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DECISION AND ORDER

Decision Issue Date Friday, October 27, 2017

PROCEEDING COMMENCED UNDER subsection 53(19) and subsection 45 (1) of the Planning Act, R.S.O. 1990, c. P.13, as amended (the "Act")

Appellant(s): ABBAS POUYA

Applicant: DEEPAK BHATT

Subject(s): 53(1) & 45(1)

Property Address/Description: 69 BOBMAR RD

Committee of Adjustment Case File Number:

17 145947 ESC 44 CO 17 145939 ESC 44 MV 17 145941 ESC 44 MV

TLAB Case File Number:

17 182706 S53 44 TLAB 17 182708 S45 44 TLAB 17 182709 S45 44 TLAB

Hearing date: Tuesday, October 10, 2017

DECISION DELIVERED BY Gillian Burton

APPEARANCES:

Abbas Pouya

Deepak Bhatt

Sarah Charlton-Galle J.P. Charlton-Galle John Farmery Participant Participant Participant

INTRODUCTION

This was an appeal to the TLAB of a Committee of Adjustment ("COA") decision which refused the consent and variance applications of Abbas Pouya (the "applicant") for a proposed severance of 69 Bobmar Road (the "subject" property"), and required variances. The proposal is to divide the subject property into two almost identical parcels, and to construct a new

detached dwelling house on each of them. The existing house at 69 Bobmar Road would be demolished.

Several persons registered an intention to be a Participant in the hearing. In the end, Sarah Charlton-Gallé and her husband J.P. Charlton-Gallé at 78 Bobmar, and John Farmery at 67 Bobmar gave evidence in opposition to the proposal.

BACKGROUND

The subject property is on the east side of Bobmar Road. This street is south of Highway 401, north of Kingston Road and east of Morningside Avenue, in the Highland Creek community. The subject is designated "Neighbhourhoods" in the OP, and low density residential in the Secondary Plan. It is zoned RD (Residential Detached) under the Citywide Zoning By-law No. 569-2013, as amended. (the "new By-law"); and (S) Single Family Dwelling under the Highland Creek Community Zoning By-law #10827 (the "Scarborough Bylaw").

The proposed lots are shown in Exhibit 1, the Site Plan. Part 1, the most northerly, would have a proposed frontage on Bobmar Road of 11.43 m., and a lot area of 627.05 square metres ("sq m"). Part 2, to the south, would have the same measurements. The By-laws require 15 m frontage, and 696 square metres ("sq m")-minimum lot area. There are only two lots left on Bobmar that are 75 feet in width, the subject being one of them.

The applicant is deleting a variance for a reduced front yard setback that had been requested from the COA.

JURISDICTION

On an appeal of a consent application, the TLAB must be satisfied that the relevant provisions on subsection 51(24) of the Act are satisfied. Subject to my editorial deletions, it reads:

"... regard shall be had, among other matters, to the health, safety, convenience, accessibility for persons with disabilities and welfare of the present and future inhabitants of the municipality and to,

(a) the effect of development of the proposed subdivision on matters of provincial interest as referred to in section 2 of the Planning Act;

(b) whether the proposed subdivision is premature or in the public interest;

(c) whether the plan conforms to the official plan and adjacent plans of subdivision, if any;

(d) the suitability of the land for the purposes for which it is to be subdivided;

(d.1) if any affordable housing units are being proposed, the suitability of the proposed units for affordable housing;.....

- (f) the dimensions and shapes of the proposed lots;.....
- (i) the adequacy of utilities and municipal services;...
- (j) the adequacy of school sites;.....

Respecting the variance appeals, the TLAB must ensure that each of the variances sought meets the tests in subsection 45(1) of the Act. This involves a reconsideration of the variances considered by the Committee, in the physical and planning context. The subsection requires a conclusion that each of the variances, individually and cumulatively:

- is desirable for the appropriate development or use of the land, building or structure;
- maintains the general intent and purpose of the official plan;
- maintains the general intent and purpose of the zoning by-law; and
- is minor.

These are usually expressed as the "four tests", and all must be satisfied for each variance, individually and collectively.

In addition, TLAB must have regard to matters of provincial interest as set out in section 2 of the Act, and the variances must be consistent with provincial policy statements and conform with provincial plans (s. 3 of the Act). A decision of the TLAB must therefore be consistent with the 2014 Provincial Policy Statement ('PPS') and conform to (or not conflict with) any provincial plan such as the Growth Plan for the Greater Golden Horseshoe ('Growth Plan') for the subject area.

Under s. 2.1 (1) of the Act, TLAB is also to have regard for the earlier Committee decision and the materials that were before that body. To the extent that the variances requested differ from those before the COA, I accept that the Applicant's proposed revision (deletion of front yard setbacks) is a reduction from the original application. As such, I find that no further notice is required pursuant to s. 45 (18.1.1) of the Act, and the revision can be considered.

MATTERS IN ISSUE

Given the variety of lot sizes on Bobmar Road, both original and those created by consents, the issue is put as to whether the proposed severance and resulting lot sizes and variances are acceptable within the jurisdictional framework, above noted. Or do they constitute an undesirable development along this very pleasant, almost bucolic residential street? Does the addition of another dwelling on reduced lot sizes alter the nature of the neighbourhood? Do the variances meet the variance tests, individually and cumulatively?

EVIDENCE

Mr. Deepak Bhatt, a qualified land use planner, gave professional evidence on the nature of the proposal and the applicable planning documents.

This is a community developed originally with very large lots like the subject, which is 75 feet in width and 180 feet in length. He outlined the redevelopment that has occurred, with resulting lots mostly 40 to 50 feet wide. (The evidence was given by all persons almost exclusively in

feet, rather than metres. Thus I will cite the figures used, rather than reconfiguring the evidence.)

Mr. Bhatt stated that in his opinion it is not possible to create two properties here that would have 40-foot frontages, that is, that would comply with the existing by-law development standards. The lot areas and frontages must be reduced as requested, if the proposed severance and two dwellings are approved. Therefore, in addition to the consent, variances are required from the two By-laws above. In all other aspects, the applications comply with the By-laws – no height, side yard or rear yard setbacks, etc. are required. The reduced lots of 37.5 feet in width would be more compatible, he opined, with the surrounding neighbourhood, as many smaller lot widths exist on the street. He introduced photos of nearby properties in Exhibit 2. It can be seen that there are similar smaller frontages for other properties in the area.

REQUESTED VARIANCE(S) TO THE ZONING BY-LAWS:

Part 1, proposed – Requested Variances:

By-law No. 569-2013

- 1. To permit the proposed 11.43 metres lot frontage, whereas the Zoning By-law requires a minimum 15 metres lot frontage.
- 2. To permit the proposed 627 square metres lot area, whereas the Zoning By-law requires a minimum 696 square metres lot area.

By-law No. 10827

3. To permit the proposed 11.43 metres lot frontage and 627 square metres lot area, whereas the Zoning By-law requires a minimum 15 metres lot frontage and 696 square metres floor area.

Part 2, proposed – Requested Variances:

By-law No. 569-2013

- 1. To permit the proposed 11.43 metres lot frontage, whereas the Zoning By-law requires a minimum 15 metres lot frontage.
- 2. To permit the proposed 627 square metres lot area, whereas the Zoning By-law requires a minimum 696 square metres lot area.

By-law No. 10827

3. To permit the proposed 11.43 metres lot frontage and 627 square metres lot area, whereas the Zoning By-law requires a minimum 15 metres lot frontage and 696 square metres floor area.

In reviewing the considerations that the TLAB must take into account in determining if both consents and variances should be granted, Mr. Bhatt focused heavily on the wording of provincial and municipal planning documents.

His analysis was based on the criteria in s. 51(24) of the Act for approval of subdivisions and consents, as set out above. One of these is affordability [51(24) (a) and (d.1)], another is the adequacy of municipal services. He argued on these issues that the purpose of provincial plans in general was to ensure the creation of a complete community, one sufficiently mixed to enable

different incomes and ages to be accommodated. The plans encourage higher density development where rapid public transit is enabled and available. In his opinion the zoning regulations here have not yet caught up with the goals articulated in the plans, especially in this area, that would enable smaller and more affordable lots to be created.

He found support for the requested consents and variances in many of the applicable planning instruments of general application. As mentioned, sections 2 and 3 of the Act requires that the TLAB determine whether an application is consistent with the Provincial Policy Statement, 2014 ("PPS") and conforms to the Growth Plan for the Greater Golden Horseshoe ("Growth Plan"). Mr. Bhatt testified that both the consent and the variances conform to the PPS and Growth Plan, with their emphasis on developments of greater density and range of affordable housing in healthy communities, where appropriate infrastructure exists. For example, the PPS (Ex. 4) in section 1.1.1 encourages a range and mix of housing, at a density that allows for twenty years' growth. "Intensification" is defined so as to encourage creation of underutilized lots, and infill. The Growth Plan (Ex. 5, 6 and 7) encourages a mix of affordable housing for different income levels- he called it "complete life cycle planning". He stressed that the owner wishes to remain in this location in his later years.

Maintain the General Intent and Purpose of the Official Plan:

Mr. Bhatt stated that the proposed consents are consistent with the low-density residential designation in the Highland Creek Community Secondary Plan (the "Secondary Plan"), which encourages additional units in areas of rapid transit availability. This is available with the routes on Ellesmere Ave just to the north. The Neighbourhood policies in section 4 of the OP (Ex. 7) promote physically stable neighbourhoods, with changes limited to those sensitive to the general character of their location. Infill development such as the proposed should thus be a good fit with the spacious, treed lots on Bobmar. In Mr. Bhatt's opinion the requested variances would produce dwellings that are consistent with the built form found in the neighbourhood (Exhibit 2). Thus he asserted that the minor variances conform with the Neighbourhoods policies and the general intent and purpose of the OP.

Maintain the General Intent and Purpose of the Zoning By-laws:

Lots are generally much larger on this street than the size required in the zoning by-laws. The subject property is not a "large lot" as shown on Map 2.3 of the Secondary Plan. There is evidence of development activity to the east of the subject. There are many smaller lots on the street.

Mr. Bhatt offered the 2016 decision of the Ontario Municipal Board ("OMB"- Ex 12) concerning a similar proposal at 33 – 39 Bobmar Road as precedent for the proposed severance and variances. In <u>Xu v. Toronto (City)</u>, 2016 Can LII 22867; PL150892, April 18, 2016, the OMB granted severances for four approximately 40 ft. frontages (12.19 m and 13.77 m). He stressed that the subject consents and variances would not be a precedent for future applications, as there are only two lots left on the street which are 75 feet wide. The OMB found the proposal to be consistent with the applicable plans and zoning, and compatible with the character of the neighbourhood. He felt that there should be a similar finding here.

Mr. Bhatt prepared an alternative draft plan that illustrates what type of structure could be built on the lot should a severance not be granted (Ex. 10). It would be very large, requiring 1.2 m

and 1.8 m side yard setbacks. If the consent is granted, there would actually be less lot coverage on the resulting lots - 50% is permitted, and 43% is sought. Thus more green area would be available with the consent. He supported the proposal based as well on affordability – smaller lots would be more affordable for an aging population.

Mr. J. P. Gallé resides at 78 Bobmar, with his wife Sarah Charlton-Gallé. He also owns 84 Bobmar, which was a 60-foot lot reduced to two 15-metre wide lots in compliance with the bylaws. A lot addition was created, with the extra being transferred to 84 Bobmar. His view is that 50-foot lots or larger are the norm in the neighbourhood, and that the severance would create lots inconsistent with this lot pattern. His greatest concern is what he sees as the changing dynamic of this neighbourhhod from single family homes to student rentals. He stated that the street was 50% student-occupied at present. He believed that the applicant, Mr. Pouya, was in fact renting the existing residences he owns nearby.

Ms. Sarah Charlton-Gallé testified that Exhibit 11 shows that about 50 persons signed a petition to the COA in opposition to the proposal. The variances in her view are not minor - in particular, the reduction in the frontages. She disputed Mr. Bhatt's claim that there were other 35 foot frontages in the area, saying that the minimum is 40 feet, and that there were few of these. The asthetics of the present street would be different, with loss of sunlight even though no side yard setbacks were requested. She believes that reductions in by-law requirements should be a gradual process, through official plan reviews and not by exemptions for individual lots. This would create a bad precedent for increased student rentals, which she termed "high density rental units". In studying the proposed plans, she saw many bathrooms for the number of bedrooms proposed, and a wet bar in the basement. Residents fear for their safety as well as for property values. The applicant owns three properties in the area, with two on Bobmar both being rentals.

Mr. John Farmery resides next door to the subject, at 67 Bobmar Rd. He stressed that the area was like living "in the country." He too is concerned with the "demise" of the neighbourhood, because of the number of rental properties around. His particular concern is the potential threat to the large pine tree between his home and the subject.

The applicant, Mr. Abbas Pouya, was permitted to respond to some of the issues expressed. He shares the objectors' concerns with proposed development on the street, and wishes to preserve the neighbourhood character. Family members alone now reside in his existing properties. If these approvals are granted, he will live in one of the new homes as he ages. He disputes the figure claimed of 50% rentals to students, stating that a few properties are "messy" as a result of tenants who are not students. He had a qualified forester give advice on tree preservation.

Minor and Desirable for the Appropriate Development of this Parcel

In Mr. Bhatt's opinion, this development is a good fit with the character of the area. It would promote his view that the planning documents prefer the creation of a complete community, and that this includes affordable units. As the OMB found in the Xu decision in 2016, the subject property has access to transit, parks, shopping and schools and therefore is a desirable area to intensify. It would not create a precedent since there are other properties with similar frontages in the area. Therefore in his professional opinion, the variances are appropriate and desirable.

As in \underline{Xu} (which permitted the creation of 4 lots, not just two) there would be no significant impacts on neighbours or the streetscape: -T the variances are indeed minor.

ANALYSIS, FINDINGS, REASONS

The TLAB has closely considered the opinion evidence of the only expert planning witness, as well as the evidence of the participants. As stated in the <u>Xu</u> decision, the predominant issue is whether the severance and frontage variances will create undersized lots that are out of character with the neighbourhood. There is clearly a variety of lot sizes and frontages in the immediate area.

The minor variances for lot width do cause some concern, as they are less even than those approved in the 2016 OMB decision. While that decision is not binding in any way, it is recent and instructive as an adjunct to Mr. Bhatt's evidence with respect to the character of the neighbourhood. The smallest variance granted there for frontage was 12.19 m, while the requested here is 11.43 m. This difference of less than one metre should not be apparent from the streetscape, nor adversely affect it. However, the lots created in Xu did not require a variance for lot area. Here a variance is sought for lot areas of 627 square metres, whereas the by-laws require a minimum of 696 sq. m. The issue then is whether this difference of 69 sq. m. would cause the variance to fail to comply with the test of minor. It must be found to be minor in measurement as well as in impact for it to be approved. Mr. Bhatt's evidence was that even with this reduction, the lots would still be compatible with the neighbouring lots. As stated in his Notice of Appeal, "The Dimension (sic) and shapes of the proposed lots are very similar to the surrounding and in compliance to the similar building and lotting pattern in this emerging neighbourhood."

The TLAB agrees with this general statement. There was no specific evidence provided to contradict it. As found in \underline{Xu} , dwellings on existing undersized lots on Bobmar are not out of character or incompatible with the neighbourhood.

It is also noteworthy that the previously requested front yard setback for proposed Part 1 has been eliminated, allowing for the new dwellings to better line up with the neighbouring homes. This is seen on Exhibit 10, which illustrates the proposed changes as well as an "Alternative: No Consent" as it is titled. It is confirmed in this Exhibit as well that there are no side or rear yard setbacks required.

The TLAB accepts the professional planning evidence of Mr. Bhatt that the consents meet the criteria under s.51(24) of the Act. It also finds that the four tests under s. 45(1) of the Act are met for the requested variances.

There is longstanding precedent against "people zoning", so I reject the argument that the owner wishes to remain here, thus the severance would create affordable housing. This may well be the result, but it was not a factor in authorizing this severance. Houses on smaller lots may well be more affordable, which is indeed desirable, but an argument based on the characteristics of the present owner, or broad suppositions, are not acceptable as factors in a planning approval.

In addition, the TLAB has no jurisdiction over the rental of properties. Maintenance issues are properly the function of the City Property Standards Department.

DECISION AND ORDER

The TLAB orders:

1. The appeal is allowed and that provisional consent is given to sever 69 Bobmar Road into two Parts subject to the conditions included as Attachment 1 to this decision.

2. The variances to Zoning By-law No. 10827 as listed in Attachment 2 to this decision are authorized.

3. The variances to Zoning By-law No. 569-2013 as listed in Attachment 3 to this decision are authorized, contingent upon the relevant provisions of this By-law coming into force and effect.

4. The new two-storey detached dwellings shall be constructed substantially in accordance with the Plans for Parts 1 and 2 filed as Exhibit 12. Any other variances that may appear on these plans that are not listed in this decision are not authorized.

Attachment 1: Conditions of Consent Applicable to 69 Bobmar Road

- (1) Confirmation of payment of outstanding taxes to the satisfaction of Revenue Services Division, Finance Department.
- (2) Municipal numbers for the subject lots indicated on the applicable Registered Plan of Survey shall be assigned to the satisfaction of Survey and Mapping Services, Technical Services.
- (3) Prior to the issuance of a building permit, the applicant shall satisfy all conditions concerning City owned trees, to the satisfaction of the Director, Parks, Forestry & Recreation, Urban Forestry Services.
- (4) Where no street trees exist, the owner shall provide payment in an amount to cover the cost of planting a street tree abutting each new lot created, to the satisfaction of the General Manager, Parks, Forestry and Recreation.
- (5) Two copies of the registered reference plan of survey integrated with the Ontario Coordinate System and listing the Parts and their respective areas, shall be filed with City Surveyor, Survey & Mapping, and Technical Services.
- (6) Three copies of the registered reference plan of survey satisfying the requirements of the City Surveyor, shall be filed with the Committee of Adjustment.
- (7) Within ONE YEAR of the date of the giving of this notice of decision, the applicant shall comply with the above-noted conditions and prepare for electronic submission to the Deputy Secretary-Treasurer, the Certificate of Official, Form 2 or 4, O. Reg. 197/96,

referencing either subsection 50(3) or (5) or subsection 53(42) of the Planning Act, as it pertains to the conveyed land and/or consent transaction.

Attachment 2:

Part 1: By-law No. 10827

To permit the proposed 11.43 metres lot frontage and 627 square metres lot area, whereas the Zoning By-law requires a minimum 15 metres lot frontage and 696 square metres floor area.

Part 2: By-law No. 10827

To permit the proposed 11.43 metres lot frontage and 627 square metres lot area, whereas the Zoning By-law requires a minimum 15 metres lot frontage and 696 square metres floor area.

Attachment 3:

Part 1: By-law No. 569-2013

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Part 2: By-law No. 569-2013

- 1. To permit the proposed 11.43 metres lot frontage, whereas the Zoning By-law requires a minimum 15 metres lot frontage.
- 2. To permit the proposed 627 square metres lot area, whereas the Zoning By-law requires a minimum 696 square metres lot area.

G. Burton Chair, Toronto Local Appeal Body



SURVEYOR'S REAL PROPERTY REPORT - PART 1 PLAN OF Part of LOT F REGISTERED PLAN M-562 CITY of TORONTO Formerly In The City of Scarborough SCALE 1: 200

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METRIC DISTANCES SHOWN ON THIS PLAN ARE IN METRES AND CAN BE CONVERTED TO FEET BY DIVIDING BY 0.3048

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ELEVATION NOTE ELEVATIONS ARE GEODETIC AND ARE REFERRED TO THE CITY OF TORONTO BENCHMARK No. 12020021608, HAVING A PUBLISHED ELEVATION OF 126.026 METRES

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SURVEY INFORMATION TAKEN FROM SURVEY BY

GTA Greater Toronto Acres

// SURVEYING Inc.
7003 Steeles Ave. West, Unit 12, Toronto ON M9W 0A2
Tel: (416) 679-0572
E-MAIL: jw@gtasurveying.ca

DRAWN BY: P.V. CHECKED BY: P.V. DATE: SCALE: AS NOTED PROJECT NO.: SHEET NO.

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SURVEYOR'S REAL PROPERTY REPORT - PART 1 PLAN OF Part of LOT F REGISTERED PLAN M-562 CITY of TORONTO Formerly In The City of Scarborough SCALE 1: 200

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METRIC DISTANCES SHOWN ON THIS PLAN ARE IN METRES AND CAN BE CONVERTED TO FEET BY DIVIDING BY 0.3048

BEARING NOTE BEARINGS ARE ASTRONOMIC AND ARE REFERRED TO THE EAST LIMIT OF DOBMAR ROAD, HAVING A BEARING OF NIGOO'OW ACCORDING TO REGISTERED PLAN M-562

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