptable for their intended use. The proposed primary building access points are predicated to experience walking or better wind conditions.

A revised Pedestrian Level Wind Study, including a wind tunnel test, is required if further changes are made to the massing.

Servicing

A Functional Servicing and Stormwater Management Report and associated plans have been submitted for the site and have been reviewed by Engineering Review staff. A number of revisions and additional information are required.

In the event that the OLT allows the Zoning By-law Amendment appeal in whole or in part, the confirmation of water, sanitary and stormwater capacity from the Director, Engineering Review, Development Review, or the determination of whether holding provisions are required in the Zoning By-law amendment should be confirmed prior to the interim and final Order.

Road Widening

In order to satisfy the Official Plan requirement of a 27 metre right-of-way for this segment of Yonge Street, a 0.4 metre road widening dedication along the Yonge Street frontage of the subject site is required and is proposed to be conveyed to the City with this application.

Traffic Impact, Access, Parking, and Loading

A Transportation Impact Study prepared by BA Consulting Group Ltd., dated June 26, 2024, was submitted to assess the traffic impact, access, parking, and loading arrangements for the proposed development. The study concludes that the projected site traffic would have minimal impacts on area intersections, and therefore, could be acceptably accommodated on the adjacent road network.

The Planning Act prohibits minimum parking requirements in Protected Major Transit Station Areas. Nonetheless, any parking that is provided by the applicant is subject to zoning and accessibility standards for parking spaces.

Transportation Review staff have reviewed the Transportation Impact Study and generally accepts its conclusions with respect to traffic, parking, and loading, subject to the implementation of Transportation Demand Management measures.

Amenity Space

The proposed amount of amenity space is less than required. Further revisions to the development are required to provide a minimum of 4.0 square metres of amenity space per dwelling unit, including at least 2.0 square metres per unit of both indoor and outdoor amenity space. In addition, a minimum of 40 square metres of outdoor amenity space must be provided directly adjacent to the indoor amenity area.

Parkland

The preferred approach to satisfying the parkland dedication requirements pursuant to Section 42 of the Planning Act is through an off-site parkland dedication. Parks Development staff will work with the applicant to identify suitable off-site properties, of appropriate size and location, for conveyance to the City as parkland.

If no such property can be secured, cash-in-lieu will be accepted. 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. The Toronto Municipal Code Chapter 415-28 would require that the payment be made prior to the issuance of the first above-grade building permit.

Further Issues

Development Review Staff may also be required to evaluate supplementary or revised plans and supporting materials submitted by the applicant after the date of this Report. As a result, Staff may continue to refine or identify further issues or supplement the reasons provided in this Report. Where substantive changes to the proposal are made by the applicant, Staff may report back to City Council as necessary.

Conditions to Any Tribunal Order

Should the Ontario Land Tribunal allow the appeal, in whole or in part, the following include a preliminary list of conditions that should be imposed on the issuance of any

final order of the Tribunal on the Zoning By-law Amendment to the satisfaction of the appropriate City Officials:

- The final form and content of the draft Zoning By-law Amendment is to the satisfaction of the Executive Director, Development Review and the City Solicitor;
- The owner has at its sole expense:
 - A revised Pedestrian Wind Study;
 - Submitted a revised Functional Servicing and Stormwater Management Report for review and acceptance, to the satisfaction of the Director, Engineering Review, Development Review, in consultation with the General Manager, Toronto Water;
 - Made arrangements with the City for the design and construction of any improvements to the municipal infrastructure, should it be determined that upgrades are required to the infrastructure to support this development, according to the Functional Servicing and Stormwater Management Report accepted by the Director, Engineering Review, Development Review, in consultation with the General Manager, Toronto Water;
 - Ensured that implementation of the accepted Engineering Reports does not require changes to the proposed amending By-law or that any required changes have been made to the proposed amending By-law to the satisfaction of the Executive Director, Development Review, and the City Solicitor, including the use of a Holding ("H") By-law symbol regarding any new municipal servicing infrastructure or upgrades to existing municipal servicing infrastructure, as may be required;
 - Address all outstanding issues raised in the Engineering Review Memorandum dated August 13, 2024, as they may be amended, as they relate to the Zoning Bylaw Amendment application to the satisfaction of the General Manager; Transportation Services and of the Director, Engineering Review, Development Review; and,
 - Satisfied any other conditions or entered into agreement(s) with the City as may be deemed necessary and in the interest of the City.

CONTACT

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SIGNATURE

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

ATTACHMENTS

City of Toronto Data/Drawings

Attachment 1: Application Data Sheet

Attachment 2: Location Map

Attachment 3: Official Plan Land Use Map

Attachment 4: Existing Zoning By-law Map

Applicant Submitted Drawings

Attachment 5: Site Plan

Attachment 6: Elevations

Attachment 7: 3D Massing Model

Attachment 1: Application Data Sheet

Municipal Address: 2345 Yonge Street Date Received: October 1, 2021
 Application Number: 21 220609 STE 12 OZ
 Application Type: Zoning By-law Amendment
 Project Description: A mixed-use development consisting of two towers (54 and 56-storey towers), joined by a 10-storey base building.
 Applicant: Riocan Holdings Inc. Architect: Dialog Owner: PHOENIX 2345 YONGE ST INC

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision: OPA 405, OPA 570, SASP 723
 Zoning: MCR T3.0 C2.0 R2.5, R2 Z2.0 Heritage Designation: N
 Height Limit (m): 16, 38 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 3,680 Frontage (m): 32 Depth (m): 95

Building Data	Existing	Proposed	Total
Ground Floor Area (sq m):	3,311	2,660	2,660
Residential GFA (sq m):		80,416	80,416
Non-Residential GFA (sq m):	14,000	510	510
Total GFA (sq m):	14,000	80,926	80,926
Height - Storeys:	10	56	56
Height - Metres:		179	179
Lot Coverage Ratio (%):	72.28	Floor Space Index: 21.99	

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	80,134	282
Retail GFA:	510	

Residential Units by Tenure	Existing	Proposed	Total
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Condominium:	0	1,370	1,370
Total Units:	0	1,370	1,370

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Proposed:		187	717	327	139
Total Units:		187	717	327	139

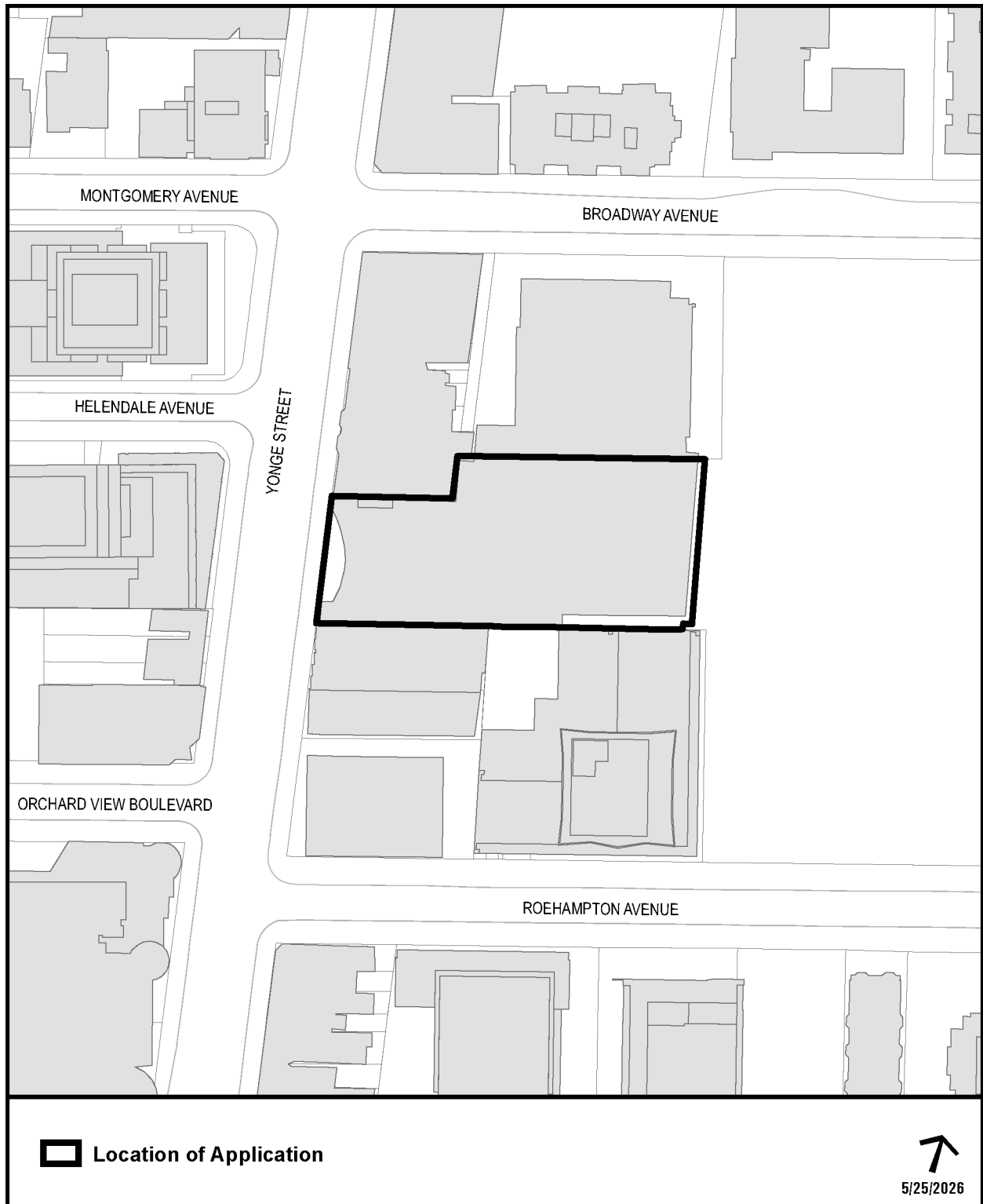
Parking and Loading

Parking Spaces:	371	Bicycle Parking Spaces:	1,376	Loading Docks:	3
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CONTACT:

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Kai.Zhou@toronto.ca

Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



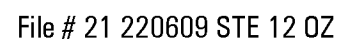
Official Plan Land Use Map #17

2345 Yonge Street

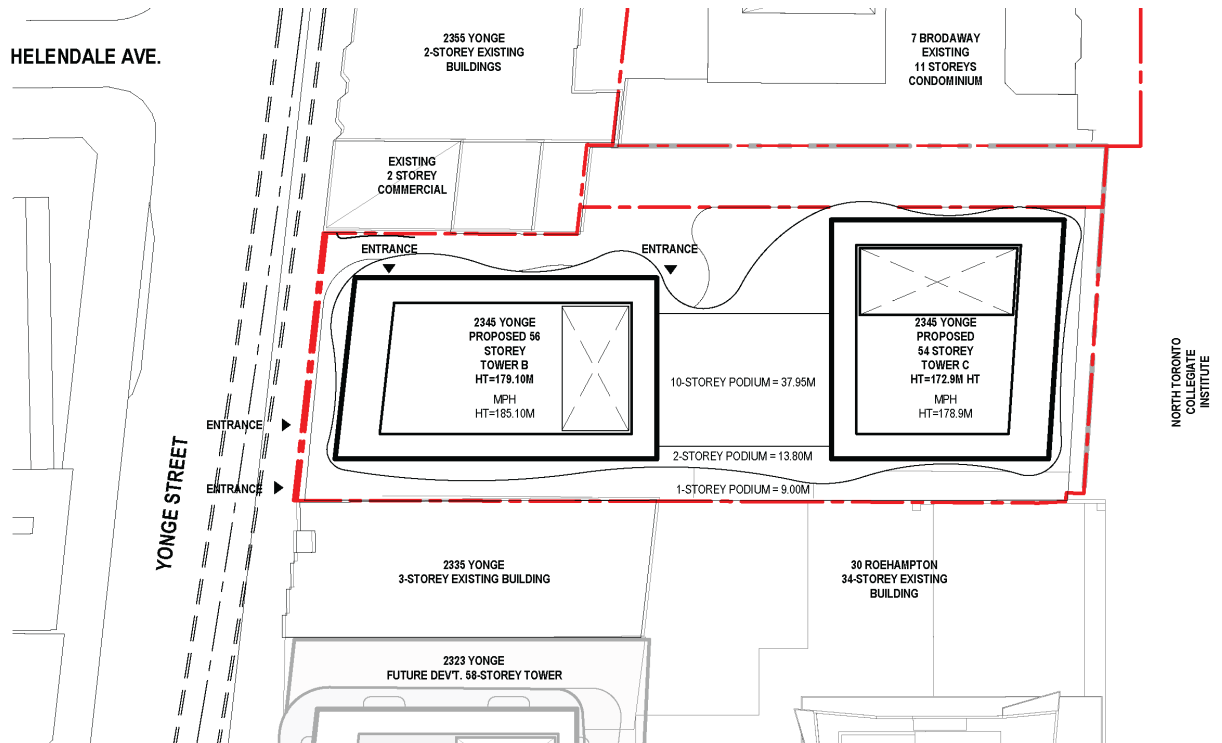
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Not to Scale
Extracted: 5/26/2026

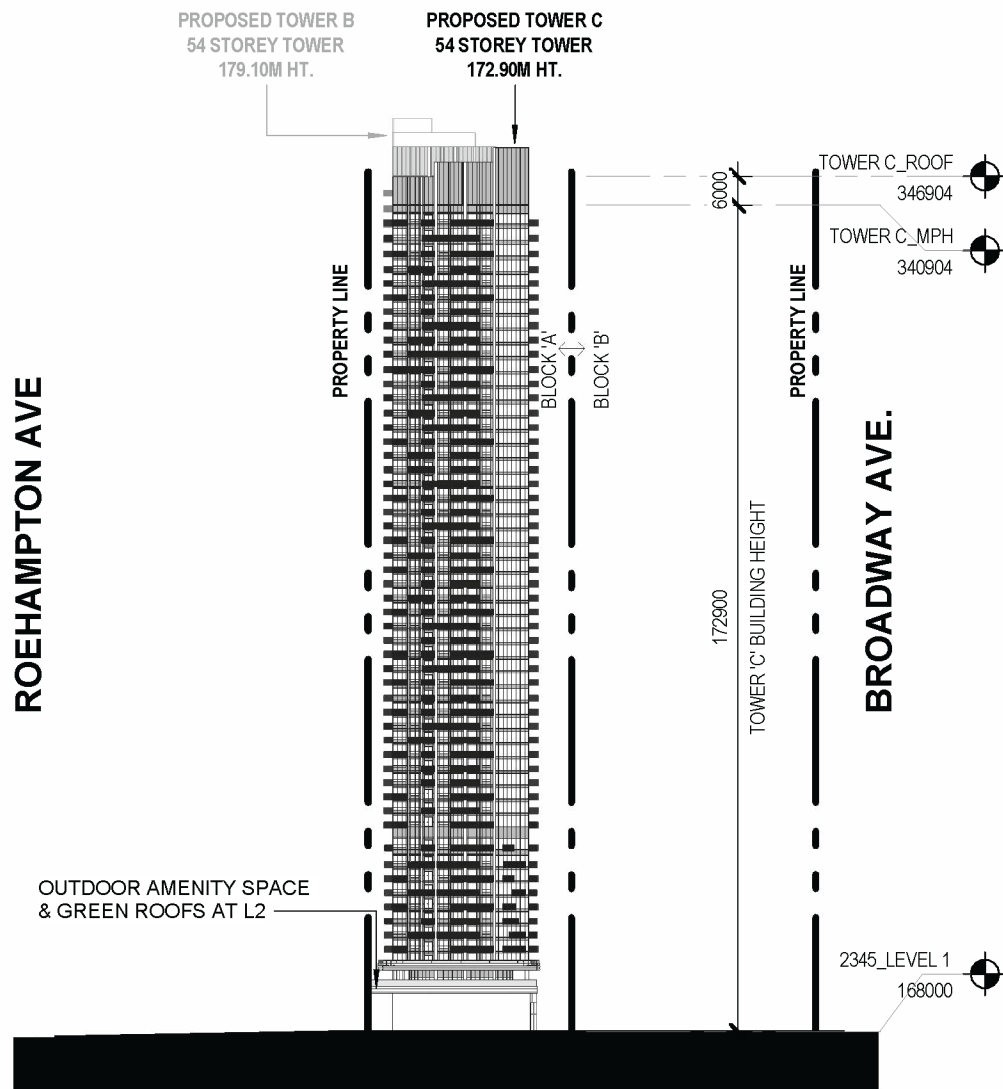


Attachment 5: Site Plan

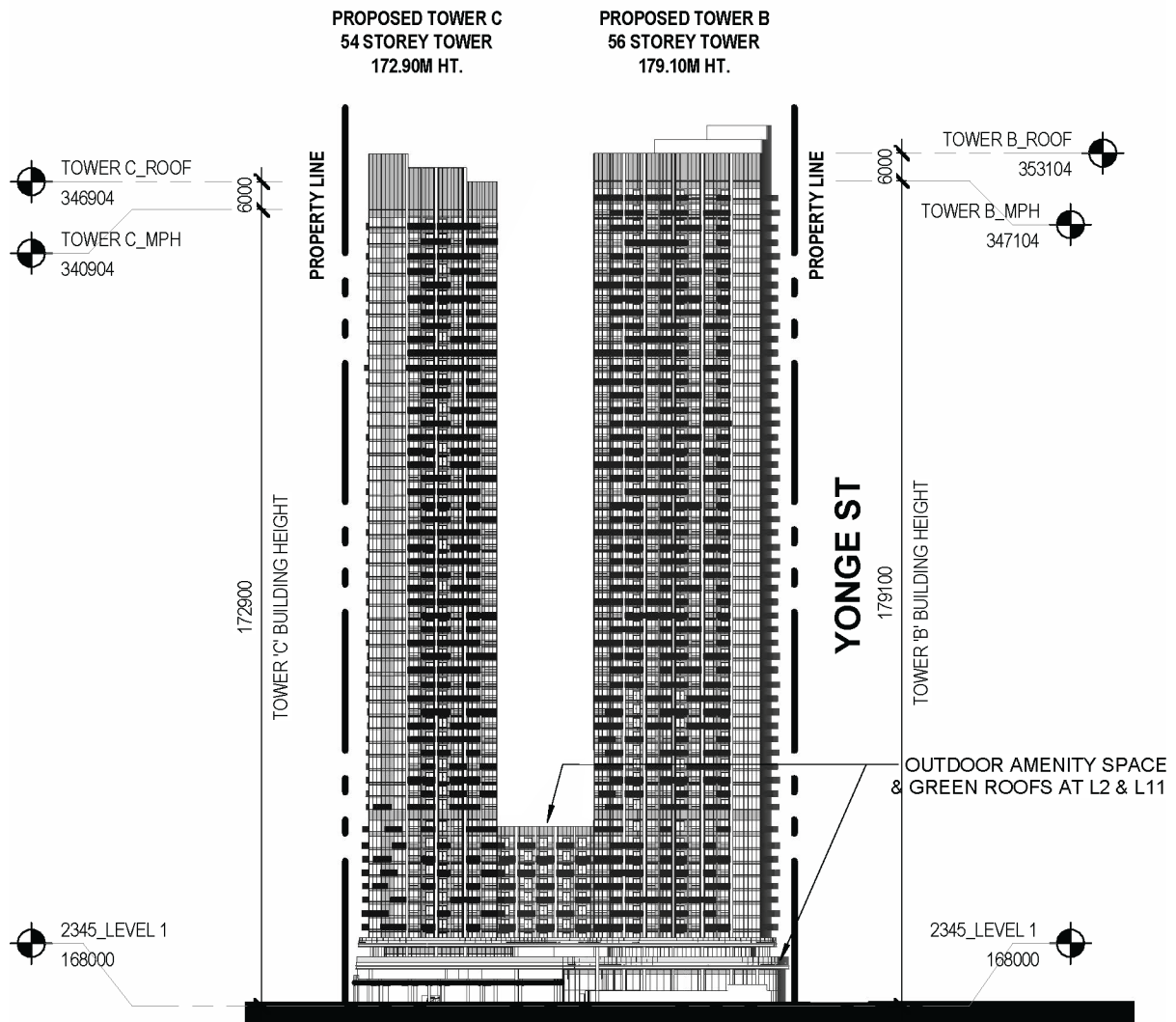


Site Plan 

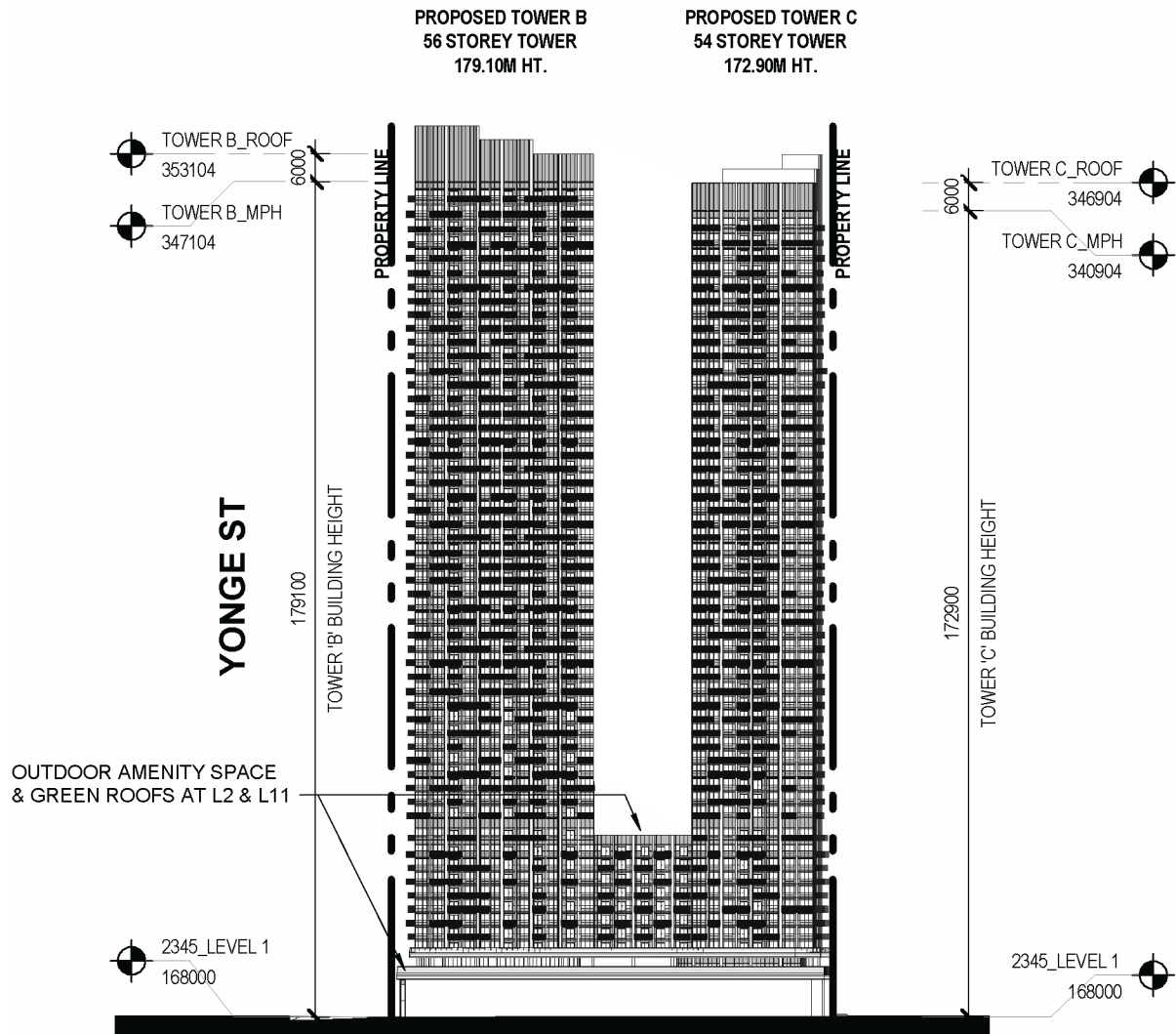
Attachment 6: Elevations



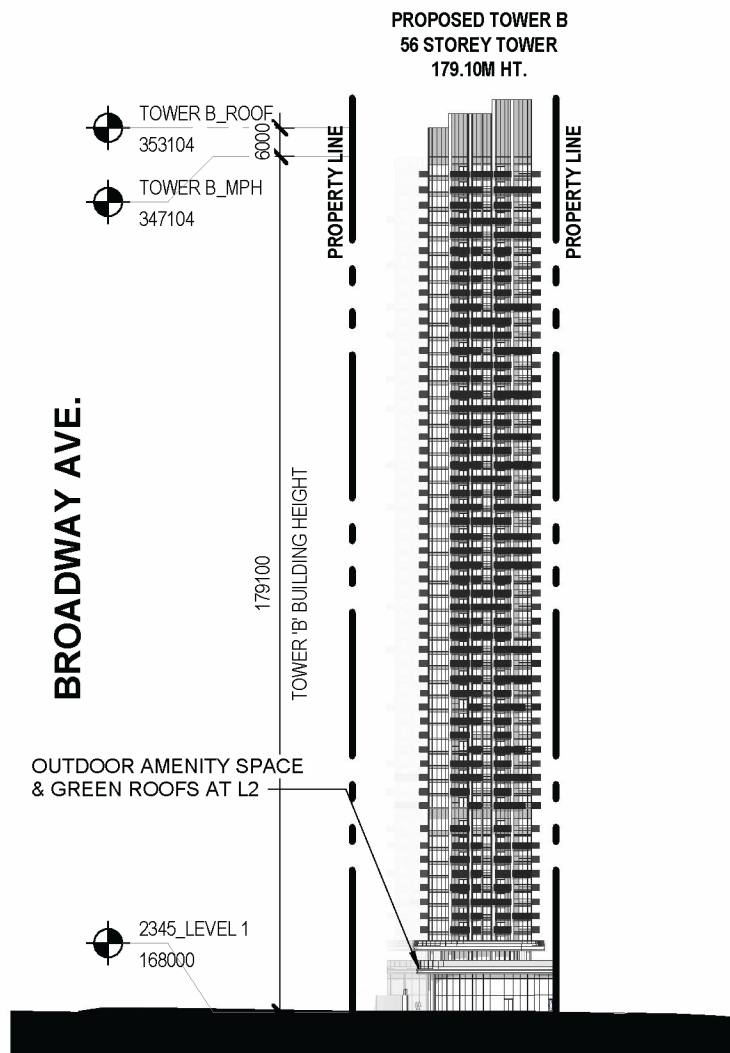
East Elevation



North Elevation

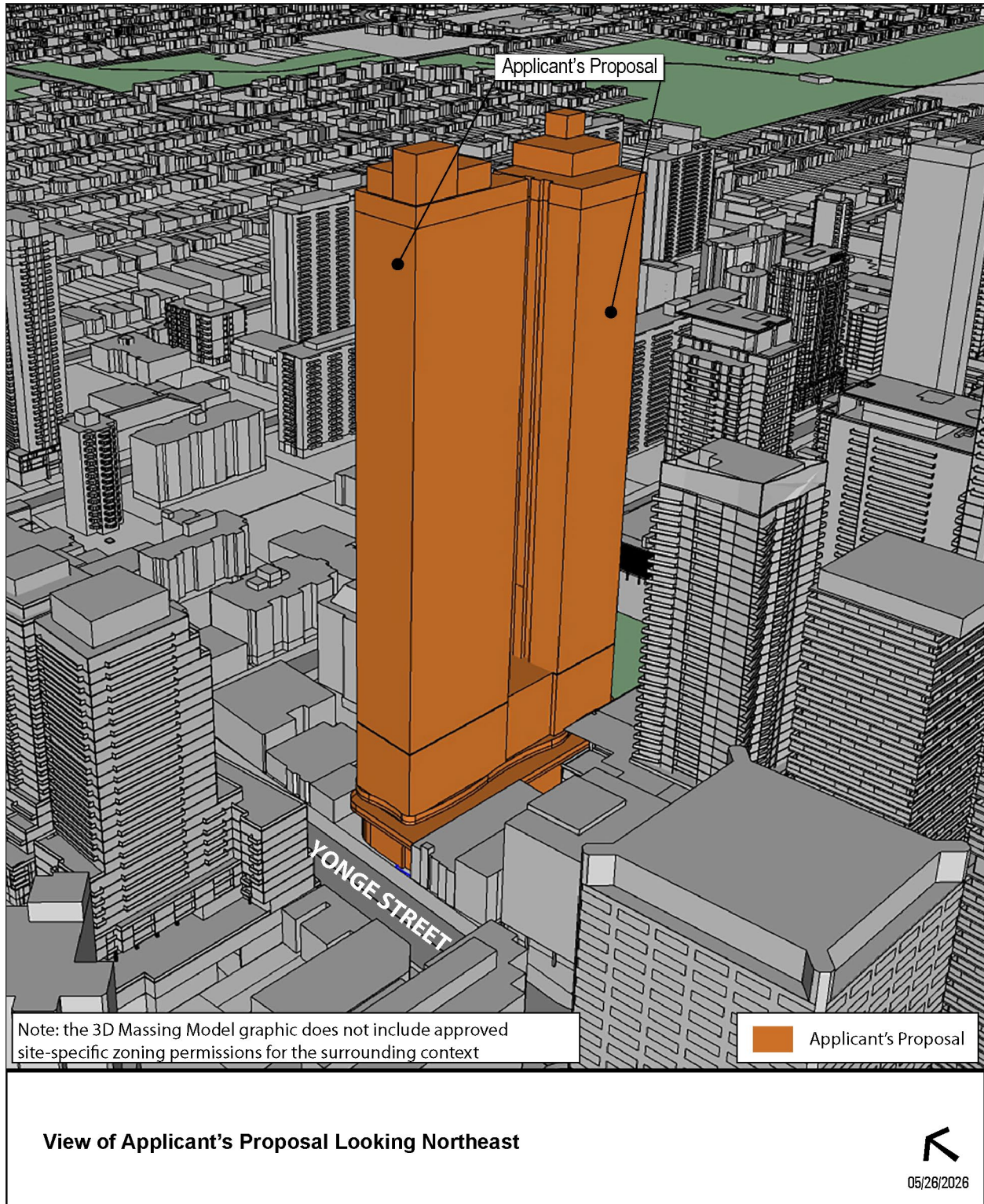


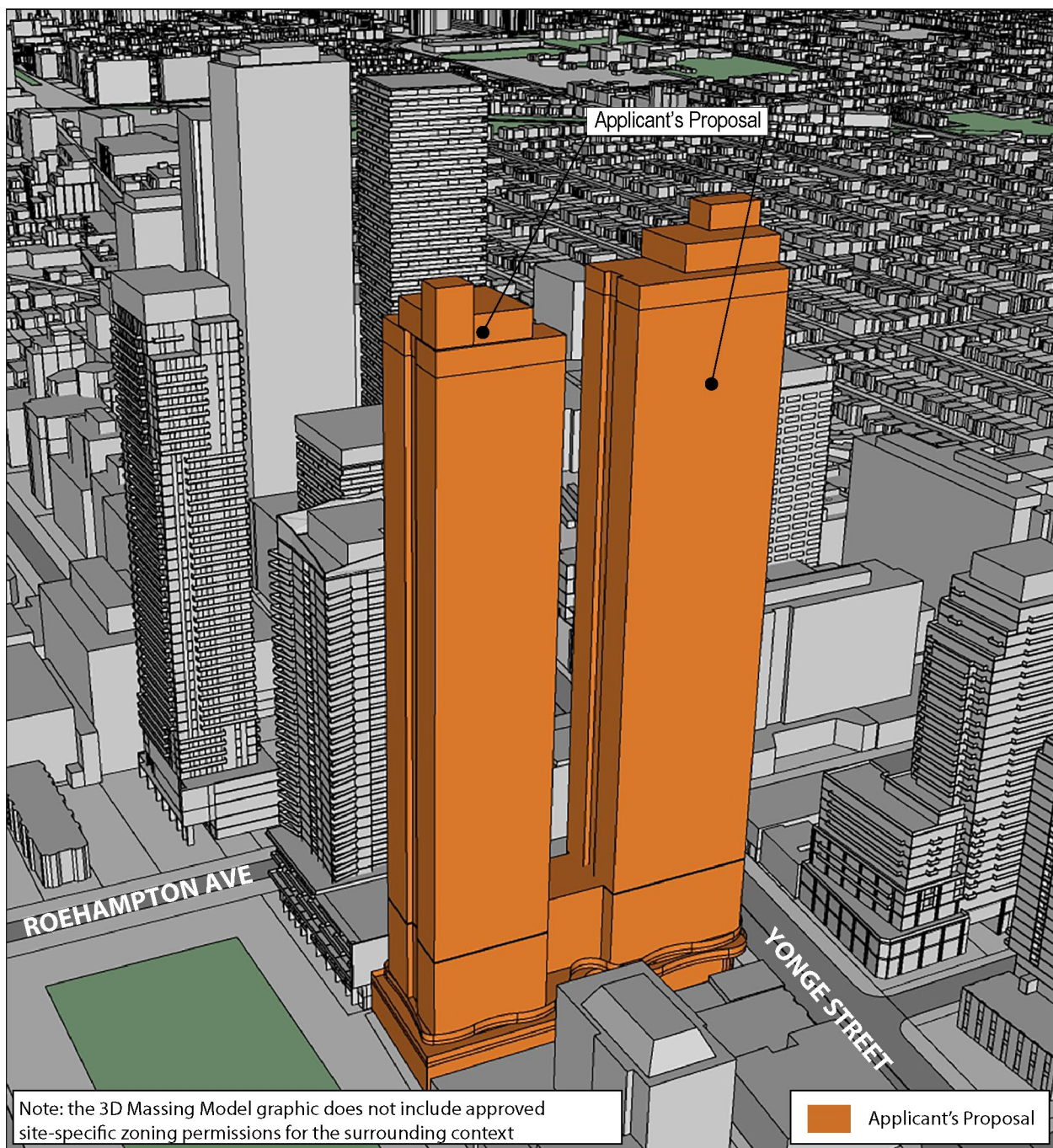
South Elevation



West Elevation

Attachment 7: 3D Massing Model





View of Applicant's Proposal Looking Southwest



05/25/2026