

137-149 Church Street and 18-20 Dalhousie Street Zoning By-law Amendment Application – Decision Report – Approval

Date: June 19, 2026

To: Toronto and East York Community Council

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

Ward: 13 - Toronto Centre

Planning Application Number: 26 129094 STE 13 OZ

SUMMARY

This report recommends approval of the application to amend the Site Specific Zoning By-law 1246-2022 to permit an increase in height from 54 storeys (175 metres) to 61 storeys (201.5 metres including mechanical penthouse), and reduce the setback from the south property line to the tower from 10 to 6.5 metres. The existing 3-storey designated heritage building at 147 Church Street will be conserved and integrated into the base building.

RECOMMENDATIONS

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

1. City Council amend Site Specific Zoning By-law 1246-2022 for the lands municipally known as 137-149 Church Street and 18-20 Dalhousie Street substantially in accordance with the draft Zoning By-law Amendment included as Attachment 6 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 137-149 Church Street and 18-20 Dalhousie Street.

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 February 26, 2019, City Council adopted a Request for Interim Directions Report authorizing staff to continue to review the application, resolve any outstanding issues and oppose the application in its current form should the application be appealed. The decision of the City Council can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.TE3.5>

On May 12, 2022, City Council adopted a Zoning Amendment Application Request for Direction Report for 137-149 Church Street authorizing the City Solicitor to attend the Ontario Land Tribunal in support for a proposed 54-storey (173.51 metres including the mechanical penthouse) mixed use development with ground floor commercial uses, 469 dwelling units and a total gross floor area of 31,688 square metres. In a decision dated July 27, 2022 the Ontario Land Tribunal approved the application.

<https://secure.toronto.ca/council/agenda-item.do?item=2022.TE32.12>

THE SITE AND SURROUNDING LANDS

Description

The site is rectangular and located midblock between Shuter Street and Queen Street East with an area of 1,545 square metres, and frontages of 45.7 metres on both Church and Dalhousie Streets. See Attachment 2 of this report for the Location Map.

Existing Use

The site contains 2- and 3-storey commercial buildings.

Heritage

The property at 147 Church Street (constructed circa 1910) is designated under Part IV of the Ontario Heritage Act. It is a representative example of the Edwardian Classicism architectural style that was popular for commercial buildings in Toronto in the early 20th century.

THE APPLICATION

Description

To permit an increase in height from 54 storeys (175 metres) to 61 storeys (201.5 metres including mechanical penthouse), and to reduce the south tower setback from 10 metres to 6.5 metres.

Density

The proposal has a density of 21.04 times the area of the lot.

Non-Residential Uses

The proposal includes 280 square metres of ground floor commercial space along the Church Street frontage.

Dwelling Units

The proposal includes 433 dwelling units, comprised of 24-studio units (6%), 174 one-bedroom units (40%), 199 two-bedroom units (46%), and 36 three-bedroom units (8%).

Amenity Space

The proposal provides 866 square metres of indoor amenity space (2.0 square metres per unit) and 775 square metres of outdoor amenity space (1.8 square metres per unit).

Access, Parking and Loading

Pedestrian access is proposed from both Church and Dalhousie Streets. The application proposes 52 vehicle parking spaces, 434 bicycle parking spaces (390 long-term spaces for residents and 44 short term spaces for visitors) and two loading spaces (Types 'G' and 'C') with access from Dalhousie 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/137ChurchSt

Reasons for Application

The Zoning By-law Amendment is required to amend performance standards for the site, including building height, setbacks and stepbacks, and to establish appropriate standards to regulate the built form on the site. The land uses are permitted under the existing zoning provisions.

APPLICATION BACKGROUND

The current application was submitted on March 13, 2026 and deemed complete as of March 25, 2026, satisfying the City's minimum application requirements. The reports and studies submitted in support of this application are available on the Application Information Centre. www.toronto.ca/137ChurchSt

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 and to formulate the draft amendment.

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 site is located in the Downtown and Central Waterfront Area and is designated Mixed Use Areas. See Attachment 3 of this report for the Land Use Map.

Downtown Secondary Plan

The site is designated Mixed Use Areas 2 – Intermediate. Church Street is identified as a Priority Retail Street. See Attachment 4 of this report for the Downtown Plan Land Use Map.

Protected Major Transit Station Area (Site and Area Specific Policy 604, 605 and 606)

The site is within three delineated Protected Major Transit Station Areas (PMTSAs). It is within 500 metres of the centre point of the Dundas, Queen, and King subway stations associated with Site and Area Specific Policies (SASPs) 604, 605, and 606 in Chapter 8 of the Official Plan. Map 2 of the SASPs identify the site as having a minimum Floor Space Index (FSI) of 2.5.

The area is planned for a minimum population and employment target of 2,000 residents and jobs combined per hectare. The planned targets for population and jobs per hectare were established using a Council-approved development framework, taking into account in-effect Official Plan land use designations, as-of-right zoning by-law permissions, density permissions included in Secondary Plans, and approved developments that have not yet been built. Minimum population and employment targets are intended to apply across the entire delineated area for each P/MTSA.

Population and employment targets are intended to be achieved through the build out of the area over time.

Chapter 8 states that lands designated Mixed Use Areas located between 200 and 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 final report with recommendations will be brought to the Planning and Housing Committee when the work is finalized

Downtown Tall Buildings (Site and Area Specific Policy 517)

SASP 517 provides development criteria for tall building development proposals in 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 3.0 (c2.0; r3.0) SS1 (x448)) in Zoning By-law 569-2013. This zoning category permits a range of commercial and residential uses, a maximum height of 18 metres and a density of 3 times the area of the lot. See Attachment 5 of this report for the Zoning By-law Map.

Exception 448 is specific to a prior development approval for the site (Site Specific Zoning By-law 1246-2022) that permitted a 54-storey (175 metres) mixed-use development with a maximum of 32,100 square metres of residential space, a minimum 280 square metres of non-residential space.

Airport Zoning Regulation - Helicopter Flight Path

The northern portion of the site is immediately below the Obstacle Limitation Surface for the St. Michael's Hospital helicopter flight path; the southern portion of the site is adjacent to the Obstacle Limitation Surface for St. Michael's Hospital helicopter flight path as identified in City By-law 1432-2017. A Minister's Zoning Order O. Reg 161/26, amended through ERO 025-0348, resulted in a new flight path without deleting the existing flight path. The current flight path reflected in the Minister's Zoning Order directly impacts the site and the prior development approval for the site (Site Specific Zoning By-law 1246-2022).

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. In place since 2010, the TGS has contributed to building resilient communities and advanced matters related to public health, safety, sustainability and energy efficiency. Development proposals address the updated Toronto Green Standard Tier 1 as part of application materials. Development achieving higher levels of performance (Tier 2 and above) are eligible for a partial refund of development charges. Information on the Toronto Green Standard may be found at <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/toronto-green-standard/>

PUBLIC ENGAGEMENT

Community Consultation

On April 21, 2026, an in-person community consultation meeting was hosted by City staff. Two members of the public attended along with the applicant and representatives from the Councillor's Office. Following presentations by City staff and the applicant about the planning framework, development review process and details of the proposal, City staff facilitated a discussion about the application.

Issues raised by attendees at the meeting and through other correspondence included:

- Appropriateness of the tower separation distances
- Concern about the layout of certain units
- Concern about wind impacts
- Concern about shadow impacts from the proposal on the Metropolitan Church grounds immediately to the west

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 has reviewed the current proposal for consistency with the PPS (2024). Staff find the proposal consistent with the PPS (2024).

Official Plan Policies and Design Guidelines

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

Land Use

The proposed mix of residential and non-residential uses is appropriate within the Mixed Use Areas designation and supports key objectives of the Official Plan and Downtown Plan. The commercial uses proposed along the ground floor of the Church Street frontage meets the intent of the Priority Retail Street policies in the Downtown Plan, which encourage retail, services, restaurants, and small shops at grade with other uses above.

Density, Height, Massing

The proposed development has been massed in a similar form to the prior approved development, with a tower form that is split between a lower scale element located below the helicopter flight path along the northern portion of the site and a higher scale element adjacent to the helicopter flight path toward the southern portion of the site. The massing changes have generally been proposed in response to the changes in the helicopter flight path. Specifically, a portion of the lower tower element had to be reduced in height and a portion of the taller tower element had to be set further south to conform to the flight path identified in the Minister's Zoning Order, which also resulted in changes to the tower floor plate.

The base building has been slightly modified from the original approval, with an increased height of one to three metres across the site. This minor increase in height has no discernable impacts to the public realm or pedestrian comfort and remains compatible with the surrounding context in terms of scale and streetwall character as a distinctive base building component of the development. The ground floor uses are unchanged.

Above the base building, the tower has been shifted south to a setback of 6.5 metres from the south property line to the tower. This results in a separation of approximately 16.5 metres from the adjacent development that is under construction to the south of the site at 60-64 Queen Street East. The implementing Zoning By-law Amendment for the subject proposal includes provisions that prohibit balconies and primary windows facing south, and that limit the size of secondary windows facing south to adequately protect for light, view and privacy impacts for future residents of the buildings and to

limit impacts on the public realm. The proposed setback and resulting separation distance between towers is acceptable in this case given the impacts that the modifications to the helicopter flight path had on the site and the previous approval and the inclusion of the Zoning By-law provisions that limit projecting elements in the setback area and views between the sites.

Other changes to the tower massing include an increased stepback from the conserved heritage property and base building component to the tower from the approved 2.0 metres to 3.0 metres in the proposal, which extends up to the 24th floor, above which the tower extends toward Church Street up to a minimum stepback of 1.8 metres, which is an increase from the previously approved stepback of 0.4 metres. On the north side of the tower, the setback from the north property line to the tower has been increased from the previously approved minimum of 7.5 metres to 9.5 metres in the current proposal. On the east side of the tower along Dalhousie Street, the proposed massing of the tower maintains the protected views of the spire of St. James Cathedral from the south.

The height of the lower element of the tower has been reduced from the previously approved 27 storeys to 24 storeys, which allows the proposal to conform to the helicopter flight path requirements of the Minister's Zoning Order. The height of the taller element of the tower has increased from the approved 54 storeys to 61 storeys. The proposed increase in height is acceptable as it is consistent with heights in the surrounding area, has limited impacts on the surrounding public realm, and conforms to the helicopter flight path.

Staff are satisfied that the proposed massing conforms with the applicable Official Plan and Downtown Plan policies with respect to built form, meets the intent of the Tall Buildings Design Guidelines, the context of the area, and conforms to the helicopter flight path for St. Michael's Hospital.

Heritage

The revisions to the tower design have improved the relationship between the tower and the heritage properties by increasing the north tower setback. The stepback between the tower and the retained heritage building's west elevation remains unchanged directly above the heritage property before increasing from the previous approval up to the 25th floor.

The conservation plan and strategy for the heritage building at 147 Church Street have been deemed to be substantially in accordance with previous approvals. Staff support the proposed alterations in the context of the conservation and mitigation strategies proposed for the site and are of the opinion that the proposal has been designed to conserve the cultural heritage values, attributes and character of the heritage property. As such, staff is satisfied that the proposal continues to meet the intent of the Planning Act, the PPS, and the Official Plan heritage policies in conjunction with the Standards and Guidelines for the Conservation of Historic Places in Canada.

Shadow Impact

The Shadow Study submitted in support of the application indicates that the proposed tower will cast new shadows on the northwest corner of Moss Park after 4:18 p.m. on March 21 and September 21. Moss Park is identified as a Sun Protected Park and Open Space in the Downtown Plan where net new shadows will be adequately limited from 10:18 a.m. to 4:18 p.m. from March 21 to September 21. The net new shadows occur outside of the protected timeframe. Improvements are planned to Moss Park, which would locate a community garden near the area where the subject proposal would cast new shadow. However, the shadow would not directly impact the community garden plots. Given the net new shadows are limited to less than an hour and do not impact the planned garden plots, the net new shadows are acceptable.

Wind Impact

The Pedestrian Level Wind Study submitted in support of the application indicates that the wind conditions for all ground level areas will be generally acceptable for their intended uses throughout the year. Additionally, the outdoor amenity terraces will be suitable for their intended use with the provision of windscreens. Staff are satisfied with the assessment, conclusions and recommendations of the study.

Public Realm

An approximate 2.8 metre sidewalk zone, measured from the curb to the building face, is proposed along Church Street and a 5.1 metre sidewalk zone is proposed along Dalhousie Street. These setbacks are consistent with the previous approval and reflect the retention in-situ of the heritage property along Church Street and the existing context along Dalhousie Street.

Servicing

The Functional Servicing and Stormwater Management Report submitted in support of this application demonstrates that the proposal can be adequately serviced from existing storm, water, and sanitary infrastructure. Engineering Review staff have reviewed the report and agree with its conclusions.

Traffic Impact, Access, and Parking

The Transportation Impact Study submitted in support of the proposal concludes that the traffic impact, access, parking and loading arrangements for this development are acceptable. Transportation Review staff have reviewed the report and accept its conclusions.

The Planning Act prohibits minimum parking requirements in PMTSAs. Nonetheless, any parking that is provided is subject to zoning and accessibility standards for parking spaces.

Parkland

The owner is required to satisfy the parkland dedication requirement through cash-in-lieu. As per Toronto Municipal Code Chapter 415-29, the appraisal of the cash-in-lieu

will be determined under the direction of the Executive Director, Corporate Real Estate Management. Additionally, the Toronto Municipal Code Chapter 415-28, requires that the payment be made prior to the issuance of the first above-ground building permit for the land to be developed.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813, Articles II (Street Trees By-law) and III (Private Tree By-law). A Tree Declaration was submitted by the applicant and reviewed by Urban Forestry staff. There are no private or City owned trees on or within 6 metres of the subject site. The conceptual landscape plan submitted with the application proposes two street trees along the Dalhousie Street frontage of the site which would be further assessed as part of the Site Plan Control application.

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.

Section 37

The original approval included a Section 37 Agreement. The draft Zoning By-law submitted with this application proposes no changes to the quantum of the Section 37 community benefit. The obligations secured under By-law 1246-2022 will remain in place.

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: Downtown Plan Land Use Map
- Attachment 5: Existing Zoning By-law Map
- Attachment 6: Draft Zoning By-law Amendment

Applicant Submitted Drawings

- Attachment 7: Site Plan
- Attachment 8: Elevations and/or Ground Floor Plan
- Attachment 9: 3D Massing Model

Attachment 1: Application Data Sheet

APPLICATION DATA SHEET

Municipal Address: 139-147 Church Street
Date Received: March 13, 2026
Application Number: 26 129094 STE 13 OZ
Application Type: Zoning By-law Amendment
Project Description: 61-storey mixed-use building

Applicant	Agent	Architect	Owner
Sherman Brown	Sherman Brown	Graziani + Corazza Architects	Pem (Church) GP INC.

EXISTING PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	Y
Zoning:	CR T3.5 C2.0 R2.0	Heritage Designation:	Y
Height Limit (m):	175 m	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m): 1,545 Frontage (m): 46 Depth (m): 34

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			1,347	1,347
Residential GFA (sq m):			32,100	32,100
Non-Residential GFA (sq m):	3,178		280	280
Total GFA (sq m):	3,178		32,380	32,380
Height - Storeys:	3		61	61
Height - Metres:			195	195

Lot Coverage Ratio (%)	87.18	Floor Space Index:	20.96
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Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	32,100	
Retail GFA:	280	
Office GFA:		
Industrial GFA:		

Institutional/Other GFA:

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:			433	433
Other:				
Total Units:			433	433

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		24	174	199	36
Total Units:		24	174	199	36

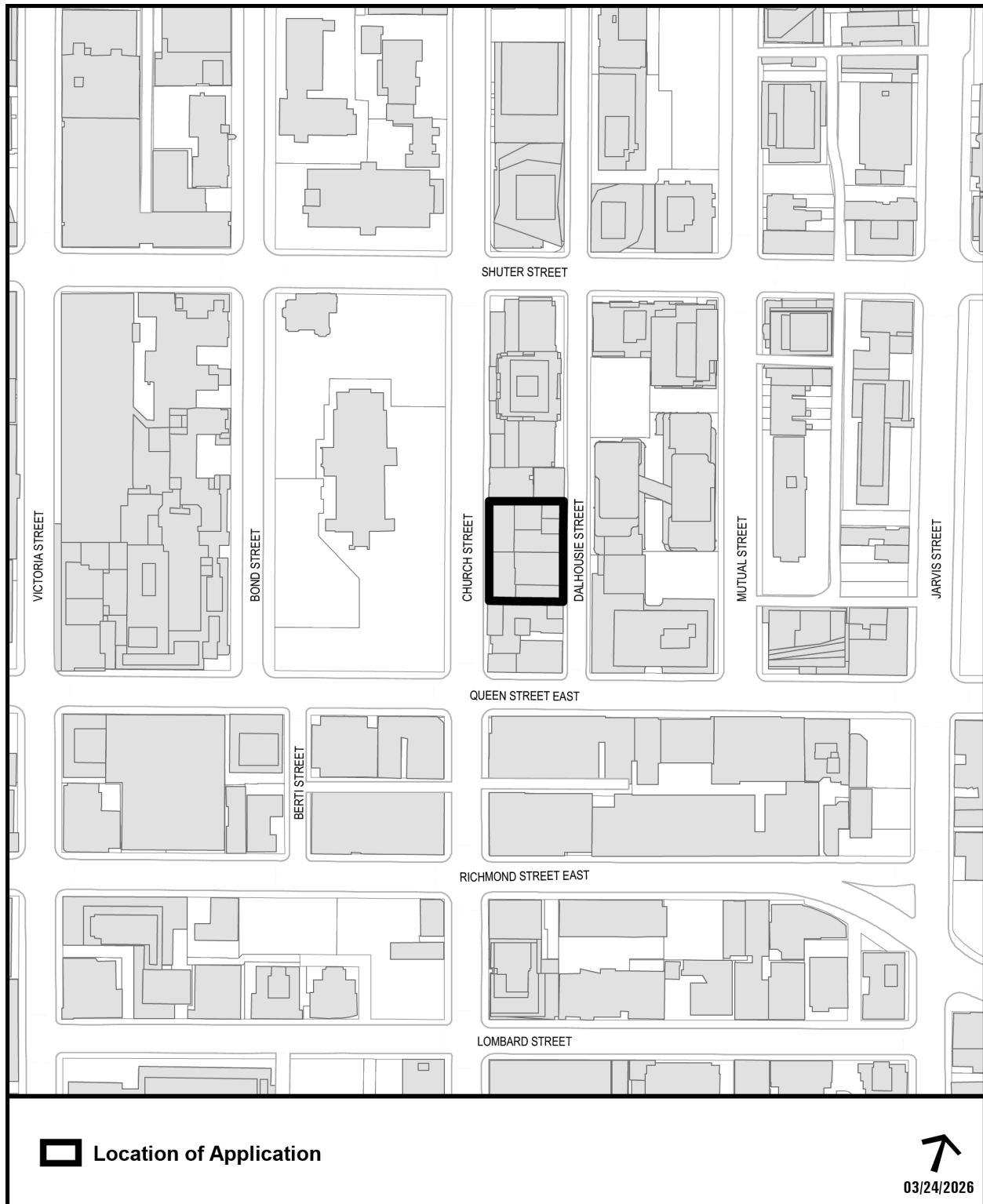
Parking and Loading

Parking Spaces:	52	Bicycle Parking Spaces:	434	Loading Docks:	2
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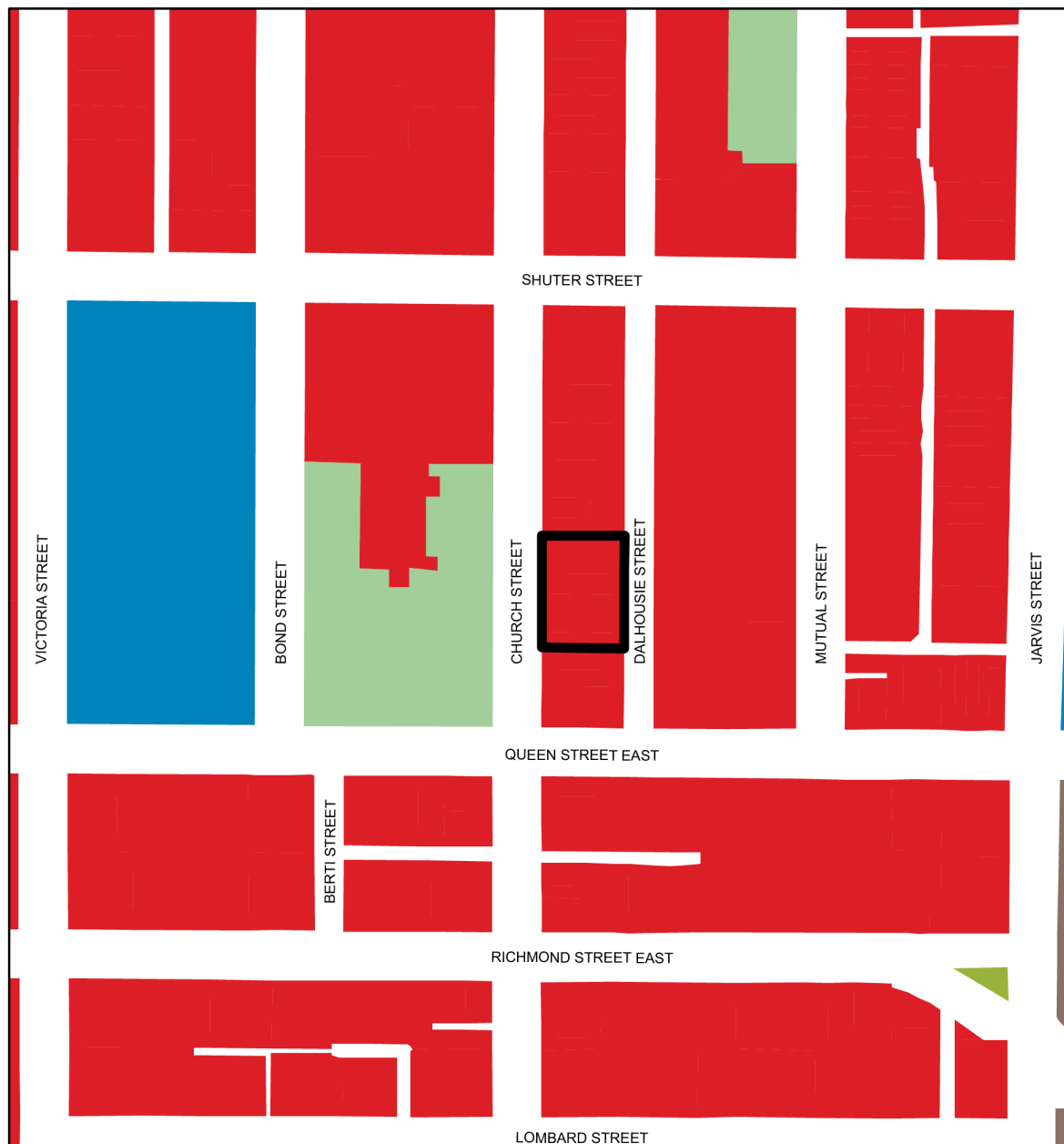
CONTACT:

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Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



Official Plan Land Use Map 18

137-149 Church Street and
18-20 Dalhousie Street
File # 26 129094 STE 13 0Z

 Location of Application

 Mixed Use Areas

 Parks

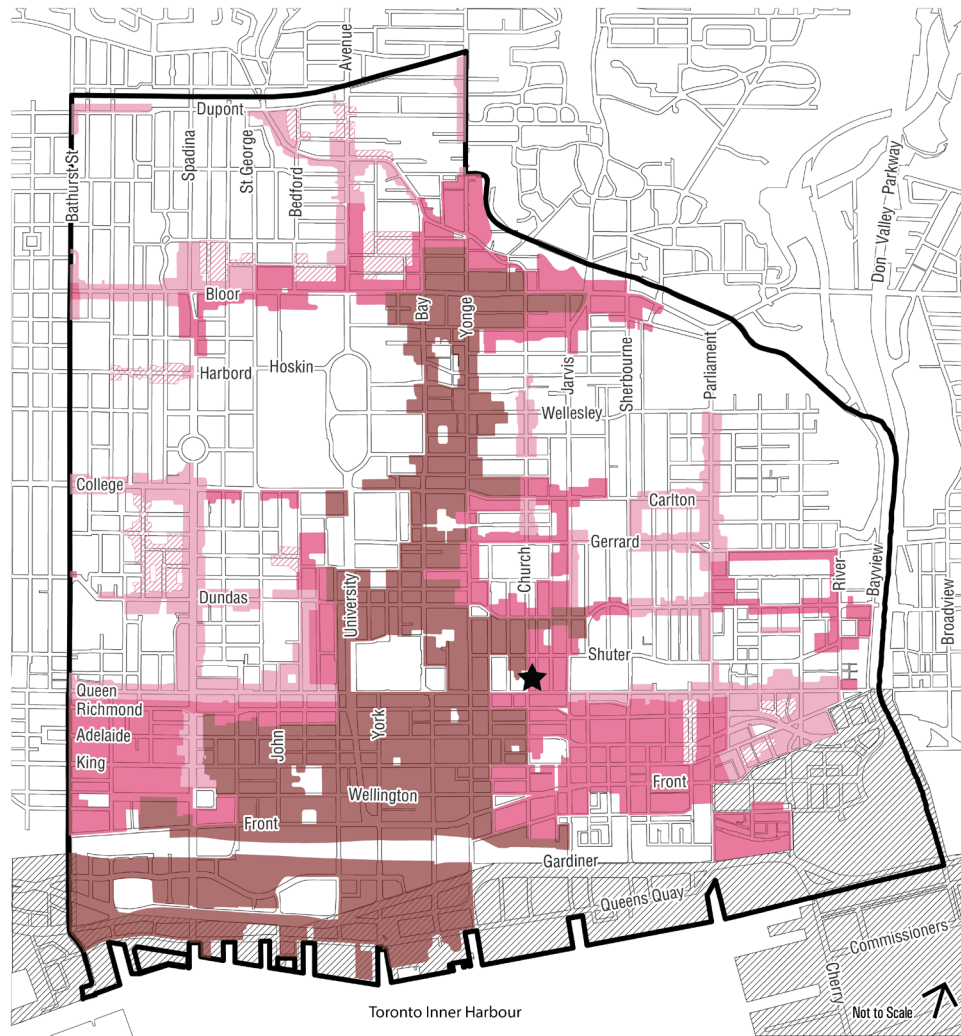
 Other Open Space Areas

 Institutional Areas

 Regeneration Areas


Not to Scale
Extracted: 03/24/2026

Attachment 4: Downtown Plan Land Use Map



Downtown Plan MAP 41-3 Mixed Use Areas

- Downtown Plan Boundary
- Mixed Use Areas 1 - Growth
- Mixed Use Areas 2 - Intermediate
- Mixed Use Areas 3 - Main Street
- Mixed Use Areas 4 - Local
- Central Waterfront Secondary Plan
- Location of Application

[illegible]

137-149 Church Street and
18-20 Dalhousie Street
File # 26 129094 STE 13 0Z

 Location of Application
  See Former City of Toronto By-law No. 438-86

 **CR** Commercial Residential
  **CR** Mixed-Use District

 **O** Open Space
  **O** Mixed-Use District

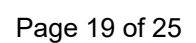


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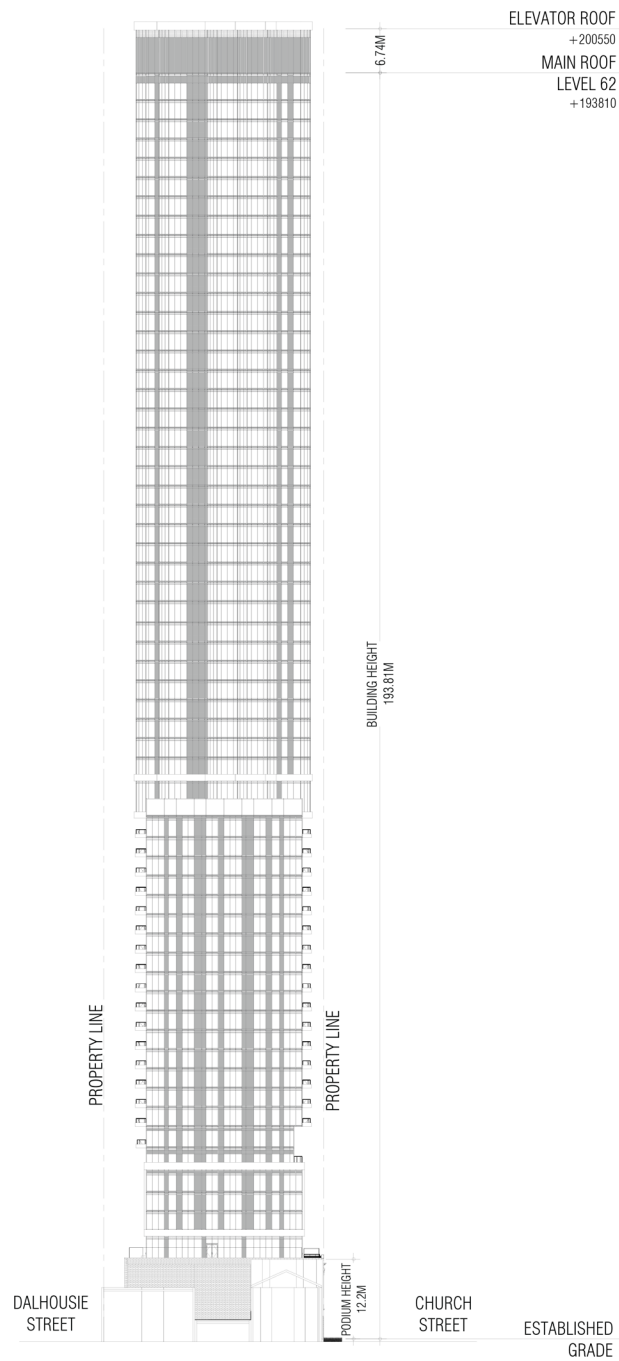
Attachment 6: Draft Zoning By-law Amendment

This attachment will be provided prior to the July 8, 2026 Toronto and East York Community Council Meeting.

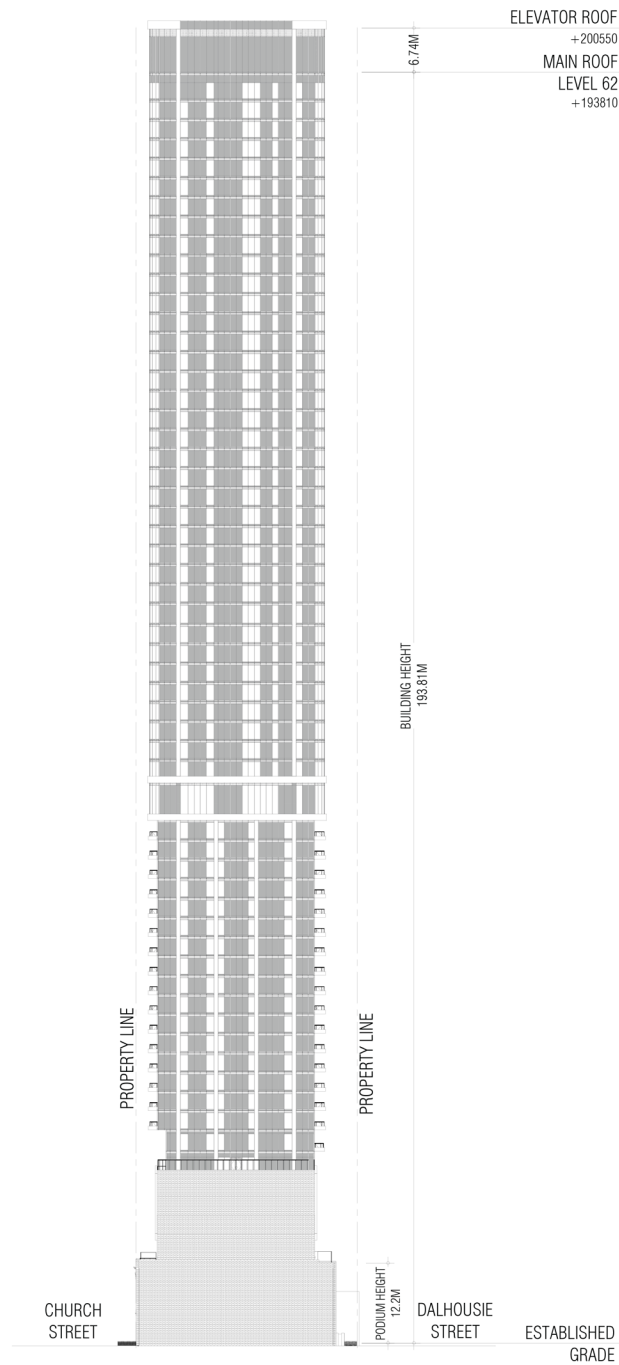
Decision Report - Approval - 137-149 Church Street and 18-20 Dalhousie Street



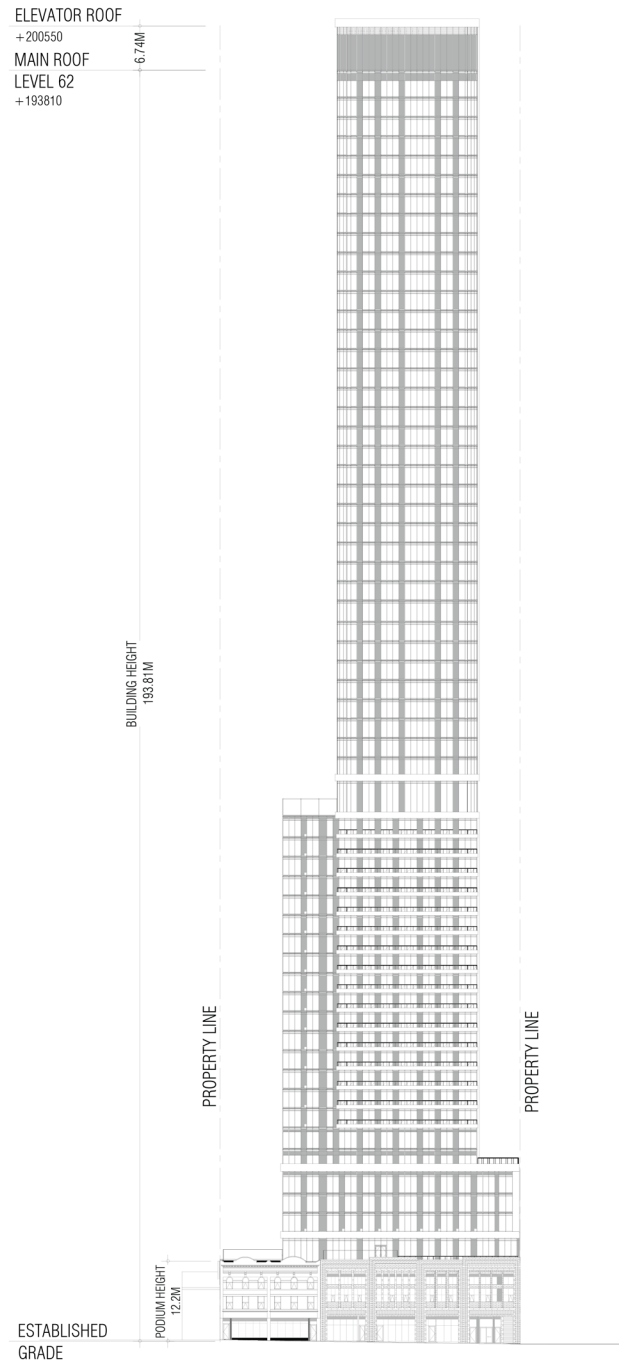
Attachment 8: Elevations



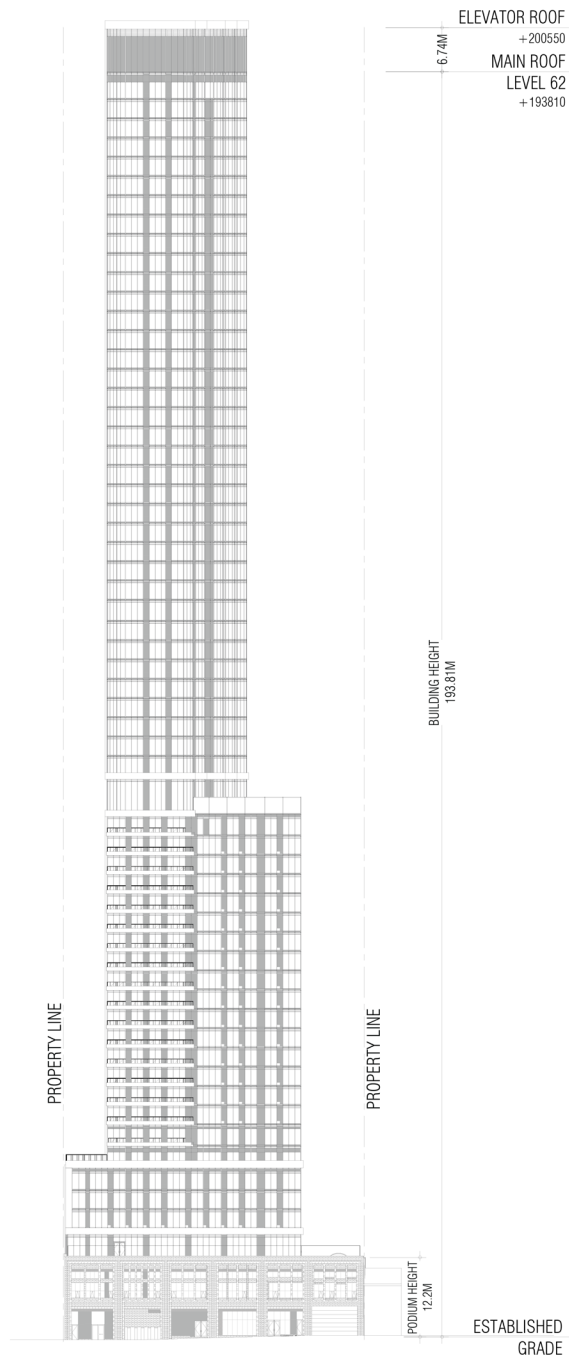
North Elevation



South Elevation

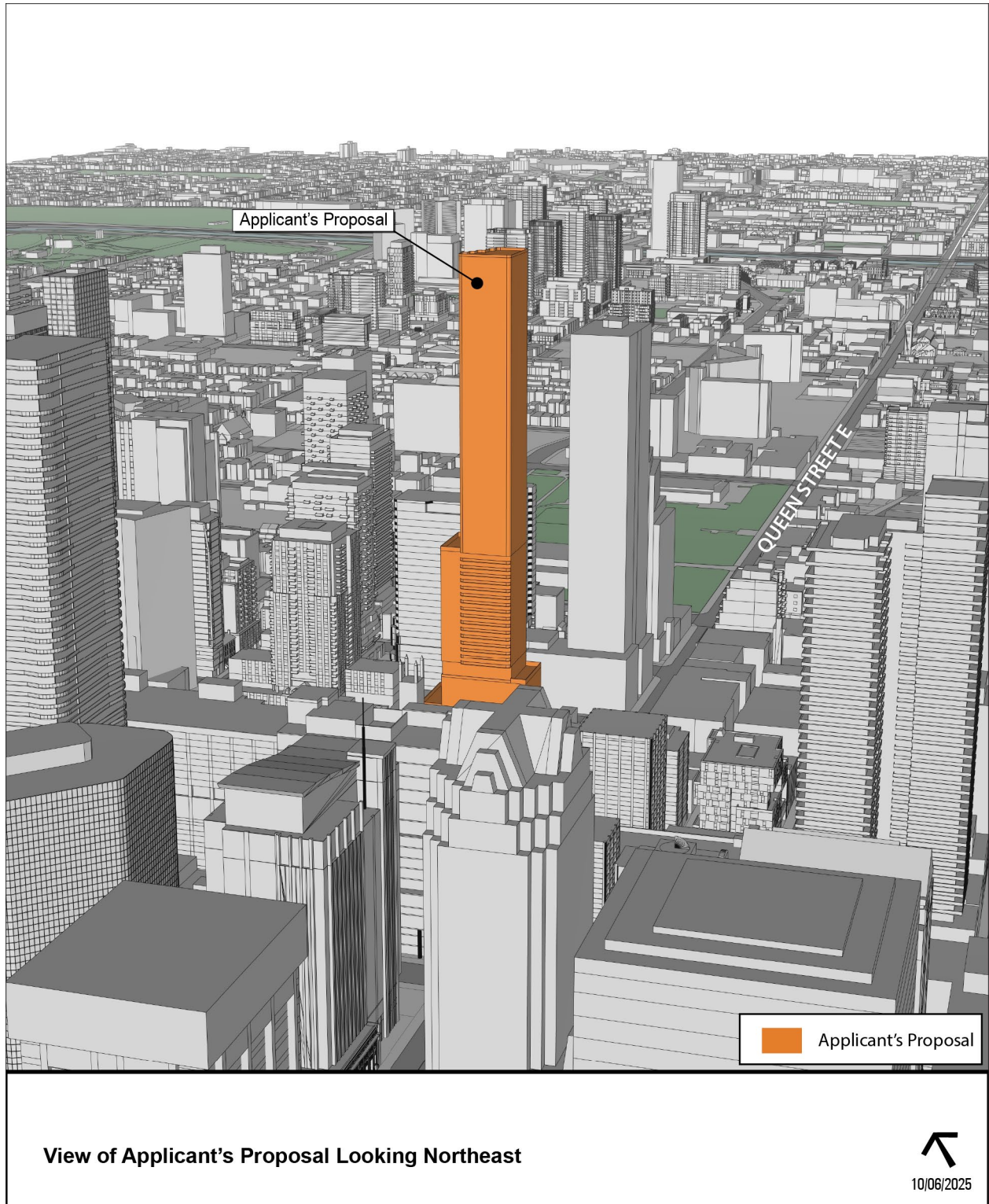


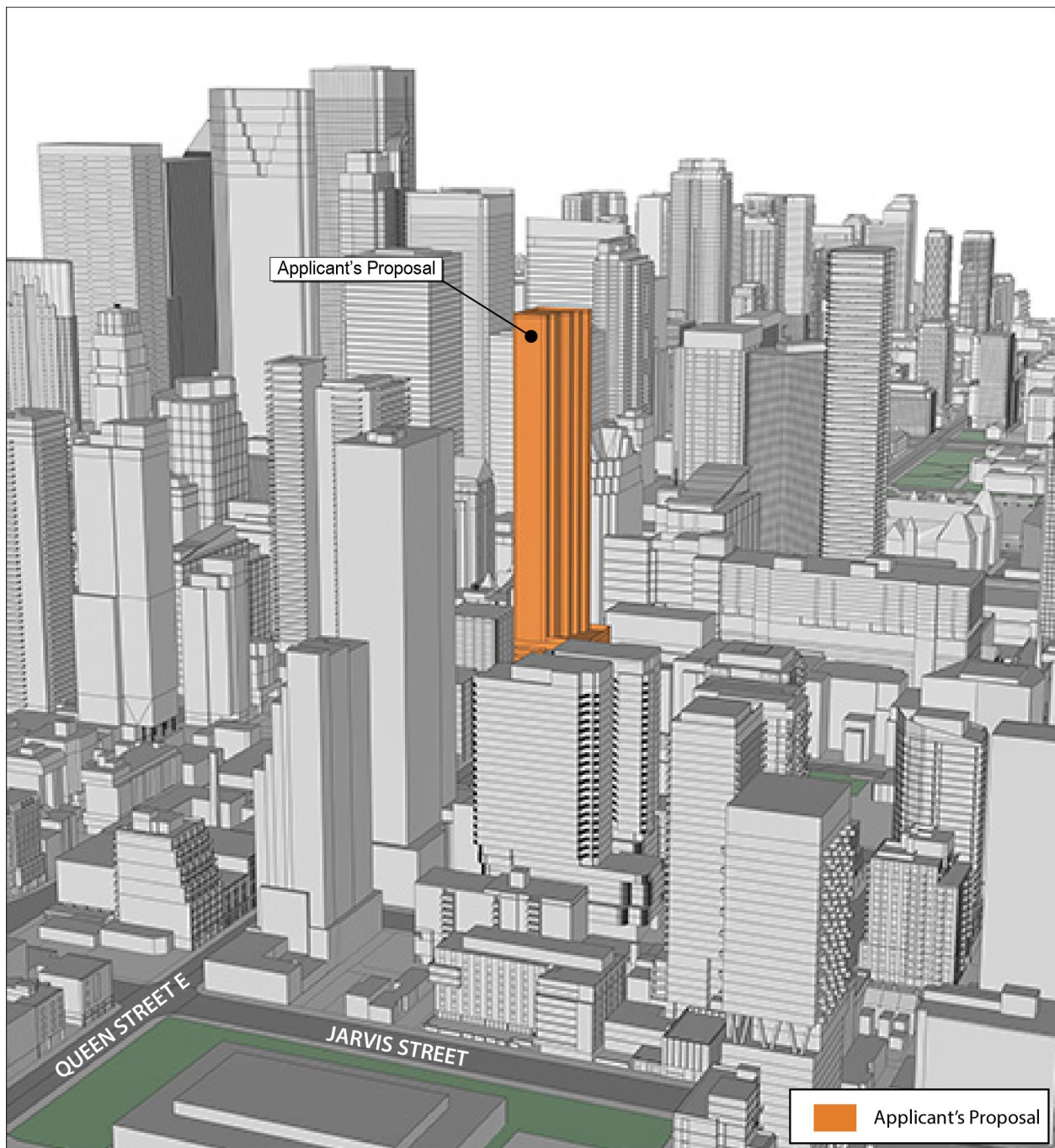
West Elevation



East Elevation

Attachment 9: 3D Massing Model





View of Applicant's Proposal Looking Southwest



10/06/2025