

Toronto Local Appeal Body

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DECISION AND ORDER

Decision Issue Date Friday, September 20, 2019

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): DAVID HIRTENFELD

Applicant: MEMAR ARCHITECTS

Property Address/Description: 271 DELAWARE AVE

Committee of Adjustment Case File: 18 201669 STE 19 MV (A0741/18TEY)

TLAB Case File Number: 19 122116 S45 09 TLAB

Hearing date: Tuesday, September 10, 2019

DECISION DELIVERED BY G. BURTON

APPEARANCES

NAME	ROLE	REPRESENTATIVE			
MEMAR ARCHITECTS	APPLICANT				
DAVID HIRTENFELD	APPELLANT/OWNER	AMBER STEWART			
AMANDA MARIA HEYDON	PARTY				
MARIOS THOMAIDIS	PARTY				
ELISSA JOHNSON	PARTICIPANT				
STEVEN JACOME	PARTICIPANT				
SEAN GALBRAITH	EXPERT WITNESS				

INTRODUCTION and **BACKGROUND**

This was an appeal to the Toronto Local Appeal Body (TLAB) from a Decision of the Committee of Adjustment (COA) dated February 13, 2019, which refused the owner's application for 8 variances from the Zoning By-laws for alterations to the subject property. These would permit the alteration of the existing two storey detached dwelling by constructing a secondary suite, a two storey rear addition and a third floor addition at 271 Delaware Ave. Two opposing neighbours sought Party status in the appeal, and two requested Participant status.

The Parties have subsequently held discussions, and have now come to a settlement of the issues that divided them. The Owner has provided a revised Zoning Certificate, a list of the revised variances now required, and an affidavit from his expert planner adopting his previous Expert Witness Report. There was also an explanation of the few slight alterations required in the plans and variances.

The TLAB was satisfied that the tests in the Rules of Procedure for holding a Hearing in written form have been met. All parties have agreed on this procedure. Mr. Galbraith is an experienced planning witness, qualified by the TLAB on past occasions. Given that there would not be any cross-examination or conflicting evidence at the Hearing, Mr. Galbraith's credibility will not be at issue and no facts will be in dispute. All parties were in support of a written Hearing.

MATTERS IN ISSUE

Even though the Parties have settled their outstanding issues, the TLAB must examine the evidence to be satisfied that the variances meet the statutory tests. The reason is that this is a new hearing of the matter that was before the COA, as if it had not occurred. Even though the Hearing is held in written form, the evidence must be weighed in the same manner.

JURISDICTION

For 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 COA in the physical and planning context. The subsection requires a conclusion that each of the variances, individually and cumulatively:

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

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

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.

EVIDENCE

The professional planning evidence for the owner Mr. David Hirtenfeld was provided by Mr. Sean Galbraith, an experienced professional planner, whom I am satisfied to qualify as an expert witness. He stated that 271 Delaware Avenue is located on the east side of Delaware Avenue, to the north of Northumberland Street, south of Shanly Street, and two blocks west of Ossington Avenue. There is a lane to the rear of the site.

He chose his appropriate neighbourhood for evaluation of this proposal as shown in white at Tab 1 of his Visual Exhibits. He took into consideration things such as:

- The Mixed-Use Areas along Bloor Street West;
- The nature of Dupont Street, Dufferin Street and Ossington Avenue;
- Similar policy context, block patterns, lot configuration, lot size, and building types; and
- proximity to the subject site.

He stated that there are some pockets within the neighbourhood study area (for example, the local Mixed Use Areas node around the intersection of Dovercourt Road and Hallam Street) that are not consistent in terms of policy context, built form, density, lotting pattern and/or use. However, in his opinion, these pockets form part of the physical context in which the subject site is located, and therefore contribute to the varied character of the area. Such pockets are not usually considered by him as a benchmark for evaluating the appropriateness of the proposed variances.

He excluded lots fronting on Dupont Street, Ossington Avenue and Dufferin Street, because while they have similar policy context, they are edge condition properties. In his opinion, the neighbourhood exhibits common characteristics of a stable residential area. There are few large physical changes within the neighbourhood in present days. It is not, however, "static", as the neighbourhood is experiencing new construction and re-investment through renovations, additions, and new builds consistent with the character of the area. There are varied architectural styles, with low scale residential buildings, new and old, usually Edwardian-style. There are two and three storey, detached, semi-detached, and walkup apartments, as is typical of older Toronto neighbourhoods. There is a grid-like lotting pattern, with most of the lots having narrow side yard conditions. Mr. Galbraith also identified an "Immediate Study Area" of 169 lots, having in mind the policies in OPA 320 regarding "immediate context".

The existing lot area of the subject site is 187.01 sq. m., frontage is 4.88 m, and the depth is 38.01 m. In Mr. Galbraith's opinion, the site is typical in size and orientation for the Immediate Study Area and the neighbourhood generally. The owners are proposing to construct a new two-storey rear addition, and a third floor addition above the existing structure. There would be a new secondary suite in the attic area. No changes to the existing rear detached garage are proposed.

There were 8 variances originally, six from Toronto Zoning City-Wide By-law 569-2013 and two from Zoning By-law 438-86. Following settlement discussions, there are only 7 left, all from By-law 569-2013. These are:

1. Chapter 10.10.40.40.(1)(A), By-law 569-2013

The maximum permitted floor space index is 0.6 times the area of the lot (112.2 m2).

The floor space index will be 1.02 times the area of the lot (190.5 m2).

2. Chapter 10.10.40.10.(2)(A)(i), By-law 569-2013

The maximum permitted height of all front exterior main walls is 9.5 m. The height of the front exterior main walls will be 10.12 m.

3. Chapter 10.10.40.10.(2)(A)(ii), By-law 569-2013

The maximum permitted height of all rear exterior main walls is 9.5 m.

The height of the rear exterior main walls will be 9.92 m.

4. Chapter 150.10.40.1.(3), By-law 569-2013

A secondary suite is a permitted use provided that an addition or exterior alteration to a building to accommodate a secondary suite does not alter or add to a main wall or roof that faces a street.

The additions will alter a main wall and roof that faces a street.

5. Chapter 10.5.40.60.(3) (A)(iii), By-law 569-2013

Exterior stairs providing pedestrian access to a building or structure may encroach into a required building setback if the stairs are no closer to a lot line than 0.6 m.

The stairs will be 0.07 m from the north lot line and 0.25 m from the south lot line.

6. Chapter 10.5.40.60.(1), By-law 569-2013

A platform without main walls, attached to or less than 0.3 m from a building, with a floor no higher than the first floor of the building above established grade, may encroach, into the required side yard setback, provided it is no closer to the side lot line than 0.3 m.

The platform will be located 0.07 m from the north side lot line.

7. Chapter 150.10.40.1(1), By-law 569-2013

A pedestrian entrance leading exclusively to a secondary suite is not permitted in the front wall of a detached house.

The pedestrian entrance will lead exclusively to a secondary suite in the front wall of a detached house.

The owner obtained an updated zoning review, dated September 6, 2019. Mr. Galbraith submitted additional explanations and opinions on the revised variances. The zoning notice (see **Attachment 1**) contains some technical differences which he addressed in his Supplementary Affidavit (filed September 12, 2019).

The seventh variance, for a front pedestrian entrance, is new. As per By-law Section 150.10.40.1(1), a pedestrian entrance leading exclusively to a secondary suite is not permitted in the front wall of a house. The proposed entrance is in the front wall of the house. The explanation of the need for this is set out below.

The zoning examiner's note respecting the height of the proposed shed is not relevant, he stated, as the shed will comply with the required height.

The permitted maximum wall height is 9.5 m. The proposed height of the front exterior main wall is 10.12 m, and the proposed height of the rear exterior main wall is 9.92 m. This rear main wall height has slightly increased from the 9.8 m in the Notice of Decision (a 12 cm increase).

Mr. Galbraith compared the original plans to the Revised Plans.

The Revised Plans have reconfigured the roof line. They lower the eaves line slightly. In Mr. Galbraith's opinion, it appears that the increase in the variance for rear wall height arises from the zoning examiner taking the main wall height measurement to the top of the eaves (in the Revised Plans), rather than the underside of the eaves (which is how it was measured on the original plans). He called this a technical increase, resulting from a different calculation method used by the examiner. It was not caused by an actual increase to the main wall height. In his opinion, this is not a significant change to the variance, and it would have no additional impact.

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The By-law permits a secondary suite, provided that an addition or alteration to a building to accommodate a secondary suite does not alter or add to a main wall or roof that faces a street. The proposed third floor addition does alter a main wall and roof that faces a street. This variance is unchanged. His explanation and opinion of this is as set out below, that is, a secondary suite will cause slight alterations to the front wall and roof. Despite this, the architecture is similar to the two properties immediately north of the subject site. It would fit well into the neighbourhood.

It should be noted that the variances for side yard setback were originally identified by the zoning examiner incorrectly. Mr. Galbraith undertook his analysis subject to a newly revised examiner's zoning notice (see **Attachment 1**).

Several variances originally in the Notice of Decision have been deleted. The two variances related to side yard setback that were identified under By- law 438-86 are no longer relevant, because the residential provisions of By-law 569-2013 are now in force.

He summarized the changes as agreed by the parties.

1. A second storey deck above the first-floor extension has been removed, to mitigate privacy and overlook on adjacent properties.

2. A rear external staircase was removed, to reduce massing and shadowing impacts on adjacent properties.

3. The Parties and Participants expressed concerns about the steep pitch of the third floor roofline, relative to the existing physical character of the neighborhood. The roof slope previously shown was a 12:20 slope (12 horizontal units to 20 vertical units). The slope has been revised to a 12:13.5 slope (12 horizontal units to 13.5 vertical units). The pitch of the roof is now less steep, softening the appearance of the roofline from the street. This change addresses the request that the roofline and facade be more similar to other dwellings on the street. A diagram showing the revised roofline is attached as **Attachment 3**.

4. However, this roofline adjustment decreased the useable interior space having full ceiling height clearance. Thus, the Parties have agreed to increase the length of the rear third-floor extension to make up for the space lost at the front. This triggers a minor increase in FSI, but will allow for a functional third floor bedroom. The previous length was to be 9.16 m (not including the bay window projection). The new length is 10.08 m, an increase of 0.91 m (about 3 feet). In his opinion, the shallow length of this addition and its generous setback from the rear of the lower floors will not cause any additional impacts. The length is well within the range of dwelling sizes and lengths that exist in the area.

5. In the architect's plans, the previous FSI calculation was 1.0058x the lot area. The new FSI calculation is approximately 1.03x the lot area. On this basis, the FSI increase would change from 1.005x the lot area to 1.03x the lot area (or perhaps slightly less). The updated FSI results from the agreed-upon third storey rear extension. This revision

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does not result in an excessively large structure that is atypical or out of character with the neighbourhood, in his opinion.

Mr. Galbraith opined that all the above-noted amendments to the original proposal are minor in nature for the purpose of s. 45(18.1.1) of the Act. The revisions to the front of the facade are to address resident concerns, and represent a decrease in massing perceptible from the streetscape. The other revisions are made at the rear of the dwelling. The modest increase in FSI is to accommodate the change at the front, and the increase in length will be perceived at the rear of the dwelling only. The length of the third floor is still well within the by-law standard of 17 m. Finally, the generous stepback at the rear ensures that any additional impacts from the FSI increase will be negligible. Therefore he requested a finding that the application can be amended without circulating further notice, as set out in subsection 45(18.1.1) of the Act.

Mr. Galbraith provided detailed opinion regarding the application, how it meets applicable provincial policy, and how it respects and reinforces the existing physical character of the neighbourhood. In his opinion, the proposal (including as revised) is appropriate, represents good planning, and meets all four tests for a minor variance.

His opinions on each of the four tests are summarized below.

- First, respecting provincial plan conformity, the proposal is consistent with the Provincial Policy Statement, 2014 and conforms with the Growth Plan for the Greater Golden Horseshoe, 2019. The variances would maintain the existing residential use on the subject site and improve accessibility of the dwelling, which will contribute to the mix and range of housing options in the area. The proposal promotes the promotion of compact urban form through the intensification of existing urban areas. The proposed variances are also compatible with adjacent uses and would appropriately utilize existing infrastructure.

- The proposal maintains the general intent and purpose of the Official Plan, as amended by OPA 320. OPA 320 directs a consideration of the geographic neighbourhood and the immediate context, and requires that development be materially consistent with the existing physical character of both. It was not in force when the applications were filed. Nonetheless, in his opinion the proposal meets the general intent and purpose of the OP, including OPA 320. It is materially consistent with the neighbourhood study area, and the variances sought for the subject site respect the existing physical character of both the geographic neighbourhood as well as the Immediate Context. The latter includes a variety of low-rise building types with a wide variety of configurations and building/yard relationships. OPA 320 recognizes that some neighbourhoods (like this one) have mixed physical character. The proposed variances maintain the general intent and purpose of the OP, as modified by OPA 320.

- The proposal also maintains the general intent and purpose of the zoning by-law, as the OP also requires. The By-law's purpose is to achieve an orderly, compatible

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form of low rise residential. The proposed development achieves this direction by continuing a detached residential building type, with attributes expressed within the immediate and broader physical context. There is no overall height variance. An FSI of 1.03x the lot area is not an excessively large structure that is atypical or out of character for the neighbourhood. The requested FSI variance is well within the range of previously approved variances and is not reflective of building that is an "over-building" of the lot upon which it is situated. The Front Wall Height variance (10.12m) exceeds the maximum amount by only 0.62m. The proposal reflects a condition that has been present since the area was first developed. This design is representative of many other properties within the neighbourhood and Immediate Study Area, including the two properties immediately north of the subject site, 273 and 275 Delaware Avenue. The requested Rear Wall Height variance (9.8 m) exceeds the By-law limit by 0.3 m. There would be no negative additional shadowing or overlook concerns.

It is an appropriate massing and built form, and will not undermine the physical character of the neighbourhood. The modifications to the front wall for a Secondary Suite variance is triggered as a secondary suite will be added, and front wall and roof will be modified. The architecture is similar to the two properties immediately north of the subject site, so as to fit into the neighbourhood. The Front Side Stair Setback variance is for a largely existing condition, but as the stairs are being replaced and realigned, they are considered new. The stairs provide a secondary access to the secondary suite. The variance does not introduce a condition that does not already exist on the property, and does not create any undue impacts on neighbouring properties.

The Side Stair Setback variance facilitates a new side door access to the rear of the property via the small platform in front of the side door. In the absence of a variance, the steps could only be 0.32 m wide, which is insufficient to provide safe access. The Platform Side Yard variance is within this range of previously approved variances between 0.0 to 0.30 m. The proposed stair and platform side yard variances do not create undue impacts on neighbouring properties, and are appropriate for the property. The Side Yard Setback variances are in keeping with those found in the neighbourhood, and those approved by the Committee of Adjustment. These variances provide an appropriate spatial relationship between the subject site, lot lines and its neighbours.

Overall, it was his professional opinion that the proposed variances, individually and collectively, meet the general intent and purpose of the OP and the zoning by-law. He opined that the proposal is desirable for the appropriate use and development of the land. The proposal will introduce compatible site design and built form within the planning and public interest, and desirable for the appropriate use and development of the land. The proposal will contribute to the mix of housing choices in this neighbourhood in a manner that reflects and reinforces its physical character.

- The proposal is minor in nature. In his opinion, the variances individually and collectively are minor in nature, both on a quantitative and qualitative basis, and in terms of their potential impact. The variances are not inconsistent with, and many are reflective of, the existing and planned development in the neighbourhood. The variances proposed for the subject property do not create any undue adverse impacts

on the streetscape or the adjacent neighbours. The variances will allow the dwelling to accommodate two family size residential units, while being compatible with the adjacent houses and in keeping with the character of the neighbourhood and the Immediate Study Area. In his opinion, the requested variances are minor in nature.

As a result of all of the foregoing, Mr. Galbraith is satisfied that the revised variances resulting from the settlement plans are appropriate and meet the four tests for minor variance.

The other Parties have consented to the relief requested in this motion, and they are in agreement with the above-referenced changes to the plans and variances.

ANALYSIS, FINDINGS, REASONS

I have closely analyzed Mr. Galbraith's detailed reasons underlying his professional opinion. There is no contravening evidence. It is very commendable for the Parties and objectors to have cooperated in settling this appeal.

The reduced variances are more appropriate for the neighbourhood. I find them all to have no adverse planning impact, and to essentially meet even the terms of OPA 320 respecting block conformity.

On the obligation in the Act to meet and satisfy essential terms of provincial policies, I find that the variances retain the existing residential use, and improve the accessibility of the dwelling. This will contribute to the mix and range of housing options in the area. As Mr. Galbraith stated, the proposal reinforces the promotion of compact urban form through the intensification of existing urban areas. The proposed variances are also compatible with adjacent uses and would appropriately utilize existing infrastructure.

I agree with Mr. Galbraith that the alterations now proposed to the design and plans, with the resulting variances required, are indeed minor. Thus, no further notice is required, as set out in subsection 45(18.1.1) of the Act.

DECISION AND ORDER

The appeal is allowed, subject to the following condition:

1. The proposed dwelling shall be constructed substantially in accordance with the Site Plan and Elevations prepared by Memar Architects Inc. and dated August 22, 2019, being A.01, A.07, A.08 and A.09 (Attachment 4).

ATTACHMENT 1 – REVISED ZONING NOTICE

Date: **Friday, September 6, 2019** House - Addition Proposed Use: addition/alteration Project Description: Construct additions and make interior alterations to existing detached house for converted house containing 2 dwelling units. Demolish existing garage and maintain 1 parking space at rear. Also construct storage shed

Your property is subject to the City-wide Zoning By-law No. 569-2013, as amended. Based on By-law No. 569-2013, your property is zoned R (d0.6) Maximum height 12.0 metres

REVISED Project Description: Construct rear two storey addition and 3rd storey addition to existing detached house, and make interior alterations to basement for 1 secondary suite having an interior floor area of 47.02 square metres. Demolish existing garage, and maintain 1 parking space at rear. Also construct storage shed (approximately 5.95 square metres) and maintain 20.39 square metres of rear yard soft landscaping.

City-wide Zoning By-law

1. A pedestrian entrance leading exclusively to a secondary suite is not permitted in the front wall of a detached house. [150.10.40.1(1)]

2. In the Residential Zone category, the height of an ancillary building or structure is the distance between average grade and the elevation of the highest point of the ancillary building or structure.

(2) The permitted maximum height of an ancillary building or structure in the Residential Zone category is:

(A) 2.5 metres, if the ancillary building or structure is located less than 1.8 metres from the residential building on the lot; and

(B) 4.0 metres in all other cases.

(3) An ancillary building or structure in the Residential Zone category may not have more than one storey.

(4) Entrances to Ancillary Buildings or Structures

The permitted maximum height of the top of an entrance into an ancillary building or structure in the Residential Zone

category is 2.5 metres above the average elevation of the ground along the entrance to the ancillary building or structure. [10.5.60.40 Height]

Insufficient information. Elevations of the shed were not provided.

3. A) The permitted maximum floor space index is 0.6 times the area of the lot: 112.2 square metres. The proposed floor space index is 1.02 times the area of the lot: 190.5 square metres. [10.10.40.40.(1) Floor Space Index]

4. A)(i) The permitted maximum height of all front exterior main walls is 9.5 metres. The proposed height of the front exterior main walls is 10.12 metres.

A)(ii) The permitted maximum height of all rear exterior main walls is 9.5 metres. The proposed height of the rear exterior main walls is 9.92 metres. [10.10.40.10.(2) Maximum Height of Specified Pairs of Main Walls]

5. (A)(iii) Exterior stairs providing pedestrian access to a building or structure may encroach into a required building setback if the stairs are no closer to a lot line than 0.6 metres. The proposed stairs are 0.07 metres from the north lot line and 0.25 metres from the south lot line. [10.5.40.60.(3) Exterior Stairs, Access Ramp and Elevating Device]

6. A platform without main walls, attached to or less than 0.3 metres from a building, with a floor no higher than the first floor of the building above established grade may encroach into the required side yard setback, provided it is no closer to the side lot line than 0.3 metres. The proposed platform will be located 0.07 metres from the north side lot line. [10.5.40.60.(1) Platforms]

7. A secondary suite is a permitted use provided that an addition or exterior alteration to a building to accommodate a secondary suite does not alter or add to a main wall or roof that faces a street. The proposed addition alters a main wall and roof that faces a street. [150.10.40.1.(2) Secondary Suite - Addition or Exterior Alteration]

8. Note:

No work is permitted to encroach onto adjacent property or City property above or below grade. The signed survey dated February 20, 2018 prepared by an Ontario Land Surveyor, notes the existing building to be a detached house. It appears the adjacent building #269 may encroach beyond the lot line, however an encroachment agreement has not been noted by the Ontario Land Surveyor on the signed survey provided.

ATTACHMENT 2 – VARIANCES

1. Chapter 10.10.40.40.(1)(A), By-law 569-2013

The maximum permitted floor space index is 0.6 times the area of the lot (112.2 m2).

The floor space index will be 1.02 times the area of the lot (190.5 m2).

2. Chapter 10.10.40.10.(2)(A)(i), By-law 569-2013

The maximum permitted height of all front exterior main walls is 9.5 m. The height of the front exterior main walls will be 10.12 m.

3. Chapter 10.10.40.10.(2)(A)(ii), By-law 569-2013

The maximum permitted height of all rear exterior main walls is 9.5 m.

The height of the rear exterior main walls will be 9.92 m.

4. Chapter 150.10.40.1.(3), By-law 569-2013

A secondary suite is a permitted use provided that an addition or exterior alteration to a building to accommodate a secondary suite does not alter or add to a main wall or roof that faces a street. The additions will alter a main wall and roof that faces a street.

5. Chapter 10.5.40.60.(3) (A)(iii), By-law 569-2013

Exterior stairs providing pedestrian access to a building or structure may encroach into a required building setback if the stairs are no closer to a lot line than 0.6 m.

The stairs will be 0.07 m from the north lot line and 0.25 m from the south lot line.

6. Chapter 10.5.40.60.(1), By-law 569-2013

A platform without main walls, attached to or less than 0.3 m from a building, with a floor no higher than the first floor of the building above established grade, may encroach, into the required side yard setback, provided it is no closer to the side lot line than 0.3 m.

The platform will be located 0.07 m from the north side lot line.

7. Chapter 150.10.40.1(1), By-law 569-2013

A pedestrian entrance leading exclusively to a secondary suite is not permitted in the front wall of a detached house.

The pedestrian entrance will lead exclusively to a secondary suite in the front wall of a detached house.

ATTACHMENT 3 – ROOF LINE DRAWING

ATTACHMENT 4 - REVISED PLANS (AUGUST 22, 2019)

G. Burton Panel Chair, Toronto Local Appeal Body







ALL DRAWINGS AND DOCUMENTS ARE PRELIMINARY UNLESS APPROVED BY THE CITY AND MAIST NOT BE USED FOR ANY CONSTRUCTION BEFORE ISSUANCE OF BUILDING PREMIC CONTRACTORY/BUILDER MUST VERTY ALL DIMENSIONS/SPECS/DEFAILS & AG-SULT INFORMATION INCLUDING STRUCTURAL AND WECHANICAL PRIOR TO	ISSUED FOR: FOR COA & ZONING CERTIFICATE APPLICATION RESUBMISSION/ZONING REVIEW)	DRAWING TITLE: E-01 West Elevation	drawn by A.T.	SCALE: 1:100		"Memar Architects Inc."	ASSOCIATION OF ARCHITECTS Z	A 07
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