

1-13 St. Clair Avenue West – Zoning By-law Amendment Application – Decision Report – Refusal

Date: November 10, 2025

To: Toronto and East York Community Council

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

Ward: 12 - Toronto-St. Paul's

Planning Application Number: 21 249631 STE 12 OZ

SUMMARY

This report recommends refusal of the application to amend the Zoning By-law to permit a 160.6-metre (49-storey), excluding mechanical penthouse, mixed-use building with 340 dwelling units. The proposal integrates the existing 12-storey office building designated under Part IV of the Ontario Heritage Act. There is no Heritage application to alter the designated heritage building.

The proposal has not demonstrated how a tall building can be accommodated on this site. The proposal has not adequately addressed issues including wind conditions, servicing capacity, vehicle access and loading, or an acceptable relationship with the designated heritage building. Staff are of the opinion that the proposal does not conform with the Official Plan.

RECOMMENDATIONS

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

1. City Council refuse the application for the Zoning By-law Amendment (Application No. 21 249631 STE 12 OZ) for the lands municipally known as 1-13 St. Clair Avenue West for the reasons identified in this Report.
2. City Council authorize the City Solicitor, together with appropriate City Staff, to appear before the Ontario Land Tribunal in support of City Council's decision to refuse the application, in the event that the decision is appealed to the Ontario Land Tribunal.
3. City Council authorize the City Solicitor and other appropriate 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 an appeal of Council's decision is allowed by the Ontario Land Tribunal, 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.

THE SITE AND SURROUNDING LANDS

Description

The site is located at the southwest corner of Yonge Street and St. Clair Avenue West. The site is approximately 1,298 square metres in size and rectangular in shape with a frontage of 26 metres on Yonge Street and 47 metres on St. Clair Avenue West.

South of the subject site is the Badminton and Racquet Club, St. Michael's Cemetery and 3-storey mixed use buildings fronting onto Yonge Street. To the east are two commercial buildings ranging from 1 to 3-storey and a 5.7-metre-wide private driveway, which provides the sole access to the Badminton and Racquet Club. The private driveway also provides access to the rear of the properties fronting St. Clair Avenue West, servicing the retail uses. A 0.76-metre-wide walkway immediately adjacent to the subject site provide pedestrian access to the rear lane.

The site is located approximately 70 metres from the entrance of the St. Clair Subway Station on the Yonge-University Line and is directly adjacent to a St. Clair Avenue Streetcar stop.

There have been a number of recent approvals in the vicinity of the Yonge-St. Clair intersection, including a:

- 161.5-metre (51-storey) mixed use building at 45 St. Clair Avenue West,
- 155-metre (50-storey) mixed use building at 1406-1428 Yonge Street,
- 159.9-metre (50-storey) mixed use building at 1365-1375 Yonge Street,
- 164-metre (50-storey) residential building at 29 Pleasant Boulevard,
- 138-metre (44-storey) mixed use building at 1485-1525 Yonge Street, 1-31 Heath Street, and 30-36 Alvin Avenue; and,
- 150-metre (44-storey) mixed use building at 1-11 Delisle Avenue and 1496-1510 Yonge Street.

Existing Use

A 12-storey office building and two 3-storey commercial buildings. The existing building was designated under Part IV, Section 29 of the Ontario Heritage Act on September 28, 2022.

THE APPLICATION

Description

A 160.6-metre (49-storeys), excluding mechanical penthouse, mixed-use building, incorporating the existing 12-storey heritage-designated office building.

Density

26.43 times the area of the lot.

Residential Component

340 dwelling units, and 1,585 square metres of indoor amenity space (4.65 square metres per dwelling unit) and 568 square metres (1.67 square metres per unit) of outdoor amenity space.

Non-Residential Component

7,923 square metres of commercial space, including 7,041 square metres of office space.

Access, Parking and Loading

Vehicle and loading access would be provided on St. Clair Avenue West at the west end of the site. A total of 24 parking spaces are provided in two-levels of below-grade parking, and a total of 381 bicycle parking spaces are provided at various locations throughout the building. One Type-G loading space is proposed.

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: www.toronto.ca/1StClairAveW

Reasons for Application

The proposed development requires an amendment to Zoning By-law 569-2013 to increase the permitted height and density and modify other performance standards.

APPLICATION BACKGROUND

A pre-application consultation (PAC) meeting was held on November 9, 2021. The Planning Application Checklist Package resulting from the PAC meeting is available on the Application Information Centre.

The current application was submitted and deemed complete on December 22, 2021, satisfying the City's minimum application requirements.

Agency Circulation Outcomes

The application together with the applicable reports noted above, have been circulated to all appropriate agencies and City Divisions. Responses received have been used to assist in evaluating the application.

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 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.

The Official Plan Urban Structure Map 2 identifies the subject site as being on an Avenue, and designates the subject site as Mixed Use. See Attachment 3 of this Report for the Land Use Map.

Protected Major Transit Station Area (PMTSA)

The site is within the St. Clair PMTSA, within 200 metres of St. Clair Station. Site and Area Specific Policy (SASP) 721, delineates the St. Clair PMTSA, and identifies a minimum population and employment target of 300 people and jobs per hectare and a minimum floor space index (FSI) of 2.0 for the subject site.

Yonge-St Clair Secondary Plan

The site is part of Mixed Use Area 'A' which is a node of development at the intersection of Yonge Street and St. Clair Avenue at a higher density and scale. Mixed Use Area 'A' is the major office employment area of the Yonge-St. Clair Secondary Plan Area and may include residential and institutional uses.

Yonge-St. Clair Planning Framework

The Yonge-St. Clair Planning Framework aims to achieve a vibrant and walkable area with a diverse mix of uses, commercial opportunities, and community destinations located within a system of open spaces and parks.

Map 2 of the Framework outlines an urban structure comprised of a 'Height Peak' around the intersection of Yonge Street and St. Clair Avenue and 'Transition Zones'

generally located between the 'Height Peak' and the surrounding area. The 'Height Peak' will contain the tallest buildings in the Framework area.

Section 3 of the Framework outlines Seven 'Big Moves' to improve the public realm. Section 3.2 Yonge-St. Clair Crossing identifies public realm enhancements including wider sidewalks and creating new open spaces at the south-west corner of the intersection, adjacent to the subject site. Section 3.7 Racquet Club Connection also speaks to the south-west quadrant of the intersection and identifies improvements to transform and expand pedestrian connectivity to, and through, the rear of the block from St. Clair Avenue West to Yonge Street.

Zoning

The east portion of the site (1 St. Clair Avenue West) is zoned CR 8.0 (C5.0; r3.0) (x2541) under Zoning By-law 569-2013. This zone permits a range of commercial and residential uses. The maximum permitted height is 57 metres, and the maximum permitted density is 8.0 times the area of the lot. The west portion of the site (11-13 St. Clair Avenue West) is zoned CR 4.25 (C2.0; r3.0) SS2 (x2258) under Zoning By-law 569-2013. The maximum permitted height is 46 metres, and the maximum permitted density is 4.25 times the area of the lot.

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

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 on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

PUBLIC ENGAGEMENT

Community Consultation

A meeting with the applicant and key stakeholders, including Deer Park Residents Group, was held on January 20, 2022. A Community Consultation Meeting was hosted by city staff on May 4, 2022. City staff and the applicants provided presentations to the community. Through the consultation process, including at meetings and via written correspondence, the following items were raised by the community:

- Impacts of building height and massing on adjacent properties and surrounding streets, including impacts of shadow and wind;
- Transition between existing heritage building and new addition;
- Existing narrow sidewalks on St. Clair Avenue West;
- Limited opportunity for open space on site;
- Insufficient vehicle parking and space for pick-up and drop-off;
- Impacts on traffic on St. Clair Avenue West; and
- Construction-related disruptions.

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.

Badminton and Racquet Club

In addition to the community consultation meeting, the applicant consulted with the adjacent landowner, the Badminton and Racquet Club of Toronto. Between September 2022 and September 2024, a total of six meetings were held, comprising both in-person and virtual formats. City staff attended a meeting between the Badminton and Racquet Club and the applicant focused on block planning scenarios, including shared access strategies, massing coordination, and long-term redevelopment considerations for adjacent sites in relation to the proposed development. Staff are not aware of any agreement between the applicant and the Badminton and Racquet Club that would facilitate the proposed development.

Deer Park Residents Group

In addition to the community consultation meeting and other stakeholder meetings, City staff have met with Deer Park Residents Group on multiple occasions and provided file status updates.

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 the PPS (2024). Staff find the proposal consistent with the PPS (2024).

Built Form

Height

The proposed height of 160.6 metres (49-storeys), excluding the mechanical penthouse, is acceptable given the site and area context. The site is located within Mixed Use Area A in the Yonge-St. Clair Secondary Plan, is situated on a Higher Order Transit Corridor and is approximately 70 metres from St. Clair subway station, within the St. Clair PMTSA. It is located at a prominent intersection with a variety of transit and active transportation options.

Massing

The size of the site is insufficient to accommodate the setbacks required for a tall building. The proposed building massing is not acceptable as the proposed setbacks and stepbacks do not achieve the policies of the Official Plan, Yonge-St. Clair Secondary Plan, or the Tall Building Design Guidelines.

The proposed tower setbacks are between 2.32 and 2.75 metres on the south, 2.0 metres on the west side, 4.6 metres on the north side and 5.1 metres on the east side. Above the existing heritage designated building, a reveal separates the existing heritage designated building from the new addition. The tower component includes stepbacks of 2.0 metres from the existing heritage designated building on all sides, however, projecting balconies on the north and south sides encroach into these setbacks.

Heritage Conservation

The property at 1 St. Clair Avenue West is designated under Part IV, Section 29 of the Ontario Heritage Act for its cultural heritage value through By-law 1214-2022. The Modernist building was constructed in 1967-1968 and represents a significant and unique example of precast concrete architecture in Toronto.

A Cultural Heritage Evaluation Report prepared by ERA Architects Inc. and dated February 8, 2022 was submitted with this Zoning By-law Amendment application, however a Heritage Permit application and a Heritage Impact Assessment have not been submitted. Therefore, Heritage Planning staff has insufficient information to determine if the proposed Zoning By-law Amendment conserves the cultural heritage values and attributes of the heritage property, consistent with the policy framework.

Wind Impact

A Pedestrian Level Wind Study prepared by RWDI, dated December 10, 2021, shows two uncomfortable locations in the public realm. The wind impacts resulting from the proposal are unacceptable and appropriate mitigation measures have not been identified.

Sun and Shadow

Staff have assessed the shadow impact of the proposed development on shadow-sensitive areas, including parks, publicly-accessible open spaces and sidewalks. The incremental shadow impacts are considered to be minor and are acceptable given the urban setting and designations encouraging intensification in this location.

Public Realm

The proposal includes removal of grade-level additions to the existing building that constrain the sidewalks on Yonge Street and St. Clair Avenue West. The removal of these additions allows for proposed pedestrian clearways of 3.7 metres on Yonge Street and 2.1 metres on St. Clair Avenue West. The proposal also allows for landscape features and public art on both frontages. Staff are supportive of increased setbacks, the removal of at-grade additions, and widened sidewalks. These proposed improvements to the public realm achieve the goals of the Yonge-St. Clair Planning

Framework, which emphasizes enhanced pedestrian experience and public realm quality.

The proposal does not include widening the 0.76-metre walkway on the south side of the building.

Tree Preservation

An arborist report was submitted indicating that one City-owned street tree would be impacted by the proposal, requiring a permit to injure or remove under the City of Toronto Municipal Code, Chapter 813, the Tree Protection By-law. The proposal includes the planting of replacement trees, which satisfies the compensation planting requirements.

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.

Servicing

Engineering Review staff have reviewed the submitted Functional Servicing, Stormwater Management Report and a Hydrogeological Review Report, and have identified outstanding items requiring revision, resubmission and acceptance of the Stormwater Management Report, to the satisfaction of the Director, Engineering Review, Development Review.

In the event that the OLT allows the Official Plan and Zoning By-law Amendment appeal in whole or in part, the final Order should be withheld pending 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.

Vehicular Access and Loading

A Transportation Impact Study was submitted and reviewed by Engineering Review, including Solid Waste Services. The application proposes 24 residential parking spaces accessed by a mechanical parking system, with no visitor or non-residential parking provided. One Type 'G' loading space is proposed, located on a truck turntable accessed from St. Clair Avenue West. A total of 381 bicycle parking spaces (323 long-term and 58 short-term) are proposed across multiple levels.

City staff require clarification on the feasibility of the proposed vehicular access and loading arrangements.

Toronto Green Standard

The applicant is required to meet Tier 1 of the TGS in force at the time of a complete application for Site Plan Control. The applicant is encouraged to achieve Tier 2 or higher to advance the City's objectives for resilience and to achieve net-zero emissions by 2040 or sooner.

Community Benefits

The Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Community services and facilities are the building blocks of our neighbourhoods and include matters such as recreation, libraries, childcare, local schools, public health, and human and cultural services. Providing for a full range of community services and facilities in areas that are inadequately serviced or experiencing growth is a shared responsibility. In this location, staff encourage on-site in-kind community benefits.

CONTACT

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SIGNATURE

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Director, Community Planning
Toronto and East York District

ATTACHMENTS

Attachment 1: Application Data Sheet
Attachment 2: Location Map
Attachment 3: Official Plan Land Use Map
Attachment 4: Zoning By-law Map
Attachment 5: Site Plan
Attachment 6: Elevations
Attachment 7: 3D Massing Model

Attachment 1: Application Data Sheet

Municipal Address: 1-13 St. Clair Avenue West Date Received: December 17, 2021

Application Number: 21 249631 STE 12 OZ

Application Type: Zoning By-law Amendment

Project Description: A 49-storey mixed use-building, incorporating the existing 12-storey office building

Applicant	Agent	Architect	Owner
Urban Strategies	Urban Strategies	Gensler Architect	Midtown-Yonge Properties L.P.

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision:

Zoning: CR Heritage Designation: Y

Height Limit (m): 57 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 1,298 Frontage (m): 47 Depth (m): 26

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	741	597	1512	597
Residential GFA (sq m):	0	0	26,270	26,270
Non-Residential GFA (sq m):	7,661	7,529	394	7,923
Total GFA (sq m):	7,661	7,529	26,664	34,193
Height - Storeys:	12	12	37	49
Height - Metres:			165	165

Lot Coverage Ratio (%): 45.99% Floor Space Index: 26.34

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	26,270	
Retail GFA:	882	
Office GFA:	7,041	

Residential Units by Tenure	Proposed	Total
Condominium:	340	340
Rental:	0	0
Total Units:	340	340

	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:	0	0	0
Proposed:	238	68	34
Total Units:	238	68	34

Parking and Loading

Parking Spaces:	24	Bicycle Parking Spaces:	Loading Docks:
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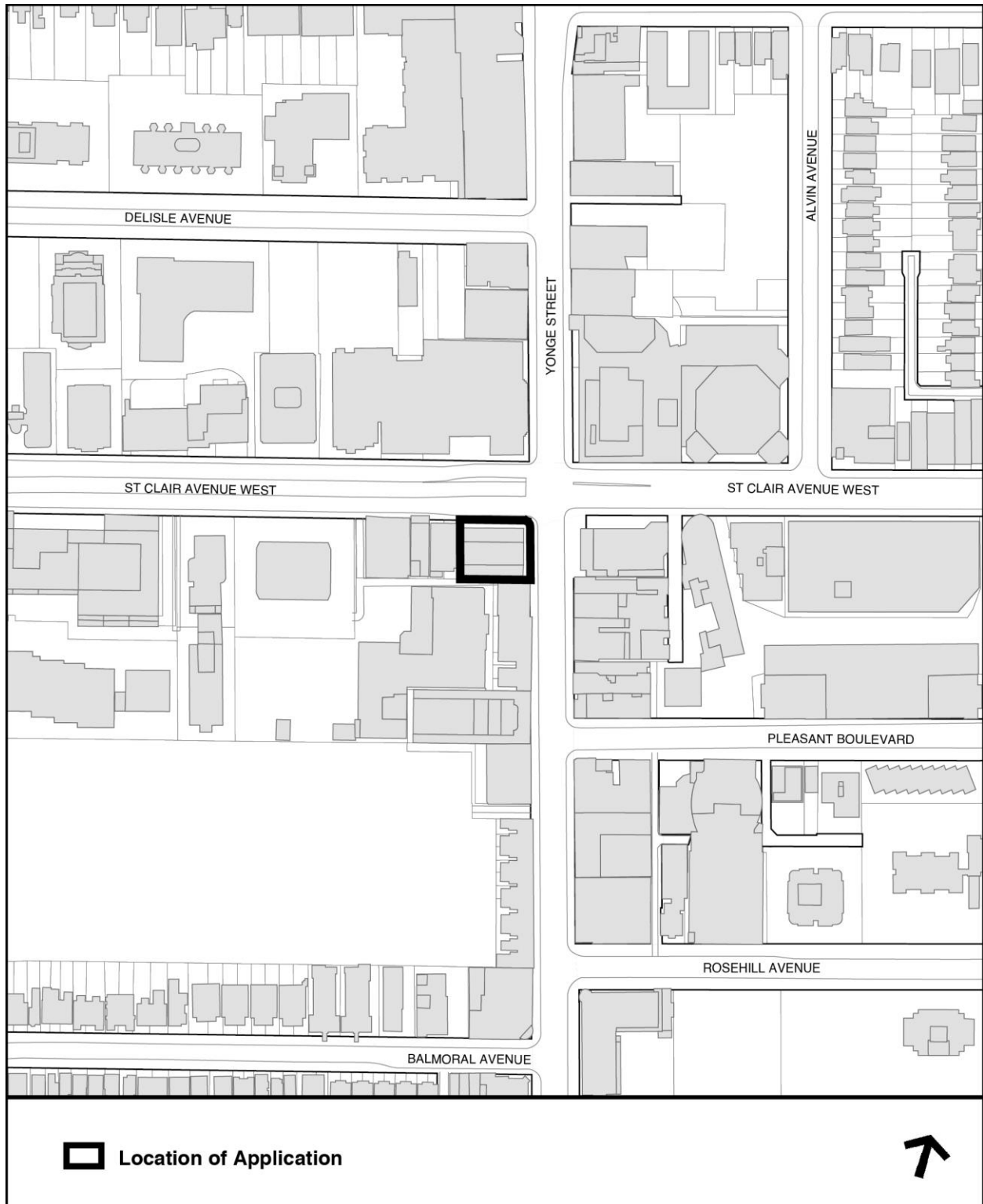
CONTACT:

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Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



Official Plan Land Use Map #17

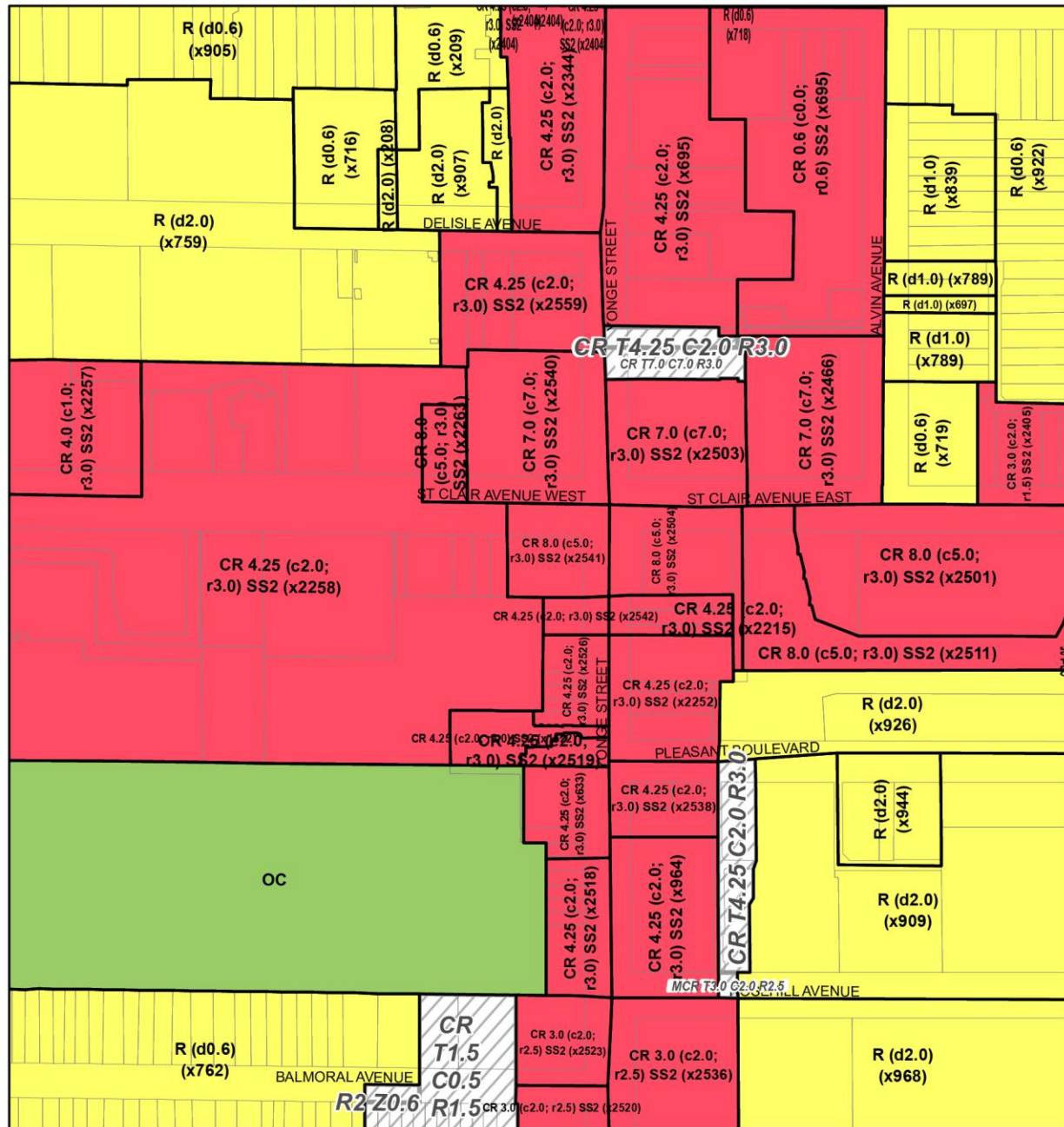
1 St Clair Avenue West

File # 21 249631 STE 12 02



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Not to Scale
Extracted: 12/20/2021

Attachment 4: Zoning By-law Map



Zoning By-law 569-2013

1-13 St. Clair Avenue West

File # 21 249631 STE 12 0Z

Location of Application

R Residential
 CR Commercial Residential
 OC Open Space Cemetery

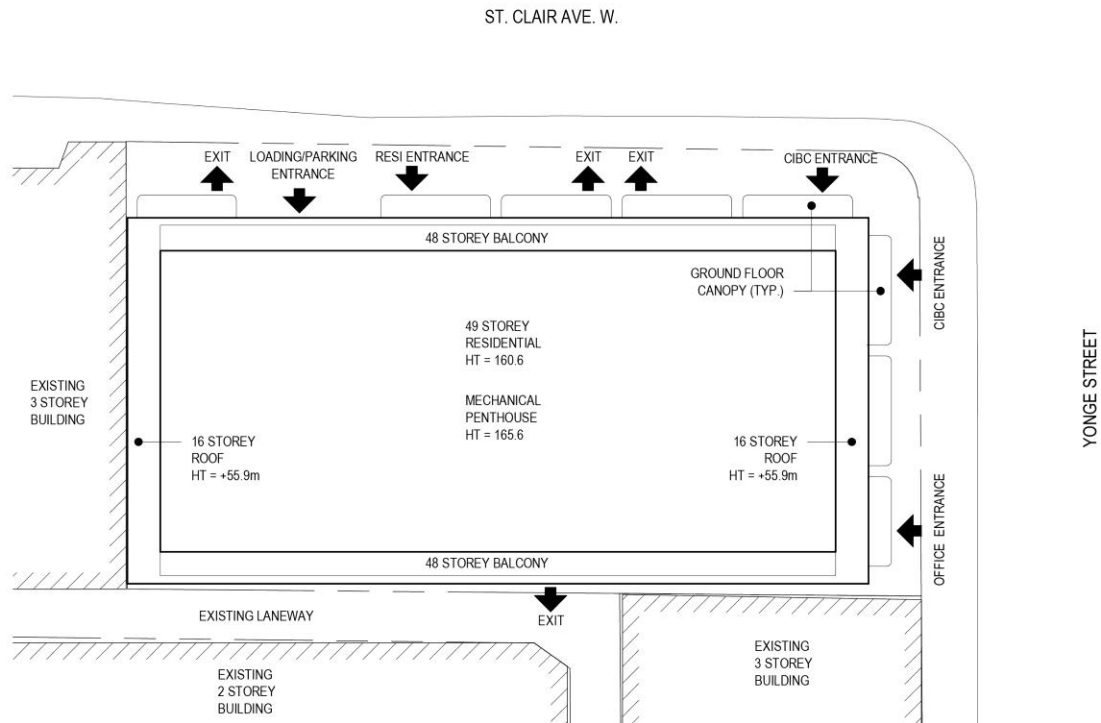
See Former City of Toronto By-law No. 438-86

R2 Residential District
 CR Mixed-Use District
 MCR Mixed-Use District



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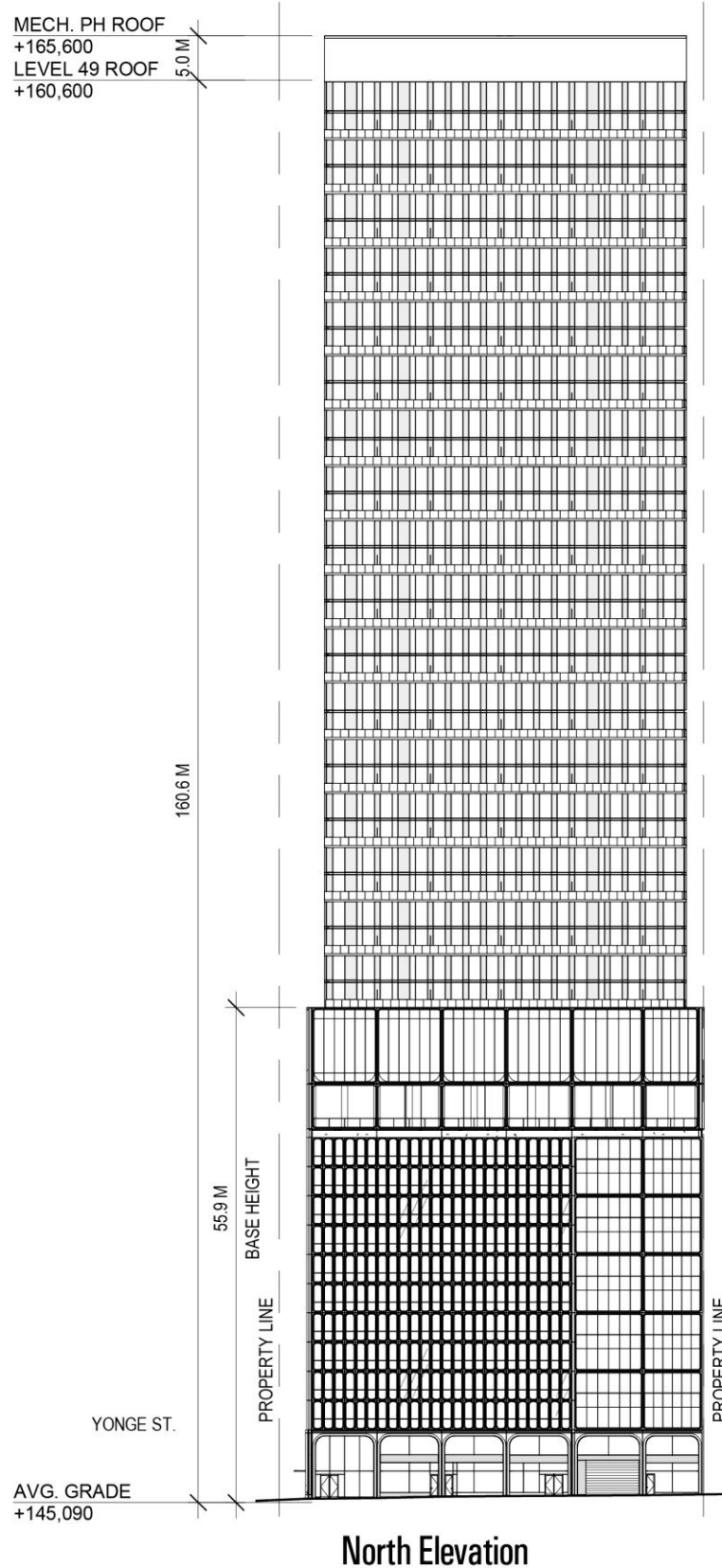
Attachment 5: Site Plan

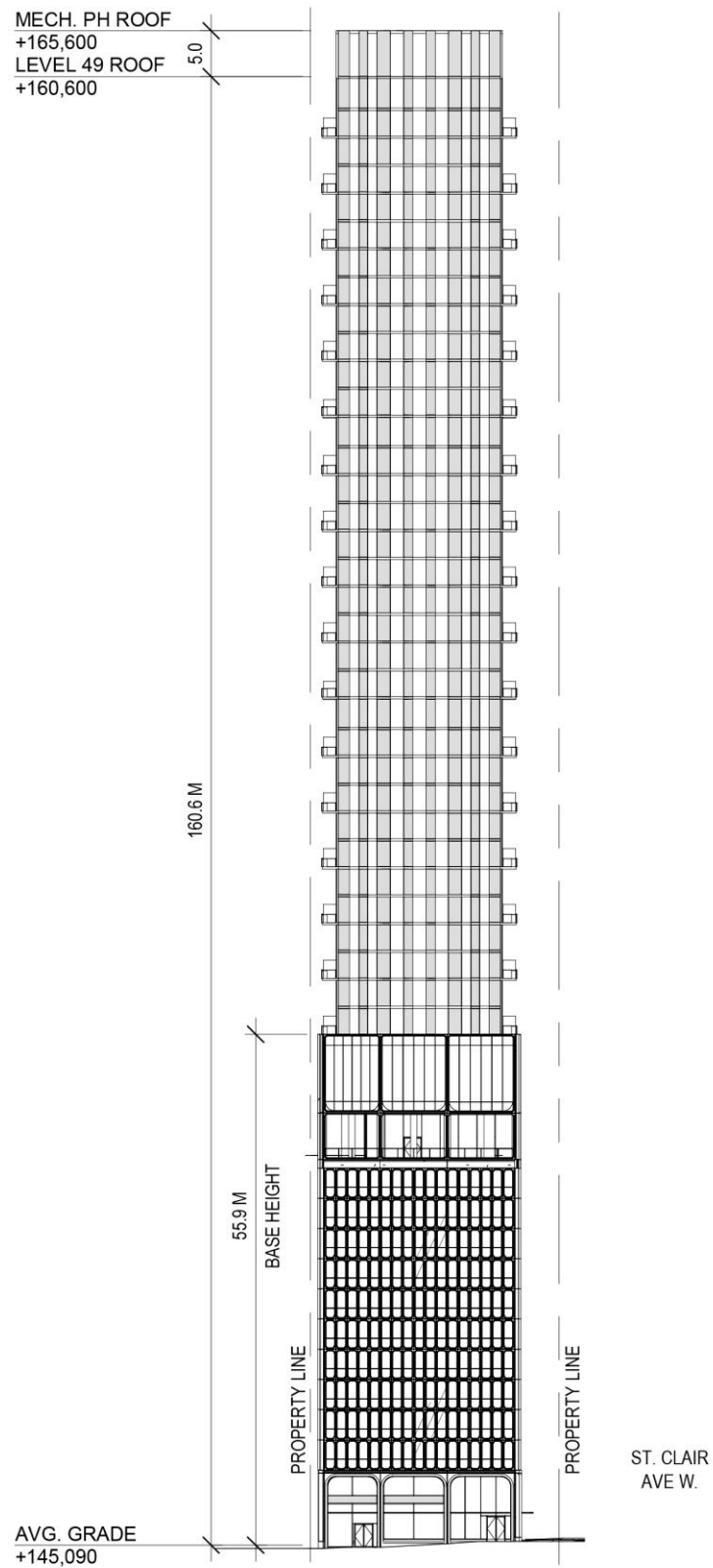


Site Plan



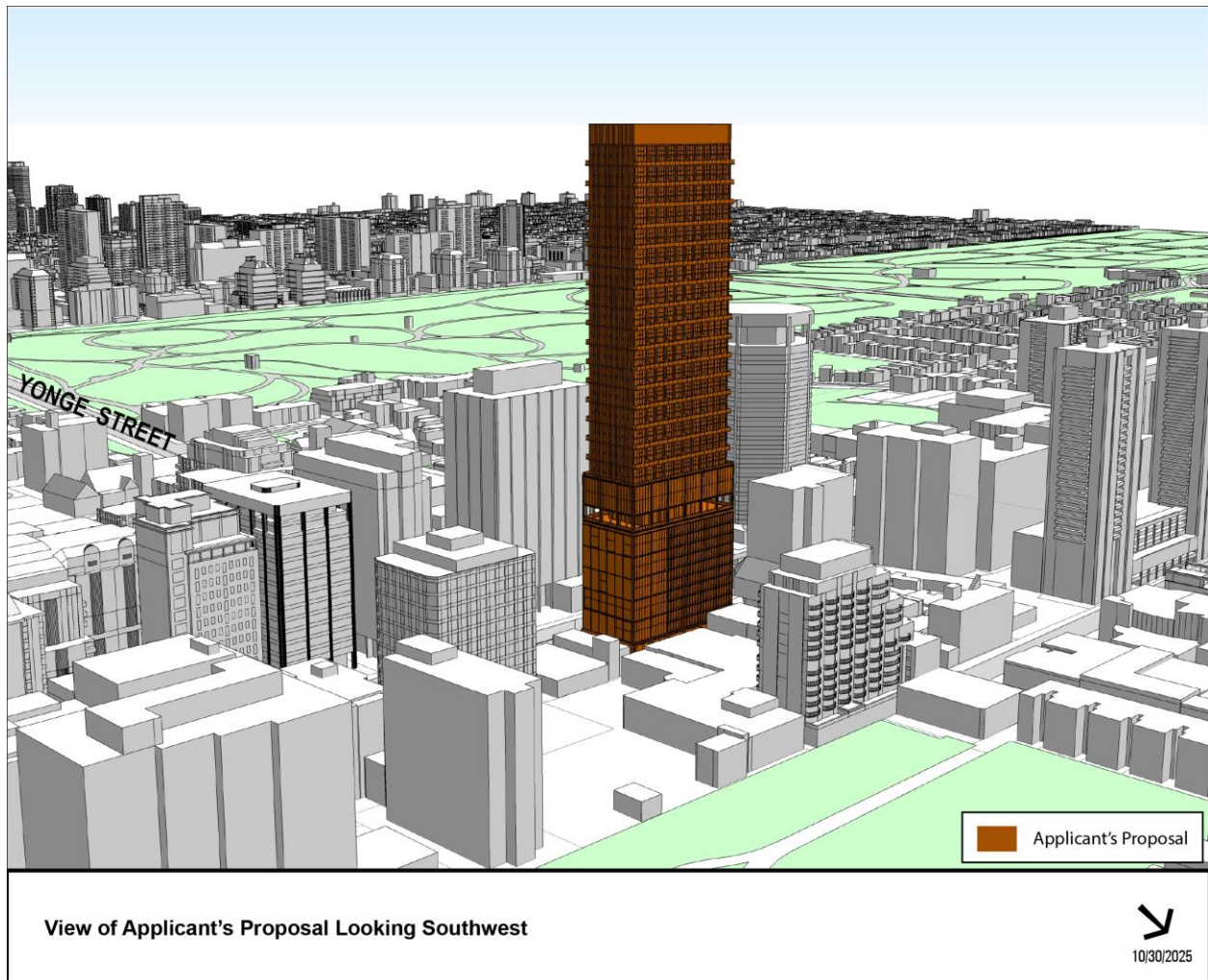
Attachment 6: Elevations

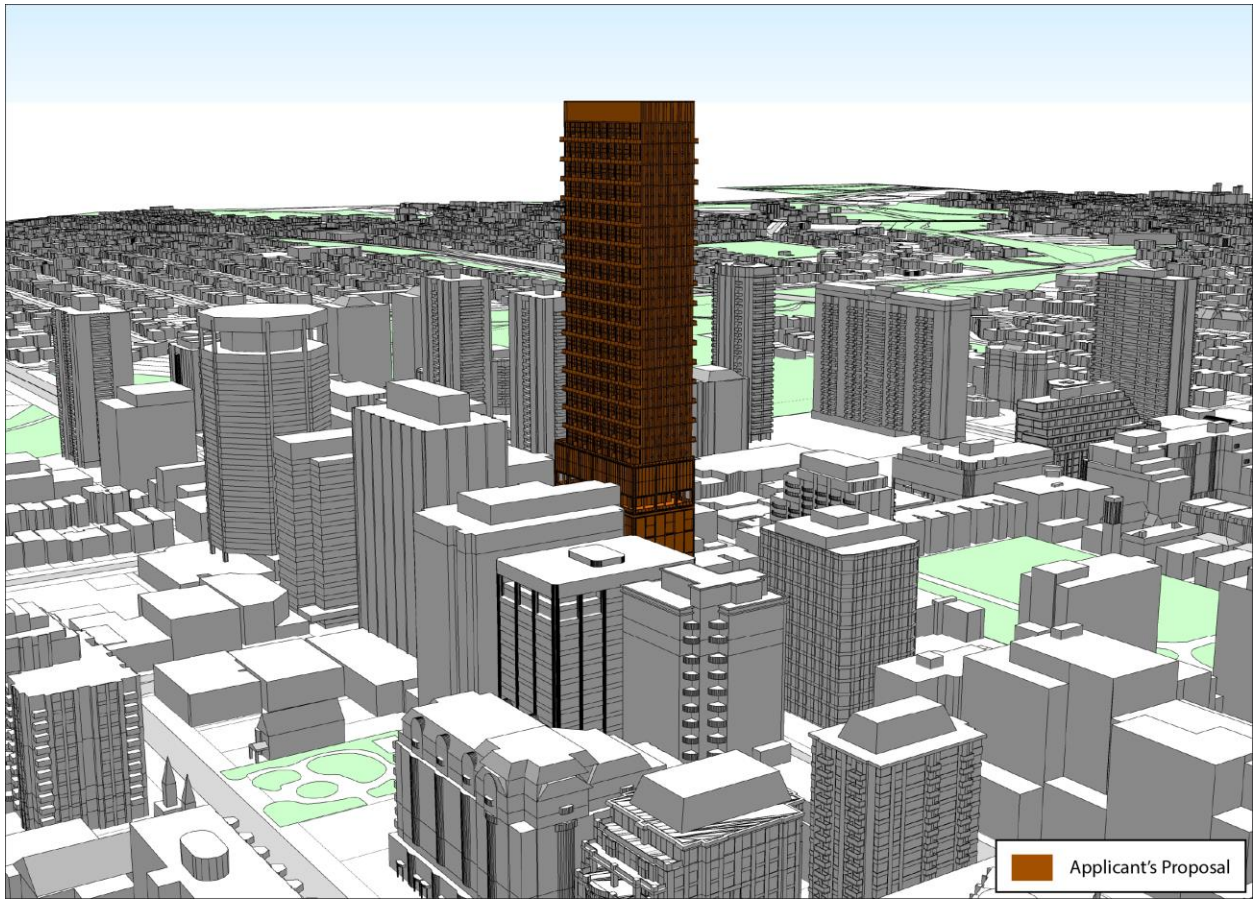




East Elevation

Attachment 7: 3D Massing Model





View of Applicant's Proposal Looking Southeast



10/30/2025