

Court Services Toronto Local Appeal Body 40 Orchard View Blvd Suite 211 Toronto, Ontario M4R 1B9 Telephone: 416-392-4697 Fax: 416-696-4307 Email: tlab@toronto.ca Website: www.toronto.ca/tlab

# **DECISION AND ORDER**

Decision Issue Date Monday, February 05, 2018

PROCEEDING COMMENCED UNDER section 45(12), subsection 45(1) of the Planning Act, R.S.O. 1990, c. P.13, as amended (the "Act")

Appellant(s): DANIEL PESIN

Applicant: MARLENE SLOPACK

Property Address/Description: 74 KIMBARK BLVD

Committee of Adjustment Case File Number: 17 159414 NNY 16 MV (A0499/17NY)

TLAB Case File Number: 17 219104 S45 16 TLAB

Hearing date: Tuesday, January 30, 2018

**DECISION DELIVERED BY Ian James LORD** 

Counsel:

K. Fairbrother for the Applicant/Appellant

R. Kehar for Robert and Andrea Mansfield

## INTRODUCTION

This was an appeal by the owner and applicant to a decision of the North York Panel of the City of Toronto ('City') Committee of Adjustment ('COA') in respect of variances sought from By –law 596-2013 ('New Zoning') and By-law 7625 ('North York By-law') in respect of 74 Kimbark Blvd ('subject property'), in the City.

The subject property is an existing two-storey dwelling with attached garage located mid-block on the west side of Kimbark Blvd, a north/south local street improved but without sidewalks.

Variances requested under the New Zoning related to: the minimum south side yard setback (to 0.914 m from 1.2 m); maximum building length (to 22.12 m from 17 m) and depth (to 22.894 m from 19 m); height (to 10.594 m from 10 m) and wall elevation height (to 8.4 m from 7.5 m).

Variances requested from the in-force North York By-law related to: the minimum south side yard setback (to 0.914 m from 1.80 m); the minimum north side yard setback (to 1.219 m from 1.80 m); building length (to 22.12 m from 15.3 m); and building height (to 9.28 m from 8.8 m).

The existing single detached dwelling is proposed to be demolished and replaced, subject to these variances.

The COA refused all variances in a decision mailed August 10, 2017.

## BACKGROUND

The file of the Toronto Local Appeal Body ('TLAB') contained the record of the COA submissions including an extensive record of letters of objection and materials from owners of properties on Kimbark Blvd and adjacent streets: Saguenay; Caribou; Otter Crescent; and Edgecombe. Indeed, a number of Participant registrations and materials were filed. The proceeding before the TLAB was expedited, with appreciation, by the presentation made by Elise Hertz on behalf of many who had submitted materials, and who spoke on behalf of the (unincorporated) SCOKE Residents Association.

The Association was said to represent 131 members from the streets above referenced (and the derivative of the acronym name).

Mr. Kehar appeared to advise of a settlement reached between his clients, the Mansfields, owners of 70 Kimbark Blvd, being the property immediately abutting the subject property to the south, and the Applicant/Appellant. As the only other Party, he called no evidence but indicated reliance on the evidence of Ms. Robinson and his own examination respecting the spirit and intent of the Minutes and an agreed condition to be recommended for adoption.

Ms. Fairbrother advised that the Minutes had been filed on November 7, 2017; a set of the revised plans upon which the Minutes were premised was filed November 21, 2017. The TLAB is satisfied this disclosure was open, available and met the obligations under TLAB Rules to permit the opportunity for all interested to examine and determine the effect of the settlement on their position.

His attendance was to ensure, in the case the appeal succeeded, the incorporation of elements of the Minutes of Settlement, filed as Exhibit 3 to the hearing, in the decision.

The Applicant/Appellant called one witness in support of the variance appeal. Ms. Janice Robinson, RPP, was qualified to give professional land use planning evidence.

There were no other parties to the appeal; however, some 10 persons attended to express by their presence and representation, their interest in the proceeding.

Two resident Participants attended and gave evidence under oath: Elise Hertz, 78 Kimbark Blvd (as the representative of SCOKE) and Clive Swartz, 71 Kimbark Blvd, both as a member and on his own behalf. Both of their properties face the subject property from the east side of Kimbark Blvd.

I indicated a general familiarity with the filings, had attended the site of the subject property and walked the surrounding area but required direct reference to any evidence considered important by the witnesses to the decision of the TLAB.

The Applicant/Appellant was directed to present its rationale in support of the appeal, as is the customary practice where both roles are engaged.

## **MATTERS IN ISSUE**

The settlement with the adjacent owner mitigated but did not remove the obligation on the Applicant/Appellant to demonstrate justification for the variances sought. The Participants that opposed did so both generally in respect of their appreciation of neighbourhood character, which they felt the proposal infringed upon and, more specifically, in respect of matters of height, shadow effect, massing and built form.

## JURISDICTION

### Provincial Policy – S. 3

A decision of the Toronto Local Appeal Body ('TLAB') must be consistent with the 2014 Provincial Policy Statement ('PPS') and conform to the Growth Plan of the Greater Golden Horseshoe for the subject area ('Growth Plan').

#### Minor Variance – S. 45(1)

In considering the applications for variances from the Zoning By-laws, the TLAB Panel must be satisfied that the applications meet all of the four tests under s. 45(1) of the Act. The tests are whether the variances:

- maintain the general intent and purpose of the Official Plan;
- maintain the general intent and purpose of the Zoning By-laws;
- are desirable for the appropriate development or use of the land; and

• are minor.

## **EVIDENCE**

Ms. Robinson presented the only professional land use planning evidence made available to the TLAB. While she referenced communications with the City planner, Mr. Pressick, who had prepared a Staff Report with recommendations, the TLAB can place little weight on the scope, interpretation or references to these communications as the planner was not present or compelled to give evidence.

Ms. Robinson identified a study area from which she drew elements of area character and a record of variances noting several engaging a range both below and above the variances required by the proposal. She described the area as being a unique enclave of high quality detached residential housing manifesting 1 and 1/2 to two storeys in height with generous lot areas, mature vegetation and a strong pattern of regeneration and renovation manifest both in rebuilds and new construction of additions.

Placing strong reliance on her analysis of COA decisions approving of height, side yard and building length variances, she noted in particular the neighbouring property to the north, at 76 Kimbark Blvd, but also several others that had experienced analogous variances successfully approved. Her extensive photographic analysis and mapping indicated area proximity to her examples occurring on Kimbark, Caribou, Otter, Edgecombe and Frontenac.

She described the subject property and the revisions by reference to the revised plans, drawings and site plan filed as Exhibit 2 and being within her document brief, Exhibit 1, beginning at p. 273. These plans also form a component of the Minutes of Settlement, entered as Exhibit 3 and found at Tab 23 to Exhibit 1.

It is instructive to review each variance as above identified, by applicable By-law where appropriate, in relation to the changes proposed by the Minutes and revised plans:

- A) Height: she noted that the main wall height is varied to achieve recognition of the cornice above windows set into a sloped roof, the latter being a design characteristic of the neighbourhood and replicated in a review of the pictures along Kimbar Blvd; she noted that the predominant cornice height is in the order of 7.1 to 7.7 m, characteristic of as-of-right permission.
- B) Height: the peaked roof design had yielded an overall height variance to 10.594 m over as-of-right permission at 10 m. She allowed that the differential over permitted was unlikely to be noticeable from the street.
- C) South side yard setback: while evident only on the revised plans, the agreement with the neighbour had resulted in a building design to maintain a 1.2 m enlarged south side yard setback; although no change to the variance requested was proposed, the building design was altered. The variance reflects that the existing southerly wall limit of the existing attached garage is proposed to be maintained.

- D) Building length: Ms. Robinson described the main building as maintaining the 17 length prescribed by By-law; however, a rear covered deck extension necessitated the variance to permit a 22.12 m building depth. She described the settlement as ameliorating any impact of the deck extension by moving the covered porch extension more central to the rear building wall. This made rear yard contact between neighbours less direct and permitted more space for a tree protection zone on the south lot line, as well as facilitating the planting of two 14 foot tall cedar trees, a component of the Minutes of Settlement.
- E) Building depth: she agreed that the movement of the rear deck addition to the centre of the lot and the 'squaring off' of its corners resulted in a lot depth increase under the New Zoning from 22.32 m to 22.894 m, a difference of about "two feet". She attributed this to the effect of the angle of Kimbark Blvd, in conjunction with the squaring off of the extension and aligning the house to the side lot lines, as is the character of the area. She noted that this was not an increase to the plans or the building, and was not noticeable. She felt the variance increase was appropriate and did not constitute a matter for which a revised application or new notice was called for under the *Planning Act.*

Ms. Robinson described the subject property to be generous in size (frontage: 15.85 m; depth: 56.77 m; area: 893.46 m2) and capable of sustaining the proposal without undue adverse impact. She noted that no variances were required for many of the performance standards identified in the Official Plan and incorporated in zoning to protect the character of an area. These included compliance with massing and many other in force zoning parameters: building type; use; lot area; front and rear yard setbacks; landscaped open space; coverage/fsi/gross floor area; parking, etc. She noted that the Urban Forestry Division of the City had no comments.

She noted that the permissive gross floor area is 35% whereas the proposal constituted a gross floor area of 479.61 m2, or 30.22%.

She noted the inherent nature of the street attributes that would be maintained: well-maintained front yard landscaping, with mature vegetation and deep lots with protective foliage. She noted that houses opposite are a full two stories, some with additions. The neighbour to the north had achieved higher height and building depth variance approvals, to 11m and 23 m, respectively, than sought by the application.

In addressing the Minutes of Settlement, Ms. Robinson opined that they were appropriate, contributed to good planning and warranted inclusion in an approval decision. In particular, she recommended incorporation of the revised plans and the agreed language of a condition drafted to secure the elements agreed to as between the neighbours. These included the above referenced aspects, a shorter and narrower front deck and the responsible approach demonstrated in the plans to address privacy, setbacks and building proximity.

Ms. Robinson, as is required, addressed the provincial and local policy context and the applicable tests under the Act which the variances requested must meet, individually and cumulatively. Asserting no conflict with provincial policy and considering the variances a local matter, she opined that each variance was

supportable on the Neighbourhood designated tests in Policy 4.1.5 of the Official Plan, a) through h), which were either met or not applicable.

On the application of these criteria, she noted the pitched roof rationale for the height exceedance and that on other matters of massing and scale, no variances were sought.

She examined, again as above noted, that each of the variances to the zoning by-law held compliance to their individual purposes of access, spatial separation, predominant depth and the commonality of a pitched roof design. She found these variations to be suitable, compatible with the by-laws, minor on a numerical basis and without significant impact, even improved by the settlement terms.

She found the proposed reinvestment in the neighbourhood by a replacement building to be in keeping with area activity and of an appropriate size to be contributory to family accommodation and neighbourhood stability.

She recommended that the applicable tests have been met and that an approval could follow premised upon the minor variances sought and revised, subject to a condition that required construction to be substantially in accord with the revised plans of November 7, 2017 and the paragraph agreed to in the Minutes of Settlement.

She agreed with Mr. Kehar that the plans attached to the Minutes were identical to the plans in Exhibit 2, that the proposed location of trees to be planted on the subject property was general and subject to the advice of an arborist on the principle of screening (to the benefit of 70 Kimbark Blvd) and without injury to an existing fence. Mr. Kehar confirmed the exact dimension of all decks/balconies as shown on the Exhibit 2 plans and that construction needed to generally comply therewith, a point with which Ms. Robinson agreed.

Ms. Elise Hertz, although a nearby resident, spoke on behalf of the residents association. It had taken a commendable and keen interest in the welfare, security and character preservation of its five streets. This representative capacity was not questioned; indeed, a significant number of Participants had registered with the TLAB and several were present to monitor the proceeding throughout. Ms. Hertz had filed an extensive Participants Statement which she adapted for presentation. This alone and together with those filed by others, and supplemented by mapping and photographs presented a tangible, clear appreciation of how the neighbours value their neighbourhood.

Those values, as described, included a passionate respect for the unique 'country charm' and character of these particular streets. Emphasis was laid on the fact that regeneration and renewal was predominantly confined to renovations primarily, but not exclusively, within the confines of existing buildings, their extension and applicable zoning constraints.

The TLAB has no reason to doubt the correctness of this assertion. It was coupled with an acknowledgement that changes have included rebuilds and that there are examples, some very close, of variations to performance standards.

She expressed concern for the 'size and scale' of the proposal, that it was 'out of keeping' with neighbourhood character and contrary to the policy objectives and standards of the Official Plan and zoning by-law(s).

These concerns, however, were not coupled with traditional measures of cause and effect, impact, scale comparisons or other measures approaching objectivity, specificity or content. When asked as to whether the covered rear porch extension was viewable from the street, the response was that 'if every house had a porch it would be a problem; it's a dangerous precedent we wish to avoid'.

I accept this as a genuine apprehension, namely, 'precedent', but not more than a strongly held conviction. It is not a sufficient foundation, in itself, for denial of an application committing to housing stock renewal by replacement.

Ms. Hertz advised of the letters of objection and of a petition, partially endorsed by the Ward Councilor. There was nothing in the evidence that suggested these matters were not raised, considered and addressed in the evidence of the planner Robinson.

It is noteworthy that none of these materials, including the evidence of the two witnesses that spoke opposed to all the variances, evidenced any attempt to assess the compromise reached by the most affected neighbour, let alone summons the area planner or call their own qualified professional evidence. Often discussion can lead to additional compromises, including design solutions to particular identified interests.

Mr. Swartz spoke as an individual. He picked up a concern expressed by Ms. Hertz on the height of the proposed building, being up to two feet, in part, above the bylaw permission. He echoed the concern for 'huge shadows'. He suggested an adverse impact on his property, across the street, should all properties, the 'ridgeline', be redeveloped. He feared a similar alignment and height, all some two feet higher on the west side of Kimbark Blvd, through receiving similar height and building length variances.

This again is the expressed concern for precedent. Precedent as a matter for consideration is not to be eschewed or discarded as irrelevant just because the only application before the panel is the one property. But precedent, like any other merit or demerit identified needs to be substantiated. The City does not require shadow studies for single detached dwellings but the City does have sophisticated criteria for assessing shadow impact. No such study, criteria or substantiation, beyond own lay observation, and near the winter solstice, was offered.

Mr. Swartz sought to challenge Ms. Robinsons' delineation of a comparative analysis study area. It may be that Kimbark Blvd demonstrates character attributes worthy of identification and different from other nearby streets drawn upon by the planner: but where? What are they? And how? And more importantly, where in the proposed variances on the subject property, is the change that these characteristics represent in conflict with the variances sought - on the applicable statutory tests incumbent on the Applicant?

The TLAB can do much to assess and effect impact where such is warranted, but it must not act merely on apprehensions, or innuendo or suspicion, however genuinely held. It is incumbent on an objector, as much as it is the onus on the applicant to support justification, to specify the degree of change that is unacceptable, and explain why.

## ANALYSIS, FINDINGS, REASONS

While it is not impossible to convey the 'feel' of a neighbourhood or an enclave, it is another matter to challenge the exercise of a statutory right to apply for variances based on apprehensions or appreciations, even those that are strongly held, if that challenge is based solely on generalizations or perceptions. There is little doubt of the symbolic uniqueness of the character of Kimbark Blvd in particular, but in the absence of a special study, special policy zoning or of discernable attributes worthy of heritage or other protection, it is difficult and insufficient to assert general propositions in the face of independent and comprehensive assessment to the contrary.

It is true that change, under the City's 'Neighbourhood' policies and explanatory notes is to be 'sensitive, gradual and generally 'fit' the physical pattern of the neighbourhood, as so correctly put by Ms. Hertz. But to resist legitimate project aspirations or development, where relief is requested, requires that those sensitivity measures be demonstrated to be exceeded. One new house, even a larger house, that reflects the attributes of other houses is new and a change, but it is not necessarily foreign, strange or to be feared. The policy of the Official Plan contemplates renewal in the City's neighbourhoods. Replacement dwellings are not in themselves 'insensitive' or not 'gradual'. 'Fit', it has been said many times by this and other tribunals, does not mean sameness or identical attributes, in scale, design or texture. A landowner is free, within bounds, to choose design expressions that may, to some, appear disrespectful to one or more sensitivities.

The proposed dwelling is somewhat larger and more 'modern' than that which it replaces. Where exceedances to the by-law occur, they need to be examined and challenged in context, individually and collectively, against not just societal trends for the new, the larger and the better, but on legitimate and genuine measures of impact, public policy and magnitude. In this case, the justification accomplished in the evidence of Ms. Robinson, albeit challenged to a degree by Ms. Hertz and Mr. Swartz, was credible and compelling.

I am content that the change to the variance in respect of building depth, arising from the shifted location of the rear porch, is minor and does not warrant additional notice under s.45 (18.1.1) of the *Planning Act.* 

It is regretful that the neighbourhood association was not kept or did not keep abreast of discussions between the applicant and the affected neighbour. The purpose of the TLAB Quiet Zone, the month before the hearing, is for the parties and the participants to challenge their interests and seek compromise, where possible. There

was no indication such discussions had ensued following the applicants disclosure or the filing of the Minutes of Settlement. More might have been accomplished. The TLAB encourages settlement and will generally implement agreements between interest groups, subject to overriding considerations of public policy and the public interest.

The TLAB heard nothing by way of substantive measure or analysis that compels it to find that the proposal is so out of character, so aberrant in terms of standards, so impactful as to be unwarranted or so detrimental to an identified attribute to suggest that one or more of the variances requested should be disallowed.

The TLAB heard nothing compelling to detract from the representation and support by the professional planning evidence that his new residence can and will coexist and be compatible with the adjacent neighbours, street and neighbourhood. From a design perspective it will look and function as a single detached residence; it will have a character that emulates the adjacent dwellings: a garage; a front door; windows; deck; pitched roof. There is no reason to suggest the building quality, use of materials or fenestrations will be incompatible with that of new housing and renovations in close proximity.

Indeed, the applicant agrees and consents to the fixing of the plans, as proposed to the community and varied on settlement, by express condition.

Had any of these variance measures been found to be excessive in the circumstances, the result might well be different. I cannot so find.

There being no party in opposition, it was unnecessary in the circumstances to hold all those present to hear final submissions.

## **DECISION AND ORDER**

The decision of the Committee of Adjustment is set aside. The variances, as amended and as shown in Attachment 1 hereto and forming part of this decision, are approved.

The following conditions shall apply to this approval:

1. The site plan, construction plans and drawings and the measurements thereon dated August 27, 2017 and revised November 7, 2017 as shown in Attachment 2 hereto and forming part of this decision, are approved to and including among other matters, those elements addressed in Condition 2 hereto.

That the proposed dwelling be constructed substantially in accordance with the revised plans dated August 27, 2016 and last revised November 7, 2017 and filed with the TLAB as Exhibit 2 (the "Revised Plans") and in particular but without limiting the generality of the foregoing: (i) the approval of the variances will be subject to the front balcony (uncovered deck), rear one storey addition and rear main floor porch being constructed in accordance with the Revised Plans; and (ii)

that two evergreen trees each of a height of at least 14 feet shall be installed and maintained generally in a location as shown on the Revised Plans immediately following substantial completion of the exterior cladding on any dwelling on the Applicants' Property, subject to the reasonable recommendations of the Applicants' arborist provided that in all instances the two evergreen trees are installed before the issuance of an occupancy permit for any dwelling on the Applicants' Property.

Can James Lord Х

I. Lord Panel Chair, Toronto Local Appeal Body Signed by: Ian Lord

## Attachment 1

## Schedule A – Revised Variance List

### City-wide Zoning By-law

1. [10.20.40.70.(3) Minimum Side Yard Setback] The required minimum side yard setback is (1.2) m. The proposed south side yard setback is (0.914) m.

2. [10.20.40.20.(1) Maximum Building Length] The permitted maximum building length for a detached house is (17.0) m. The proposed building length is (22.12) m.

3. [10.20.40.30.(1) Maximum Building Depth] The permitted maximum building depth for a detached house is (19.0) m. The proposed building depth is (22.540+0.354=22.894) m.

4. [10.20.40.10.(1) Maximum Height] The permitted maximum height of a building or structure is (10.0) m. The proposed height of the (building/structure) is (10.594) m.

5. [10.20.40.10.(2) Maximum Height of Specified Pairs of Main Walls] The permitted maximum height for both side elevations is (7.5) m. The proposed height for both side elevations is (8.4) m.

## North York Zoning By-law No. 7625

6. [14-A(5)c - Minimum Side Yard Setback] The minimum required side yard setback is (1.80) m. The proposed (South) side yard setback is (0.914) m.

7. [14-A(5)c - Minimum Side Yard Setback] The minimum required side yard setback is (1.80) m. The proposed (North) side yard setback is (1.219) m.

8. [14-A(9) - Maximum Building Length] The maximum permitted building length is (15.30) m. The proposed building length is (22.12) m.

9. [14-A(8) - Maximum Building Height] The maximum permitted building height is (8.8) m The proposed building height is (9.284) m.

## Attachment 2

Schedule B – Revised Plans



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	FIN. GRADE		A SH	SHAPE OF BAS'T EXTENSION REVISED HS	SH	H	REDUCED MAIN LOWER LEVEL HEIGHT. HS X X CHAISED SOFFIT ON SIDES.	REVISION O ARCHITEC	۔۔۔	н.	~~! ,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,	And	
	FIN. GRADE		47 1	10-10-2017 SHAPE OF BAS'T EXTENSION REVISED HS					THE CONTRACTOR MUST VERIFY AND ACCEPT RESPONSIBILITY FOR ALL DIMENSIONS	<b>N</b> .	~~! ,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,	APPROPRIATE ENGINEERING DRAWINGS BEFORE PROCEEDING WITH THE WORK.	AUTHORITIES. DRAWINGS ARE NOT TO BE SCALED. ARCHITECTURAL SYMBOLS ARE GRAPHIC REPRESENTATIONS ONLY.





