## Ontario Land Tribunal

# Tribunal ontarien de l'aménagement du territoire



**ISSUE DATE:** June 28, 2024 CASE NO(S).: OLT-22-004590

**PROCEEDING COMMENCED UNDER** subsection 34(11) of the *Planning Act*, R.S.O. 1990, c. P.13, as amended

Applicant and Appellant: 355 Adelaide Nominee Inc.

Subject: Application to amend Zoning By-law - Refusal or

neglect to make a decision

Purpose: To permit a 48-storey mixed-use building Property Address/Description:

353 and 355 Adelaide St. W., 46 Charlotte St.,

and 16 Oxley St.

City of Toronto Municipality:

Municipality File No.: 20 160837 STE 10 OZ

OLT Case No.: OLT-22-004590 OLT Lead Case No.: OLT-22-004590

**OLT Case Name:** 355 Adelaide Nominee Inc. v. Toronto (City)

PROCEEDING COMMENCED UNDER subsection 114(15) of the City of Toronto Act, 2006, S.O. 2006, c. 11, Sched. A

Applicant and Appellant: 355 Adelaide Nominee Inc.

Subject: Site Plan

Purpose: To permit a 48-storey mixed-use building

Property Address/Description: 353 and 355 Adelaide St. W., 46 Charlotte St.,

and 16 Oxley St.

Municipality: City of Toronto OLT-22-004591 OLT Case No.: OLT Lead Case No.: OLT-22-004590

Heard: June 7, 2024, by video hearing

APPEARANCES:

**Parties** Counsel

355 Adelaide Nominee Inc. ("Appellant") J. Park

A. Frank (in absentia)

City of Toronto ("City") D. Elmadany

M. Piel (in absentia)

DevGreat Inc. ("DevGreat")

J. Cheng

C. Lantz (in absentia)

# MEMORANDUM OF ORAL DECISION DELIVERED BY MEMBERS G. ROSS AND A. SAUVE ON JUNE 7, 2024 AND INTERIM ORDER OF THE TRIBUNAL

## **LINK TO ORDER**

#### INTRODUCTION AND BACKGROUND

- [1] This Decision stems from a Settlement Hearing ("Settlement") related to the Appellant's applications for a Zoning By-law Amendment to the City's Zoning By-law No. 569-2013 ("ZBL Appeal") and an application for Site Plan Approval to permit the redevelopment of lands municipally known as 353-355 Adelaide Street West, 46 Charlotte Street, and 16 Oxley Street in the City (the "Subject Lands").
- [2] City Council rejected the Appellant's February 2023 resubmission of the Rezoning application, which included changes to the building height increased to 58 Stories, a total of Gross Floor Area of 32,857 square metres, and a density of 25.77 Floor Space Index. This included an 11-storey base building and a 47-storey tower element.
- [3] At the February 10, 2023, Case Management Conference ("CMC"), DevGreat, the Owners of lands municipally known as 101-105 Spadina Avenue and 363 Adelaide Street West, were granted Party status to the Appeal. Participant status was granted to Alexander Perel, Diana Petramala, Robert Davidovitz. Sarah Merredew was previously granted Participant status at the June 18, 2023 CMC.
- [4] The Appellant, City and the Parties to the Appeal have since had discussions to address issues with the ZBL Appeal and Site Plan applications, including the proposed mix of uses, build form height massing, tower separation and the public realm design.

On November 29, 2023, a new proposal with significant notable changes were submitted. The notable changes included:

- i. Reconfiguration of two building elements, consisting of a 58-storey building fronting Adelaide Street West, Charlotte Street and a 12-storey building fronting Oxley Street. The two buildings were joined by a one-storey connector and shared loading, bicycle parking and amenity areas. There were set backs, stepbacks, recess changes, chamfering, radial separation increases in various subject areas to address concerns related to the walkability, to respect to the integrity of the heritage building and address many of the concerns of the written participant statements;
- ii. The placement of the retail space, at grade, was shifted to the northeast corner of Adelaide Street West and Charlotte Street. An indoor amenity room is now located at the northwest corner of the building at grade;
- iii. The base building office space on levels 2, 3 and 4 were replaced with residential dwelling units;
- iv. The vehicle access along Oxley Street was removed in favour of a residential lobby for the southerly 12-storey building element;
- v. The loading and servicing access on Charlotte Street remained; and
- vi. The 39-storey tower on the DevGreat lands now has a minimum 20.0 metre radial separation distance from the northwest corner, the tower floor plate was increased the number of vehicle parking spaces was reduced to zero.

## **SETTLEMENT**

- [5] On March 4, 2024, the Appellant submitted a Settlement offer to resolve the Appeal with the City. The terms were set out in a letter outlining the revisions made to the proposed development and the proposed conditions of the Settlement. Additional materials provided included Architectural Plans, a Heritage Impact Assessment and a Pedestrian Level Wind Study.
- [6] The Settlement was provisionally approved by City Council with conditions.

[7] The Parties are proposing a Settlement that includes an Interim Order for the ZBL Appeal and adjourning the Site Plan appeal *sine die* which will likely be withdrawn once there is a Final Order for the ZBL Appeal.

## **EVIDENCE AND ANALYSIS**

- [8] The Tribunal qualified Ryan D. Doherty as an Expert Witness ("Expert") in Land Use Planning on request of the Parties. The Expert was the only witness presented at the Settlement.
- [9] The following have been marked as **Exhibits** to this Settlement:
  - i. **Exhibit 1** Affidavit of Ryan D. Doherty;
  - ii. **Exhibit 2** Visual Evidence Book; and
  - iii. **Exhibit 3** Draft Conditions.
- [10] The Expert opined that the Settlement is consistent with Provincial interests, as set out in s. 2 of the *Planning Act* and conforms to the Provincial Policy Statement, 2020 ("PPS"). The Expert provided evidence that the location of the Subject Lands is identified for growth and development in particular as the Subject Lands fall within an identified intensification area. The Expert also testified that the Settlement provides high-density development and new housing which includes a full range of compact built form housing, inclusive of affordable housing, and uses existing infrastructure. The Expert opined that access to higher order transit and existing streetcar service adequately addresses the current and future needs to walkable access to transit. The Expert further opined that the Settlement also conserves valued heritage components of the development considering cultural and architectural interests, as well as efficient use and conservation of energy, water and waste management which have been accounted for in the plan.
- [11] The Expert provided evidence that the proposed development also conforms to the Growth Plan for the Greater Golden Horseshoe ("Growth Plan") and is compliant

with it's guiding principals as set out in s. 1.2.1. The Expert opined that the proposal optimizes the use of both land and infrastructure, in locations targeted for strategic urban growth, and falls within higher order transit areas. The Expert testified that the Settlement also includes a mixed use of housing and affordable housing options.

- [12] The Expert provided evidence that the proposed development conforms to the City's Official Plan ("OP") with the identification of areas designated for regeneration, including the Downtown and Central Waterfront Areas. The Expert further testified that it is notable that in this proposed development, the concentration of people and jobs are in areas supported by transit, and where walking and cycling can be encouraged. The Expert also provided evidence that the proposed development promotes energy efficiency and green spaces which supports neighbourhoods and conforms to the public realm and built form policies in the OP. The Expert proffered that the proposed development also accounts for the OP's building facades and grade relationships within the public realm. Concerning the integrity of the heritage considerations, as noted in Policy 3.1.6(6) of the OP, the Expert opined that the proposed development encourages adaptive re-use of properties such as the portion of the development that includes the Gelber Building at 353-355 Adelaide Street West.
- [13] The Expert provided evidence that the Settlement conforms to Official Plan Amendment 352 that introduced a Site and Area Specific Policy which applies to the Downtown area and the relationship between tall buildings, the viability of where they can be located, and addresses heritage easements.
- [14] The Expert provided evidence that the Settlement conforms to The Downtown Secondary Plan which promotes similar attributes as seen in the above Growth Plan and PPS in particular as it relates to the promotion of two- and three-bedroom units.
- [15] The Expert also provided evidence that the Settlement conforms to the King-Spadina Secondary Plan in particular as it relates to removal of existing surface parking around heritage buildings and mid-block connectors, and the new Vertical Communities in the Growing Up Plan.

[16] The Expert reviewed the Participant Statements and the concerns raised therein. The concerns generally related to the proposed height and massing, the relationship between the proposed building and both the public realm and adjacent properties, traffic impacts, and the impact of increased density. The Tribunal finds that the Settlement addresses these concerns.

#### **FINDINGS**

- [17] Having received no contrary evidence, the Tribunal accepts the evidence of the Expert and agrees with the conclusions.
- [18] The Tribunal finds that the Applications, as reflected in the Settlement and which will facilitate the proposal generally in accordance with the architectural drawings as reflected in **Attachment 1**, are consistent with the PPS, conform with the Growth Plan, the OP, the Downtown Plan, the King-Spadina Secondary Plan and has appropriate regard for the relevant urban design guidelines.

## **INTERIM ORDER**

- [19] **THE TRIBUNAL ORDERS THAT** the appeals by 355 Adelaide Nominee Inc. (the "owner"), for the Zoning By-law Amendment is allowed, in part, on an interim basis, contingent upon confirmation, satisfaction or receipt of those pre-requisite matters identified in paragraph [20] below and the Zoning By-law Amendment set out in **Attachment 2** to this Interim Order is hereby approved in principle.
- [20] The Tribunal will withhold issuance of its Final Order contingent upon:
  - a. confirmation of the City Solicitor of the following conditions:
    - the Tribunal has received, and approved, the final form and content of the Zoning By-law Amendment confirmed to be satisfactory to the Chief Planner and Executive Director, City Planning, and the City Solicitor, which will include the minimum

- number of two bedroom and three bedroom and additional two and three-bedroom requirements in the Downtown Plan;
- ii. the Tribunal is advised that the owner has, at its sole cost and expense submitted a revised Functional Servicing Report and Stormwater Management Report, Hydrogeological Review, including the Foundation Drainage Report ("Engineering Reports") to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services, in consultation with the General Manager, Toronto Water;
- iii. has secured the design and the provision of financial securities for any upgrades or required improvements to the existing municipal infrastructure identified in the accepted Engineering Reports, to support the development, all to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services and the General Manager, Toronto Water, should it be determined that improvements or upgrades are required to support the development, according to the accepted Engineering Reports, accepted by the Chief Engineer and Executive Director, Engineering and Construction Services and the General Manager, Toronto Water; and
- iv. ensured the implementation of the accepted Engineering Reports does not require changes to the proposed amending By-laws or any such required changes have been made to the proposed amending By-laws, to the satisfaction of the Chief Planner and Executive Director, City Planning and the City Solicitor, including the use of a Holding ("H") By-law symbol regarding any new or upgrades to existing municipal servicing infrastructure as may be required;
- v. the Tribunal is advised that the owner has provided a detailed Conservation Plan prepared by a qualified heritage consultant that is substantially in accordance with the conservation strategy set out in the Heritage Impact Assessment for 355 Adelaide Street West, prepared by ERA Architects Inc., dated February 9,

- 2024, to the satisfaction of the Senior Manager, Heritage Planning;
- vi. the Tribunal is advised that the owner has entered into a Heritage Easement Agreement with the City for the property at 355
  Adelaide Street West substantially in accordance with plans and drawings prepared by Arcadis Architects (Canada Inc.), dated February 29, 2024, submitted with the Heritage Impact Assessment prepared by ERA Architects Inc., dated February 9, 2024, subject to and in accordance with the approved Conservation Plan required above, to the satisfaction of the Senior Manager, Heritage Planning including execution of such agreement to the satisfaction of the City Solicitor; and vii. the Tribunal is advised that the owner has withdrawn its site-
- specific appeal of Official Plan Amendment 486.
- b. confirmation of the Appellant and DevGreat Inc. of the following:
  - i. the Tribunal is advised that the form of easement over a portion of DevGreat Inc.'s adjacent property (or the adjacent land to be acquired by DevGreat Inc.) to be conveyed to the City has been settled among the City, the Appellant and DevGreat Inc.;
  - ii. the Tribunal is advised that the necessary construction agreements have been settled, executed and delivered by the Appellant and DevGreat Inc.;
  - iii. the Tribunal is advised that the Appellant and DevGreat Inc. have executed and delivered to each other and to the City consents in the form agreed by the Appellant and DevGreat Inc. to the installation of tie-backs on their respective properties;
  - iv. the Tribunal is advised that the reciprocal agreement between the Appellant and DevGreat Inc. has been settled, executed and delivered by the Appellant and DevGreat Inc.;
  - v. the Tribunal is advised that the easement over a portion of the Appellant property in favour of DevGreat Inc.'s land (and/or land to be acquired by DevGreat Inc.) has been executed and delivered

and registered on title to the subject property in priority to all cautions, leases, financial encumbrances and options to purchase with all necessary consents having been obtained as evidenced by a certificate issued under subsection 53(42) of *Planning Act* (Ontario); and

- vi. the Tribunal is advised that the Limiting Distance Agreement over a southerly portion of the subject lands has been executed and delivered by the Appellant, DevGreat Inc. and the City, and has been registered on title to the subject property in the priority required by the City; or
- c. alternately, that arrangements satisfactory to both DevGreat Inc. and the Appellant have been made in respect of the matters in (b) above.
- [21] The Panel Members will remain seized for the purposes of reviewing and approving the final draft of the Zoning By-Law Amendment to authorize the issuance of the Final Order subject of the requested order above.
- [22] If the Parties do not submit the final drafts of the Zoning By-law Amendment, and provide confirmation that all other contingent pre-requisites to the issuance of the Final Order set out in paragraphs [20] and [21] above have been satisfied, and do not request the issuance of the Final Order by **Tuesday**, **July 1**, **2025**, the Appellant and the City shall provide a written status report to the Tribunal by that date, as to the timing of the expected confirmation and submission of the final form of the draft Zoning By-law Amendment and issuance of the Final Order by the Tribunal.

[23] The Tribunal may be spoken to in the event that any difficulties arise in satisfying the above condition for the issuance of the Tribunal's Final Order.

"G. Ross"

G. ROSS MEMBER

"A. Sauve"

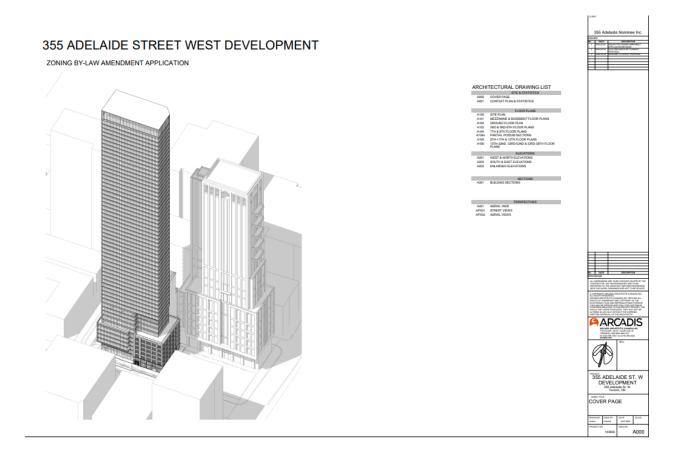
A.SAUVE MEMBER

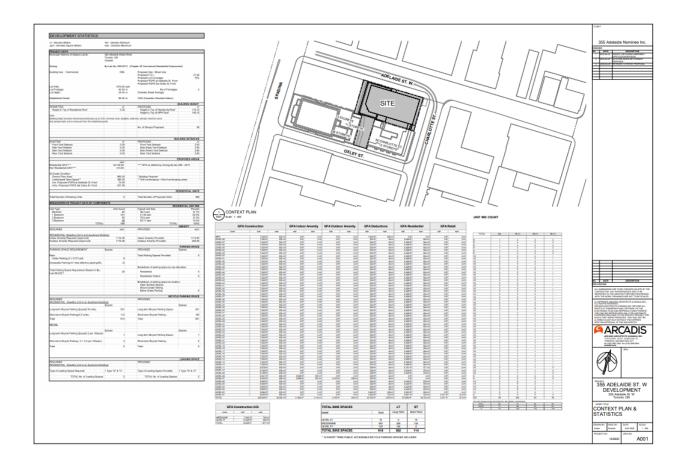
## **Ontario Land Tribunal**

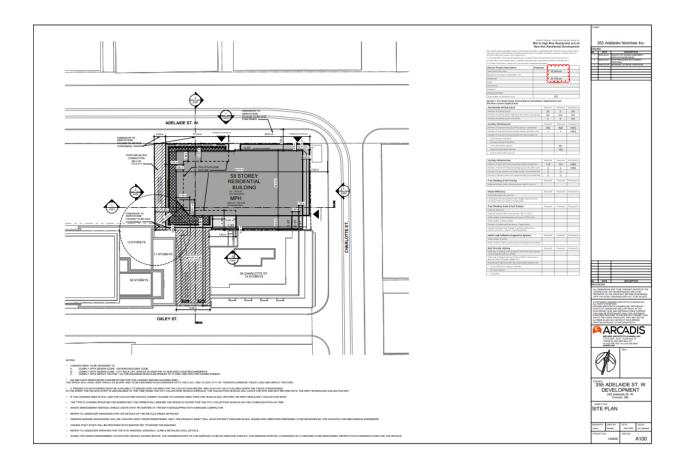
Website: olt.gov.on.ca Telephone: 416-212-6349 Toll Free: 1-866-448-2248

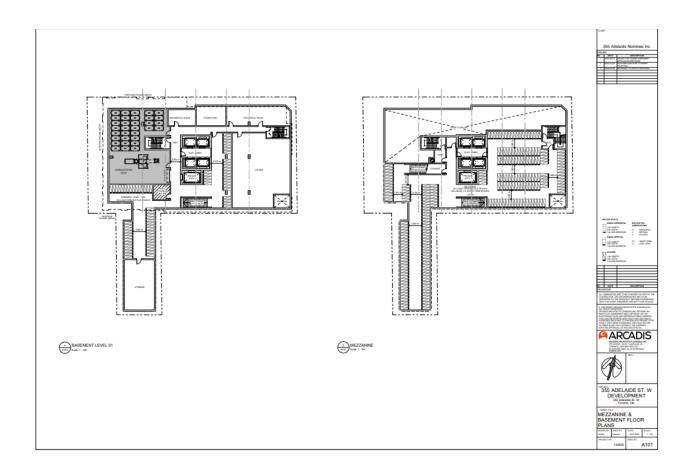
The Conservation Review Board, the Environmental Review Tribunal, the Local Planning Appeal Tribunal and the Mining and Lands Tribunal are amalgamated and continued as the Ontario Land Tribunal ("Tribunal"). Any reference to the preceding tribunals or the former Ontario Municipal Board is deemed to be a reference to the Tribunal.

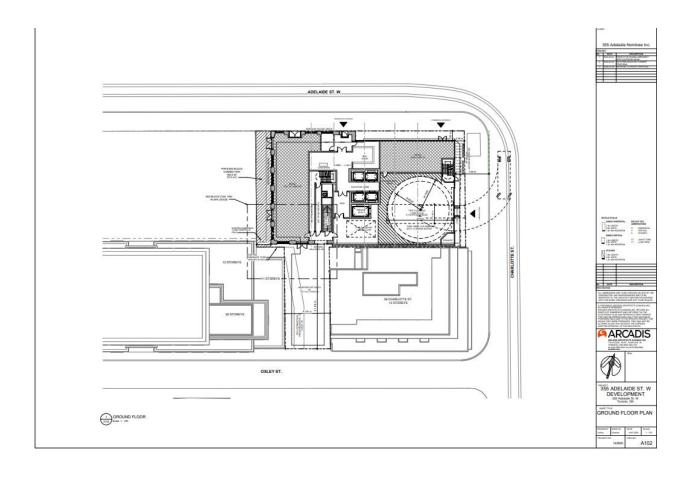
# **ATTACHMENT 1**

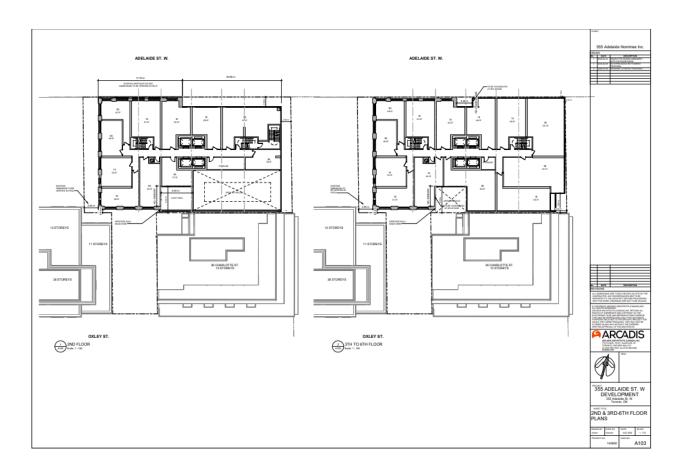


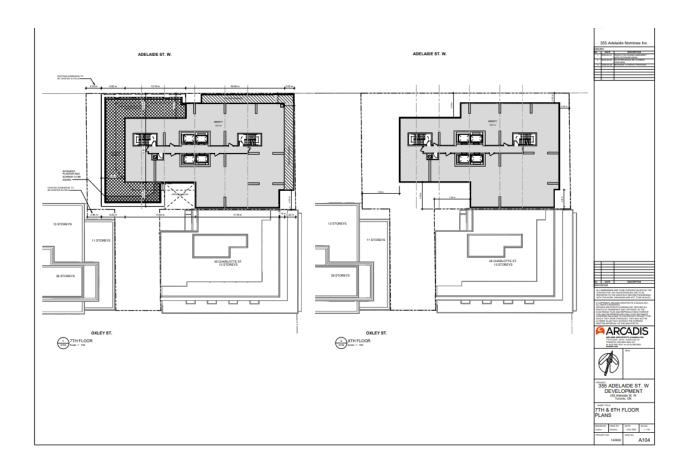


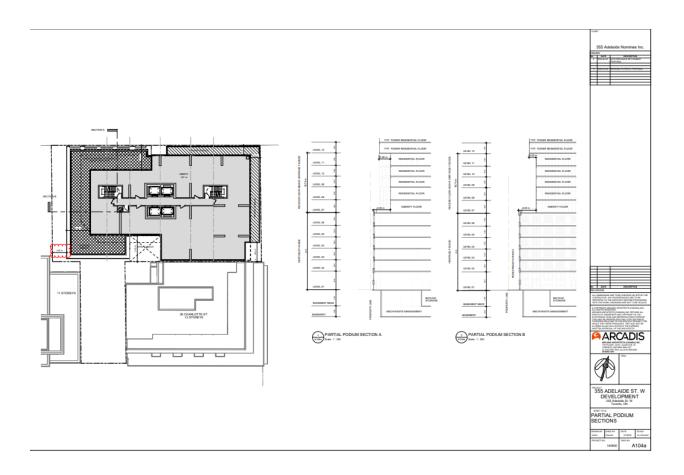


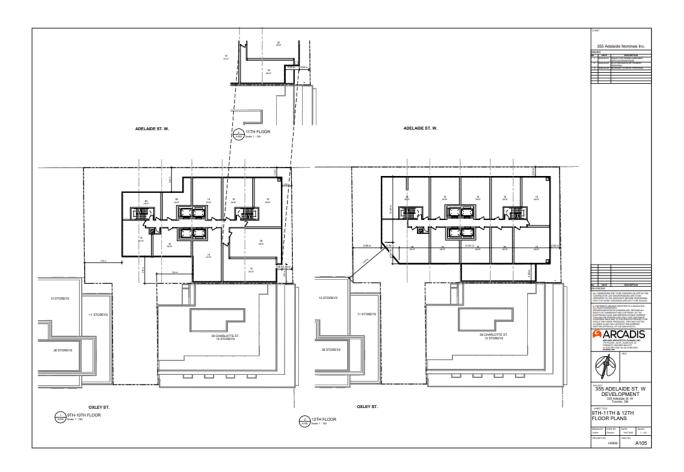


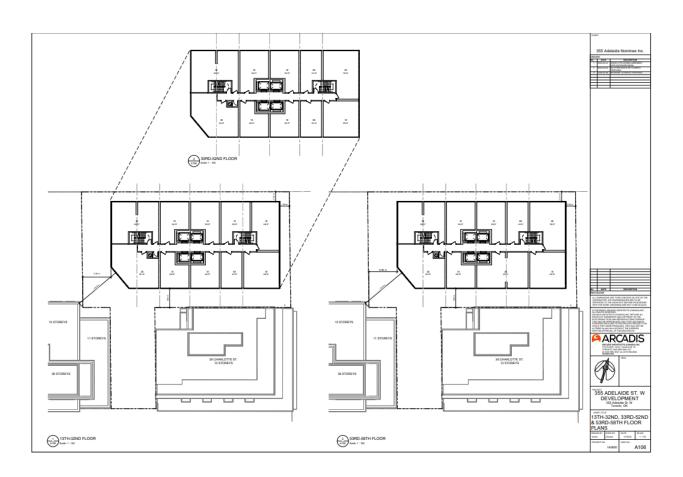


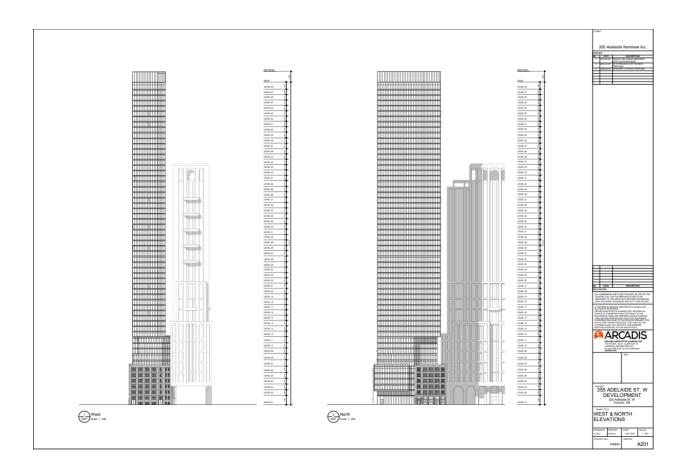


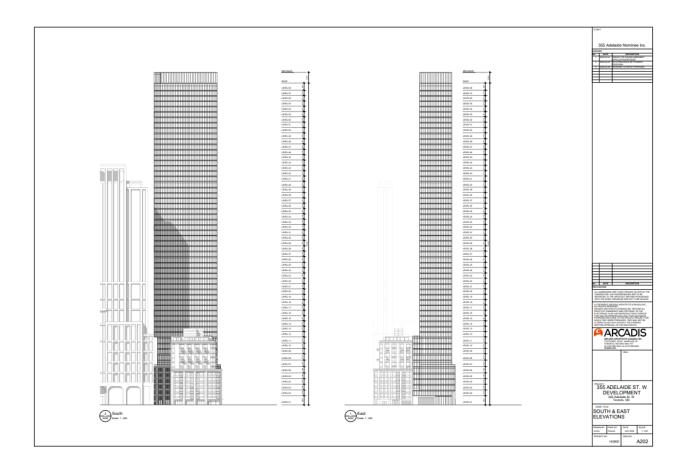


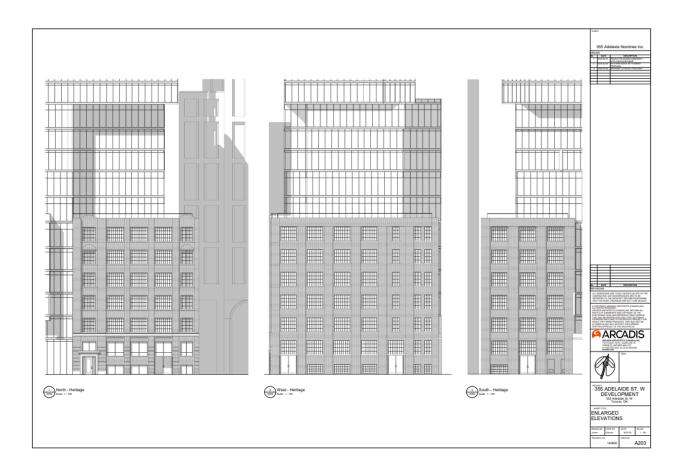


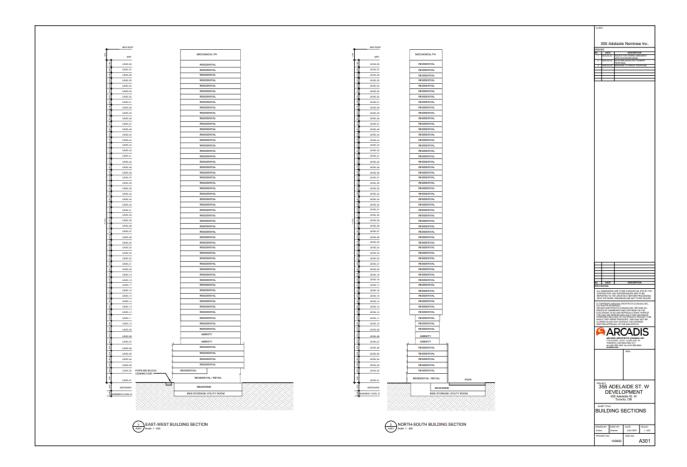


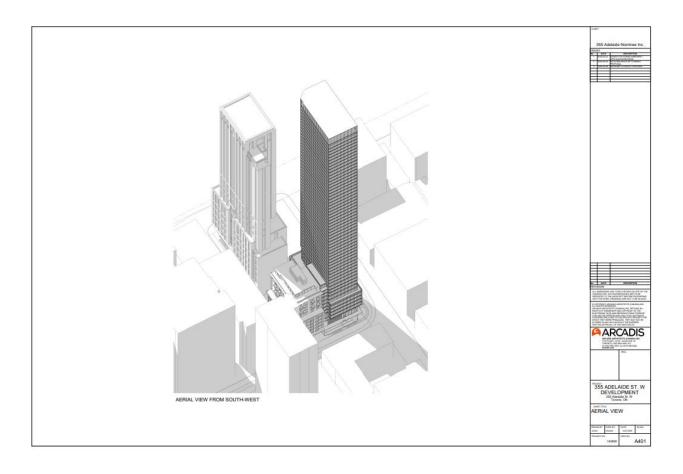












### **ATTACHMENT 2**

#### Draft Zoning By-law Amendment (April 18, 2024)

Authority: Ontario Land Tribunal Decision and Order issued on XX in Case No. OLT-22-004590.

#### CITY OF TORONTO

#### BY-LAW No. XXX-2024 (OLT)

To amend Zoning By-law No. 569-2013, as amended, with respect to the lands municipally known in the year 2023 as 353-355 Adelaide Street West, 46 Charlotte Steet and 16 Oxley Street.

Whereas the Ontario Land Tribunal, by its Decision and Order issued on XX in Case No. OLT-22-004590, in hearing an appeal under Section 34(11) of the Planning Act, R.S.O. 190, c. P13, as amended, ordered the amendment of Zoning By-law 569-2013, as amended, with respect to the lands municipally known in the year 2023 as 353-355 Adelaide Street West, 46 Charlotte Steet and 16 Oxley Street; and

Whereas pursuant to Section 39 of the Planning Act, as amended, the Council of a Municipality may, in a By-law passed under Section 34 of the Planning Act, authorize the temporary use of land, buildings or structures for any purpose set out therein that is otherwise prohibited in the By-law; and

The Ontario Land Tribunal Orders:

- The lands subject to this By-law are outlined by heavy black lines on Diagram 1 attached to this By-law.
- The words highlighted in bold type in this By-law have the meaning provided in Zoning By-law 569-2013, Chapter 800 Definitions.
- Zoning By-law 569-2013, as amended, is further amended by amending the zone label on the Zoning By-law Map in Section 990.10 respecting the lands subject to this By-law from a zone label of CRE (x74) to a zone label of CRE (x##) as shown on Diagram 2 attached to this By-law.
- Zoning By-law 569-2013, as amended, is further amended by amending Article 900.12.10 Exception Number ## so that it reads:

#### (##) Exception CRE ##

The lands, or a portion thereof as noted below, are subject to the following Site Specific Provisions, Prevailing By-laws and Prevailing Sections:

Site Specific Provisions:

(A) On 353-355 Adelaide Street West, 46 Charlotte Steet and 16 Oxley Street,

as shown on Diagram 1 of By-law [Clerks to insert By-law ##], a building or structure may be constructed, used or enlarged in compliance with Regulations (B) to (P) below;

- (B) Despite Regulations 5.10.30.20(1) and 5.10.30.20(2), the front lot line is the lot line running parallel to Adelaide Street West;
- (C) The permitted maximum gross floor area of all buildings and structures is 35,500 square metres, subject to the following:
  - the permitted maximum gross floor area for residential uses is 35,190 square metres; and
  - the required minimum gross floor area for non-residential uses is 310 square metres;
- (D) The provision of dwelling units is subject to the following:
  - a minimum of 15 percent of the total number of dwelling units must have two or more bedrooms;
  - a minimum of 10 percent of the total number of dwelling units must have three or more bedrooms;
  - any dwelling units provided to satisfy (D)(ii) above are not included in the provision required by (D)(i) above;
  - (iv) an additional 15 percent of the total number of dwelling units will be any combination of two bedroom and three bedroom dwelling units, or dwelling units that can be converted into any combination of two and three bedroom dwelling units; and
    - convertible dwelling units, as described in (D)(iv) above, may be converted using accessible or adaptable design measures, such as knock-out panels;
- (E) Despite Regulations 50.5.40.10(1) and (2), the height of a building or structure is the distance between the Canadian Geodetic Datum of 88.5 metres and the elevation of the highest point of the building or structure;
- (F) Despite Regulation 50.10.40.10(1), the permitted maximum height of a building or structure is the number following the HT symbol in metres as shown on Diagram 3 of By-law [Clerks to insert By-law ##];
- (G) Despite Regulations 50.5.40.10(3) to (8) and (F) above, the following equipment and structures may project beyond the permitted maximum

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#### height of a building:

- equipment used for the functional operation of the building, including electrical, utility, mechanical and ventilation equipment, cooling equipment, water supply facilities, enclosed stairwells, roof access, maintenance equipment storage, elevator shafts and overruns, chimneys, pipes, and vents may project above the height limits to a maximum of 7.0 metres;
- structures that enclose, screen or cover the equipment, structures and parts of a building listed in (i) above, inclusive of a mechanical penthouse, may project above the height limits to a maximum of 7.0 metree:
- (iii) architectural features, parapets, and elements and structures associated with a green roof, by a maximum of 2.0 metres;
- green roof elements and parapets located on top of a mechanical penthouse enclosure, may further exceed the permitted maximum height in (i) and (ii) above by a maximum of 1.5 metres;
- building maintenance units and window washing equipment may project above the height limits to a maximum of 5.0 metres;
- (vi) building maintenance units and window washing equipment, in addition to chimneys, pipes, vents, elevator shafts and overruns located on top of a mechanical penthouse enclosure, may further exceed the permitted maximum height in (i) and (ii) above by a maximum of 3.0 metres;
- (vii) cabanas, pergolas, trellises and unenclosed structures providing safety or wind protection to rooftop terraces or amenity space, may project above the height limits to a maximum of 3.0 metres;
- (viii) planters, landscaping features, guard rails, balustrades, privacy and decorative screens, terrace dividers, fences, exterior stairs, roof drainage features and terrace walls may project above the height limits to a maximum of 3.0 metres; and
- structures and elements related to outdoor flooring and roofing assembly features may project above the height limits to a maximum of 0.5 metres;
- (H) Despite Regulations 50.10.40.70(1) and (5) and Article 600.10.10, the required minimum building setbacks are as shown in metres on Diagram 3 of By-law [Clerks to insert By-law ##];

#### 4 City of Toronto By-law XXX-2024 (OLT)

- Despite Clause 50.10.40.80(2) and (3) and Article 600.10.10, the required minimum separation distances are as shown in metres on Diagram 3 of Bylaw [Clerks to Insert By-law ##];
- (J) Despite Clauses 50.5.40.60 and 50.10.40.60, Regulations 600.10.10(1)(D) and (E), in addition to Regulations (H) and (I) above, the following may encroach into the required minimum building setbacks and separation distances shown on Diagram 3 of By-law [Clerks to supply By-law ##];
  - decks and platforms situated upon a roof may encroach to the extent of the roof upon which they are situated;
  - (ii) canopies and awnings, by a maximum of 3.0 metres;
  - (iii) exterior stairs, access ramps and elevating devices, by a maximum of 2.0 metres;
  - (iv) architectural features, such as a pilaster, decorative column, cornice, sill, belt course or chimney breast, in addition to louvres, or screens providing privacy, safety or wind mitigation by a maximum of 1.0 metre;
- (K) Despite Regulation 50.10.40.50(1), a building with 20 or more dwelling units must provide amenity space at a ratio of at least 2.35 square metres for each dwelling unit, of which:
  - at least 2.0 square metres for each dwelling unit as indoor amenity space; and
  - at least 0.35 square metres for each dwelling unit as outdoor amenity space;
- (L) Despite Regulation 200.5.10.1(1) and Table 200.5.10.1, and Regulation 970.10.15.5(5) and Table 970.10.15.5, no parking spaces are required;
- (M) Despite Regulation 200.15.10.10(1), no accessible parking spaces are required;
- (N) Despite Regulation 220.5.10.1(1) and (2), loading spaces must be provided in accordance with the following:
  - (i) 1 Type "G" loading space; and
  - (ii) 1 Type "C" loading space;

5 City of Toronto By-law XXX-2024 (OLT)

- (O) Despite Regulation 230.5.1.10(10), required "short-term" bicycle parking spaces may be provided in a stacked bicycle parking space arrangement; and
- (P) Despite Regulations 230.40.1.20(2), a "short-term" bicycle parking space may be located more than 30 metres from a pedestrian entrance to the building on the lot;

Prevailing By-laws and Prevailing Sections: (None Apply)

 Despite any severance, partition or division of the lands, the provisions of this Bylaw shall apply as if no severance, partition, or division occurred.

Ontario Land Tribunal Decision and Order issued on XX in File No. OLT-22-004590.

6 City of Toronto By-law XXX-2024 (OLT) ADELAIDE STREET WEST N73°59'45'E 43.925 CHARLOTTE STREET N16"37"20"W 24.415 N74\*01\*05 5.780 N74°01'05"E 28.743 N74°03'35°E 9.478 **OXLEY STREET** 353-355 Adelaide Street West, 46 Charlotte Street, and 16 Oxley Street til Toronto

Diagram 1



