

Toronto Local Appeal Body

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DECISION AND ORDER

Decision Issue Date Friday, November 29, 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): CITY OF TORONTO

Applicant: ROMANOV ROMANOV ARCHITECTS

Property Address/Description: 39 HUMBERVALE BLVD

Committee of Adjustment Case File: 19 134164 WET 03 MV (A0187/19EYK)

TLAB Case File Number: 19 209720 S45 03 TLAB

Hearing date: Friday, November 22, 2019

DECISION DELIVERED BY S. GOPIKRISHNA

APPEARANCES

Name Role Appearances

Romanov Romano Architects Applicant

City of Toronto Appellant Lauren Pinder, Derin Abimbola

Zbigniew Adamczyk Party Romanov Romanov Architects

Allison Smith Expert Witness

INTRODUCTION AND BACKGROUND

The history of this application needs to be recited, because of its unusual nature, as well as how the history contributed to crucial decisions, culminating in the issuance of this Decision.

Zbigniew Adamczyk and Margorta Adamcyzk are the owners of 39 Humbervale Blvd, located in Ward 3 of the City of Toronto . They applied to the Committee of Adjustment (COA) to construct a one- storey north side addition, a second storey addition over the altered dwelling, as well as a second storey rear platform. When the proposal was

submitted to the COA, a Staff Report authored by Ms. Dominica DeGasperis, a planner with the City, recommended refusal of 2 variances, related to the GFA and the FSI. At the Hearing held on Aug 9, 2019, the variances were changed to 155. 44 sq. m, compared to the expected 131.53 sq. m., and the FSI was changed to 0.73 X Lot Size, versus the allowable 0.5 X Lot Size. The COA heard the case, and approved the modified application as submitted, subject to standard conditions.

Subsequent to the COA's decision, it emerged that the Zoning Notice itself was not accurate, resulting in erroneous variances. For reasons recited in the Evidence Section, the City appealed the Decision to the TLAB, which scheduled a Hearing on November 22, 2019. After the appeal, Toronto Building issued a new Zoning Notice, dated September 17, 2019, which did not include the variance to the side yard setback provision under Zoning Exception 42. After reviewing the new Zoning Notice, City staff requested further revisions from the applicant, which resulted in a further revision to the application, removing the front yard landscaping variance, and reducing the floor space index variance to 0.73 times the area of the lot.

The City and the Applicants reached a Settlement on October 16, 2019, which was then presented to the TLAB.

The terms of the agreed upon settlement are as follows:

- i. The Applicant shall disclose as part of their Applicant's disclosure, the updated zoning notice, dated Tuesday, September 17th, 2019 (the "Updated Zoning Notice") and revised plans authored by Romanov and Romanov Architects Incorporated and dated September 24th, 2019 (the "Revised Plans").
- ii. The proposal, as reflected in the Revised Plans, is approved with a floor space index of 0.73.
- iii. The proposal, as reflected in the Revised Plans, has eliminated the need for a front yard landscaping variance.
- iv. The City and the Applicant jointly request that the TLAB include a condition that requires the Applicant build substantially in accordance with the Revised Plans- by way of editorial comment, I note that the date is not specified.

MATTERS IN ISSUE

1. Section 10.20.30.40.(1), By-law 569-2013

The maximum permitted coverage is 33% of the lot area (131.5 m²). The altered dwelling will cover 39.1% of the lot area (155.8 m²).

2. Section 900.3.10(42)(A)(i), By-law 569-2013

The maximum permitted gross floor area is 0.5 times the area of the lot (199.29 m²). The altered dwelling will have a gross floor area equal to 0.73 times the area of the lot.

3. Section 10.20.40.70.(3), By-law 569-2013

The required minimum side yard setback is 1.2 metres where the required minimum lot frontage is 12.0 metres to less than 15.0 metres.

The proposed side yard setback is 0.32 metres on the south side.

4. Section 10.20.40.10.(2), By-law 569-2013

The permitted maximum height of all front exterior main walls is 7.0 metres.

The proposed height of the front exterior main walls is 7.25 metres.

5. Section 320-42.1.B.(2)

The maximum permitted soffit height for a peaked roof dwelling is 6.5 m.

The altered dwelling will have a soffit height of 7.25 m for the peaked roof dwelling.

6. Section 10.5.40.60.(7), By-law 569-2013

Roof eaves may project a maximum of 0.9 m provided that they are no closer than 0.3 m to a lot line.

The proposed eaves will be 0 m from the south side lot line

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 for 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

The Hearing held on November 22, 2019, was attended by Ms. Anna Romanov, the agent for the Adamczyks, City lawyers, Ms. Lauren Pinder and Derin Abimbola, and Ms. Allison Smith, a planner with the City of Toronto

In her opening remarks, Ms. Pinder provided a history of the application, which is recited in the Introduction section. She stated that the City had acted in the public interest to ensure that "accurate information was made available to the community "– in other words, the City's appeal to the TLAB, subsequent mediation and settlement with the Applicants, and prosecuting the case before the TLAB through its own counsel, and planner were to uphold public interest. Ms. Abimbola added that the City would not want the COA to make decisions based on "incorrect information", which also factored in the City's appealing the decision.

Ms. Allison Smith was sworn in, and qualified as an Expert Witness based on her academic qualifications, and the fact that she had testified previously before the TLAB. Her evidence was as follows:

The Site is located near the intersection of Bloor St West, and Royal York Rd. The subject property is rectangular in shape, and has a lot frontage of 11.43 metres, and a lot area of approximately 398.57 square metres. In Ms. Smith's opinion, the neighbourhood is generally bound by Royal York Road to the west, Glenroy Avenue to the south, Park Lawn Cemetery to the east, and the residential properties abutting the mixed-use properties fronting onto Bloor Street West, to the north.

In response to a specific question from me, Ms. Smith briefly addressed the PPS (2014) and the Growth Plan (2019), and said that the proposal was consistent with the higher level policies, because it promoted regeneration.

She then spoke to the statutory test of the Planning Act relative to the Official Plan (OP). She stated that this Site was in an area designated Neighbourhoods in the City's OP, and added that Section 2.3.1 of the Official Plan recognizes *Neighbourhoods* as physically stable areas where development is to respect and reinforce the existing physical character of buildings, streetscapes, and open space patterns in these areas. She stated that the preamble of Section 4.1 under the heading "Development Criteria in Neighbourhoods" states that physical changes to *Neighbourhoods* must be sensitive, gradual and generally "fit" the existing physical character of each geographic neighbourhood.

She said that the Policy 4.1.5 of the Plan set out criteria for evaluating development proposals on lands within *Neighbourhood* designations. The policy states that development will "respect and reinforce the existing physical character of the neighbourhood" and identifies eight criteria. Of the development criteria listed in Policy 4.1.5 the following criteria are most relevant to this appeal:

- c) prevailing heights, massing, scale, density and dwelling type of nearby residential properties; and
- g) prevailing patters of rear and side yard setbacks and landscaped open space

A dwelling's massing, scale and density relate in part to its floor space index. Variances have been granted in this neighbourhood to permit an increased floor space index through Committee of Adjustment applications. Ms. Smith provided examples of COA decisions from the neighbourhood, and stated that the approved floor space index variances in the neighbourhood have been similar to that agreed upon in the terms of this settlement (); 0.73 times the area of the lot is on the higher end of the range of approvals, but is not out of character. Therefore, the floor space index of 0.73 times the area of the lot is in keeping with the massing, scale and density of dwellings in the area and thus, is in keeping with the character of the neighbourhood.

Based on this evidence, Ms. Smith concluded that the proposal maintained the general intent and purpose of the Official Plan

Ms. Smith then described the Zoning as Second Density Residential (R2) under the former municipality of Etobicoke Zoning Code, andResidential Detached (RD (f13.5, a510, d0.45)(x42)) under the City of Toronto Zoning By-law No. 569-2013, as amended. She also added that the Subject Property is subject to Zoning Exception 42, as recited below:

A **detached house** is permitted if it complies with:

- (i) the maximum **gross floor area** on a **lot**, plus the floor area of an attached or detached garage, is 118 square metres, plus 25% of the **lot area**, up to a maximum floor space index of 0.5; and
- (ii) the minimum **side yard setback** of a full or partial second **storey** addition above an existing 1 **storey detached house** on a **lot** with
- a **lot frontage** of less than 15.3 metres is equal to the **side yard setback** of the existing **detached house** if the **side yard setback** of the addition is not less than 0.6 metres and the minimum aggregate **side yard setbacks** of both **side yards** is 2.1 metres.

Ms. Smith discussed how the application had initially proposed a floor space index of 0.86 times the area of the lot, which was then revised by the applicant to 0.78 X lot area, further revised to 0.76 x lot area, before being reduced to the agreed upon variance of 0.73 times the lot area. She said that intent of the Zoning By-law is, in part, to achieve a more uniform and consistent built form streetscape, thereby contributing to a more predictable pattern of development. She explained the performance standards for the Floor Space Index provisions were intended, in part, to reinforce a continuous pattern of development with regards to the density and scale of buildings. Through the use of other approvals from within the area, she demonstrated that the additional variances required, including lot coverage, setbacks, main wall height and soffit height, were also in keeping with the character of the neighbourhood.

The revised application requested a lot coverage of 39.1% of the lot area, against the maximum permitted lot coverage of 33% of the lot area. She said that a small percentage of the lot coverage variance was due to a portion of the rear deck covered by the balcony above. The proposal also required a variance to permit a side exterior main wall height of 7.25 metres (maximum permitted main wall height of 7.0 metres), and a variance to permit a soffit height of 7.25 metres (maximum permitted soffit height is 6.5 m, and provided examples within her Study Area.

The application also required variances to the Zoning By-law (ZBL), to permit a side yard setback of 0.32 metres from the south side lot line (minimum required side yard setback of 1.2 metres), and a setback of the eaves of 0 metres from the south side lot line (minimum required eaves setback is 0.3 metres). Ms. Smith added that these variances reflected the existing condition of the site, which had a pre-existing side yard setback of 0.32 metres from the south side lot line, and a setback of the eaves of 0 metres from the south side lot line, and that these existing conditions would be maintained. She added that she had "observed" that a number of the existing dwellings in the area had side yard setbacks, which do not meet the minimum required side yard setback, set out in the Zoning By-law. Based on this, she concluded that the reduced side yard setback in this proposal, would "maintain the existing condition, which is in keeping with the character of the area".

Based on this evidence, Ms. Smith concluded that the proposal upheld the intent, and purpose of the Zoning By-Law

Ms. Smith then spoke to the test of appropriate development. She said that the existing feeling and characteristic of the neighbourhood were "protected by the new

development, subject to the terms of the agreed upon settlement". She added that the proposal was "in keeping with the character of the neighbourhood", and provided for "appropriate development" in its given context.

Lastly, Ms. Smith spoke to the test of minor. She opined that the revised proposal was minor in nature because "the variances requested in the revised application, including the agreed upon variance for floor space index, were in keeping with the character of the neighbourhood". She reiterated that there had been previous approvals in the area for variances similar to those requested in this revised application. In response to a very specific question from me about adverse, and unacceptable impact, Ms. Smith stated that there would be no adverse impact on the neighbouring houses.

Based on this evidence, Ms. Smith concluded that the proposal satisfied the 4 tests under Section 45.1, and asked that the Appeal be allowed. Ms. Pinder then asked Ms. Smith to speak to the conditions of approval, who then recited the conditions as listed below:

- 1. The proposal shall be developed substantially in accordance with the plans submitted to the TLAB on November 21, 2019 and marked as Exhibit 4.
- 2. The Applicant submit a complete application for a permit to injure or remove a Cityowned tree(s), as per City of Toronto Municipal Code Chapter 813, Trees Article II Trees on City Streets

I thanked the Parties, and stated that I would reserve my decision.

ANALYSIS, FINDINGS, REASONS

The City's lawyers delineated the unusual history of the application, and explained in lucid but candid terms ,the reasons for the City's decision to present the Settlement before the TLAB- this is significant because it is usually the Applicant who presents the Settlement. The City's efforts to ensure that Torontonians have access to accurate information, are truly laudable, from a public interest perspective.

However, the planning rationale for the proposal could have benefitted both through the quantity, and quality of the evidence presented

The compliance of the proposal, to the higher level policies was described very briefly in response to a specific question from me. While important policies from the Official Policy were referenced, there was no detail in the discussion of the compatibility between the proposal, and the policies. The evidence adduced relied on a few COA decisions, which are a secondary corpus of evidence at best, when compared to a discussion of conformity with the Official Plan policies. The evidence also stated how the proposal was consistent with the "character" of the neighbourhood, without providing any detail about the community character, or how the stated character was established. I would have expected a photo tour of the Study Area, to understand what the character is, instead of information about COA decisions- there is no direct nexus between the COA's decisions, and the character of the community because the COA decisions

influence the built form of the dwellings, which then contribute to the character of the community. This connection was not articulated in a comprehensible fashion.

In the discussion of the Zoning, the variances were recited, and the importance of the performance standard was acknowledged. However, the performance standards corresponding to various variances were not discussed in any level of detail. The compliance between the proposal, and the Zoning By-Law was held to be established, on the basis of assertions, and unverified observations, such as a number of the existing dwellings in the area having side yard setbacks, "which do not meet the minimum required side yard setback".

Likewise, the tests of appropriate development, and minor, relied on maintaining the unestablished (from an evidence perspective) character of the area. The discussion of adversarial impact, crucial to proving the test of minor, was brought up very briefly, only in response to a specific question.

The modest corpus of evidence presented at the Hearing in support of the proposal, places it squarely on the fence separating refusals from approvals. The deciding factor, in this case, is protecting and furthering of the public interest involved in the matter, that tilts the scales in favour of allowing the Appeal- the public interest manifests itself through the tax payer money involved in settling the case with the applicants, the significant effort invested by the City in arguing the Appeal, and the inconvenience to the applicants, who for no fault of theirs would be made to undergo significant hardship, if the Appeal were turned down. The need to protect the public interest, eclipses the concerns about the modicum of planning evidence provided at the Hearing, as the underlying reason for my allowing the Appeal.

I take this opportunity to advise Parties who have settled a case to present fulsome evidence before the TLAB; the fact that a case has been settled does not lower the standard of evidence that needs to be met by a given proposal for it to be approved.

The Appeal is allowed in part, given that variances have been revised as a result of the Settlement. All the variances submitted to the TLAB are approved, and the conditions of approval, as suggested by the City, are imposed on the Settlement.

I take this opportunity to specifically thank the City's lawyers, Ms. Abimbola and Ms. Pinder, for their explanations, and their efforts to uphold the public interest.

DECISION AND ORDER

- 1. The Appeal is allowed, in part. and the Decision of the COA dated August 9, 2019, is set aside
- 2. The following variances are approved:

1. Section 10.20.30.40.(1), By-law 569-2013

The maximum permitted coverage is 33% of the lot area (131.5 m²). The altered dwelling will cover 39.1% of the lot area (155.8 m²).

2. Section 900.3.10(42)(A)(i), By-law 569-2013

The maximum permitted gross floor area is 0.5 times the area of the lot (199.29 m²). The altered dwelling will have a gross floor area equal to 0.73 times the area of the lot.

3. Section 10.20.40.70.(3), By-law 569-2013

The required minimum side yard setback is 1.2 metres where the required minimum lot frontage is 12.0 metres to less than 15.0 metres.

The proposed side yard setback is 0.32 metres on the south side.

4. Section 10.20.40.10.(2), By-law 569-2013

The permitted maximum height of all front exterior main walls is 7.0 metres.

The proposed height of the front exterior main walls is 7.25 metres.

5. Section 320-42.1.B.(2)

The maximum permitted soffit height for a peaked roof dwelling is 6.5 m.

The altered dwelling will have a soffit height of 7.25 m for the peaked roof dwelling.

6. Section 10.5.40.60.(7), By-law 569-2013

Roof eaves may project a maximum of 0.9 m provided that they are no closer than 0.3 m to a lot line.

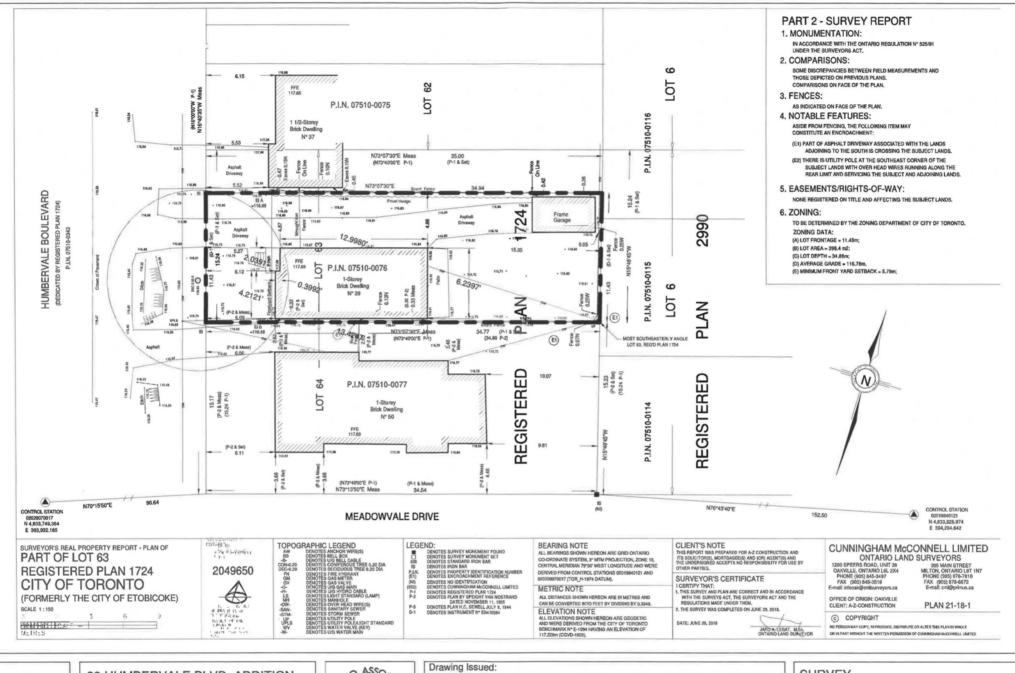
The proposed eaves will be 0 m from the south side lot line

- 3. No other variances are approved.
- 4. The following conditions are imposed on the approval:
- 1. The proposal shall be developed substantially in accordance with the Plans, and Elevations, submitted to the TLAB on November 21, 2019 and marked as Exhibit 4.
- 2. The Applicant submit a complete application for a permit to injure or remove a Cityowned tree(s), as per City of Toronto Municipal Code Chapter 813, Trees Article II Trees on City Streets

So orders the Toronto Local Appeal Body.

S. Gopikrishna

Panel Chair, Toronto Local Appeal Body



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39 HUMBERVALE BLVD, ADDITION

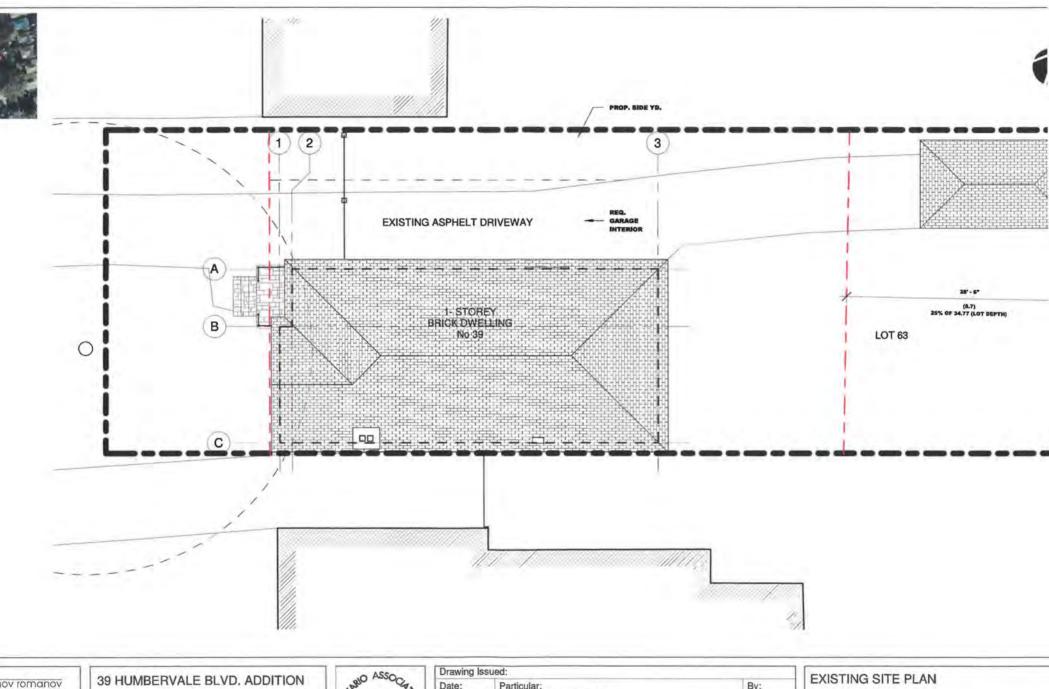
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Date:	Particular:	By:
MAY 17 19	FOR M.V. APPLICATION	GM
AUG 07 19	FOR COMMITTEE OF ADJUSTMENT	GM

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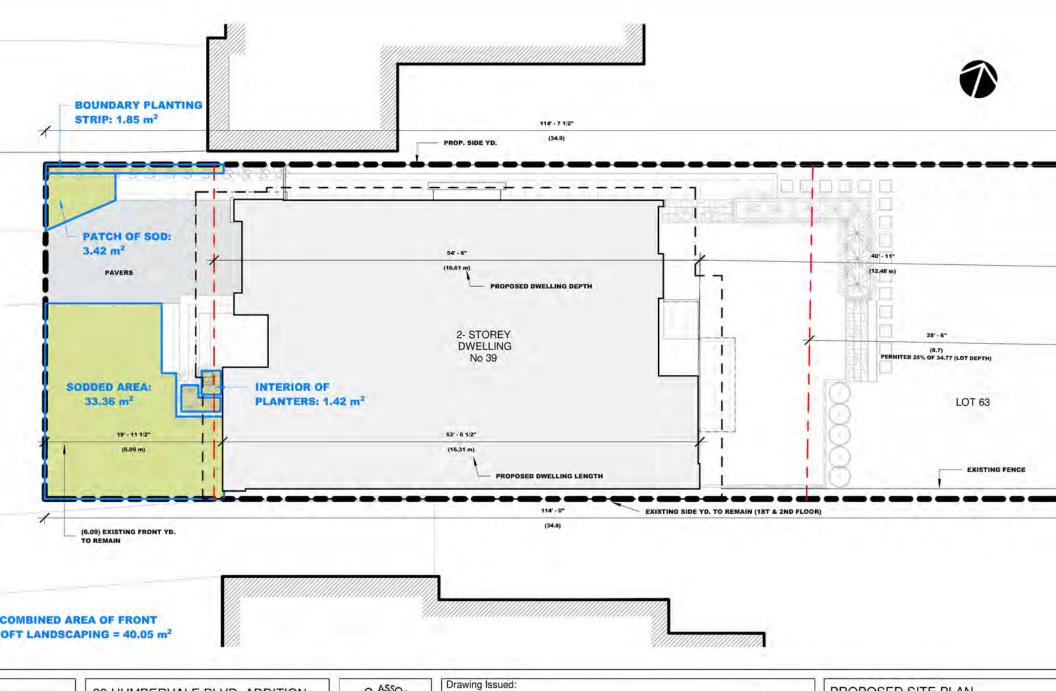
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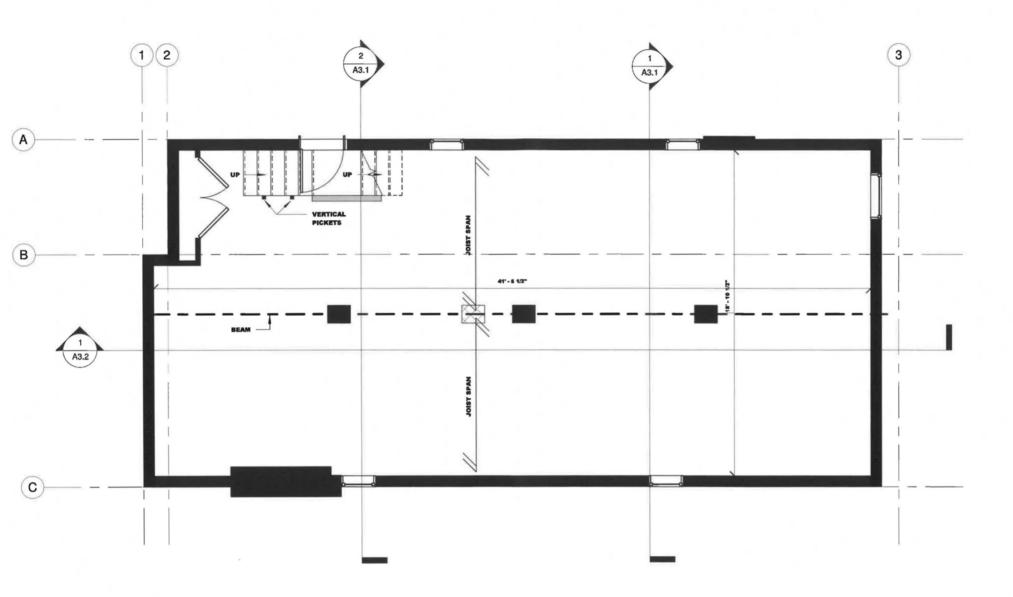
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MAY 17 19	FOR M.V. APPLICATION	GM
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2019.09.24	VERIFIED GFA'S & LANDSCAPING AREAS	ND
2019.09.30	REDUCED BUILDING GFA	ND

PROPOSED SITE PLAN

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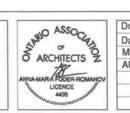


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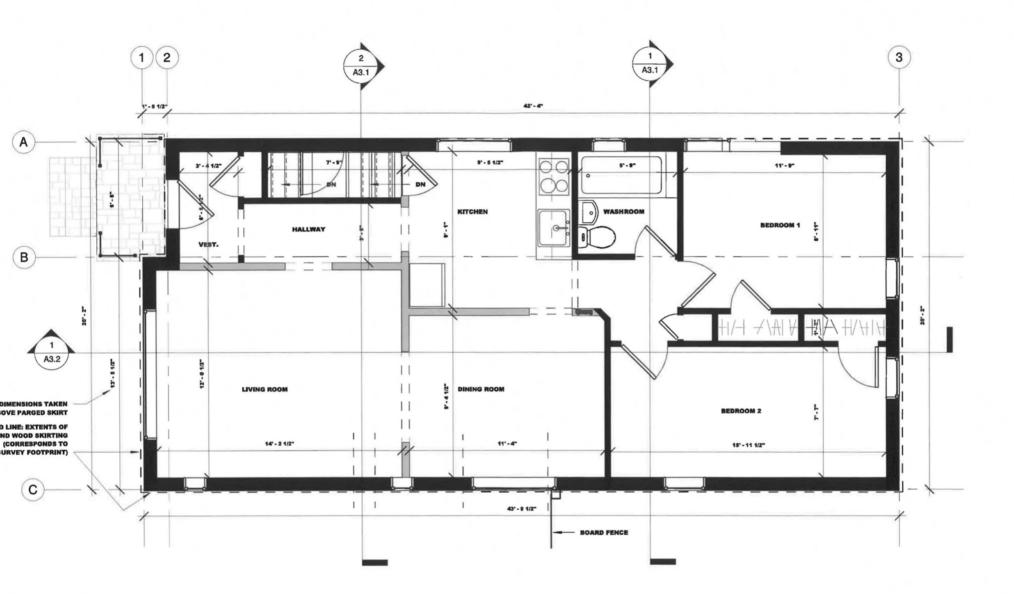
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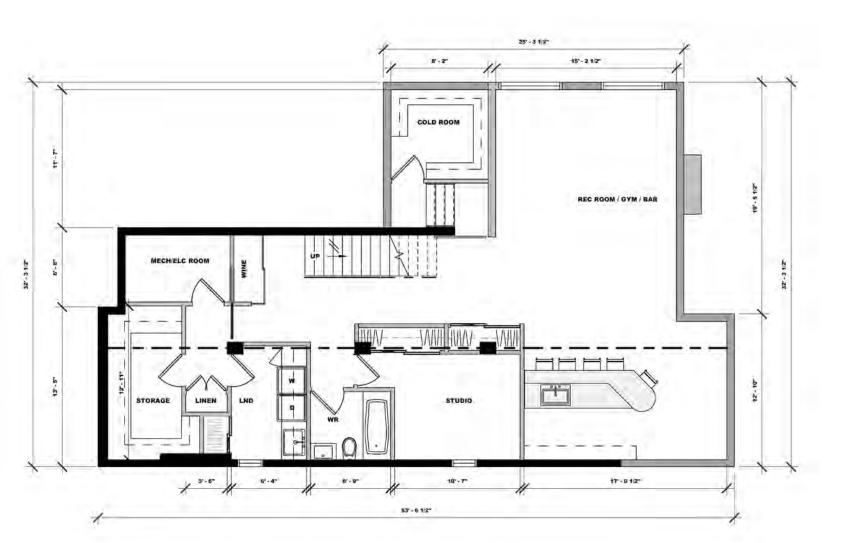
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EXISTING GROUND FLOOR

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PROPOSED BASEMENT SCALE 1:75

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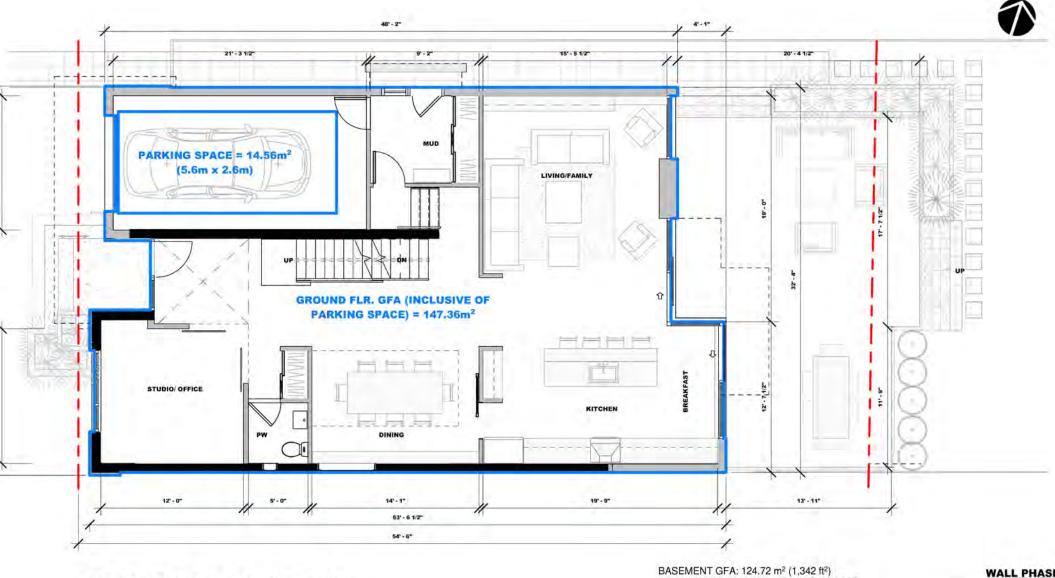
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39, Humbervale Boulevard Etobicoke, ON M8Y 3P3



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PROPOSED GROUND FLOOR **SCALE 1:75**

BASEMENT GFA: 124.72 m² (1,342 ft²) GROUND FLOOR GFA: 147.36 m² (1,586 ft²) SECOND FLOOR GFA: 143.38 m² (1,543 ft²)

NEW WALL

TOTAL GFA:

290.84 m2 (3,131 ft2) DOES NOT INCLUDE BASEMENT & IS INCLUSIVE OF PARKING SPOT

EXISTING WAL



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2019.09.24	VERIFIED GFA'S & LANDSCAPING AREAS	ND
2019.09.30	REDUCED BUILDING GFA	ND

PROPOSED GROUND FLOOR

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PROPOSED SECOND FLOOR **SCALE 1:75**

BASEMENT GFA: 124.72 m2 (1,342 ft2) GROUND FLOOR GFA: 147.36 m² (1,586 ft²) SECOND FLOOR GFA: 143.38 m² (1,543 ft²)

TOTAL GFA: 290.84 m² (3,131 ft²) DOES NOT INCLUDE BASEMENT & IS INCLUSIVE OF PARKING SPOT

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39 HUMBERVALE BLVD. ADDITION

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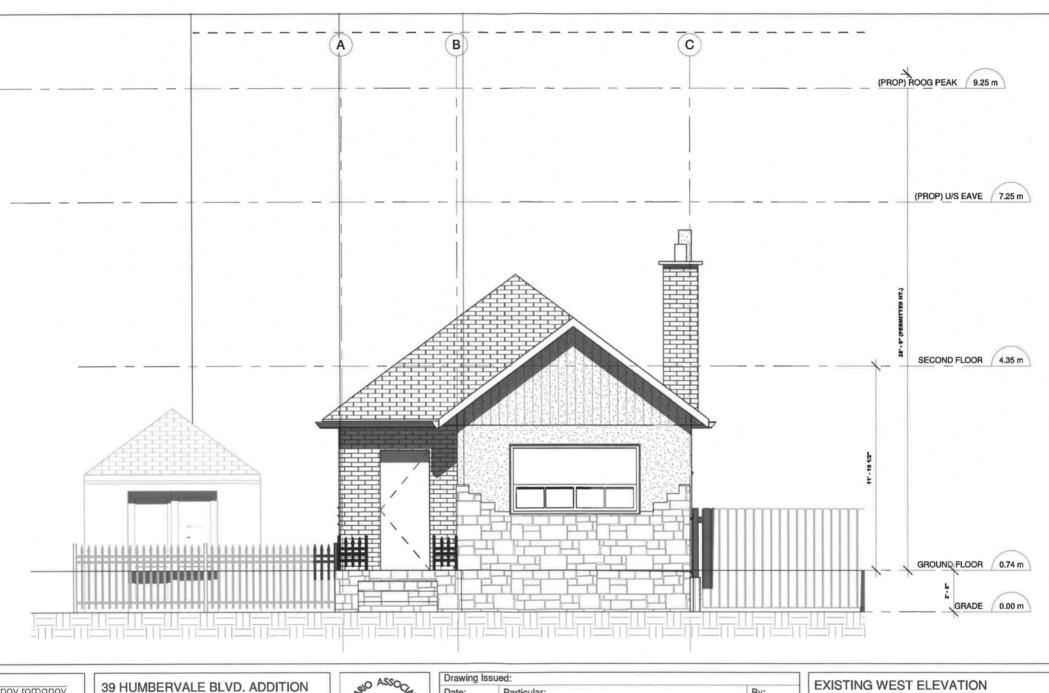
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PROPOSED SECOND FLOOR

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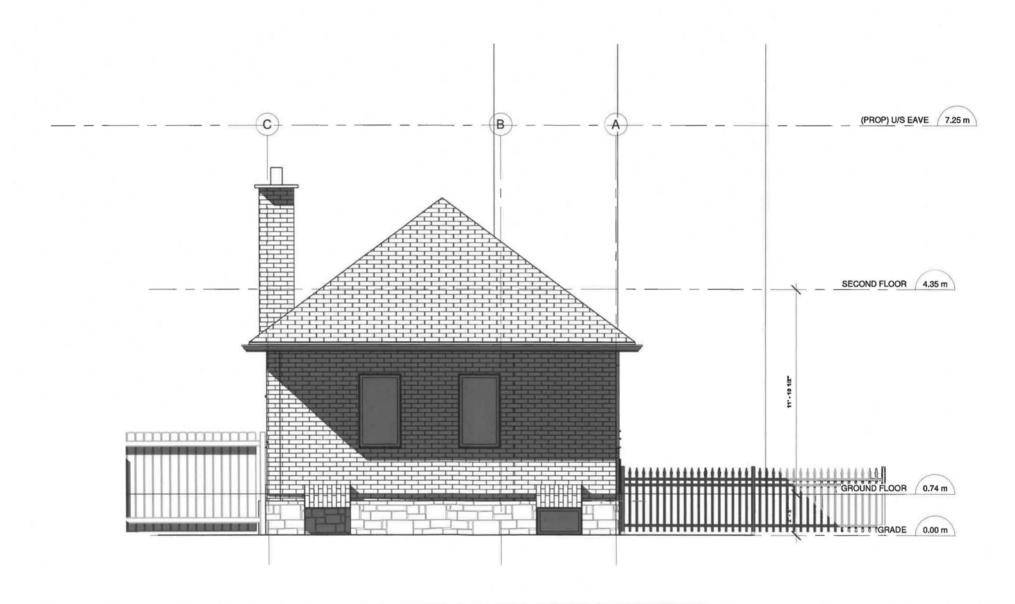
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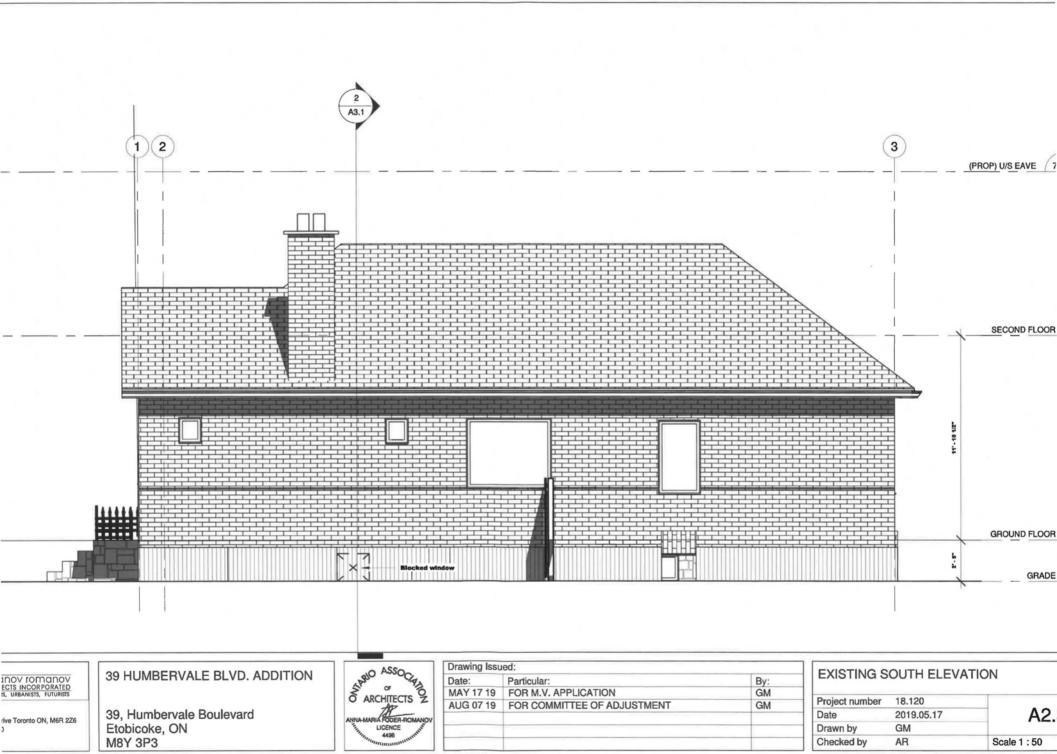
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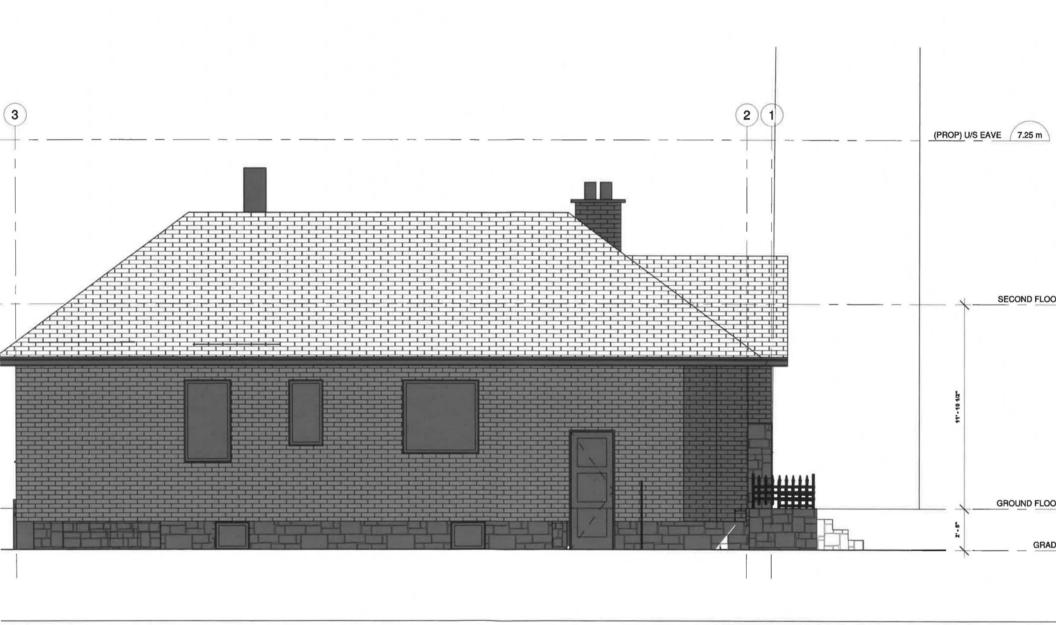


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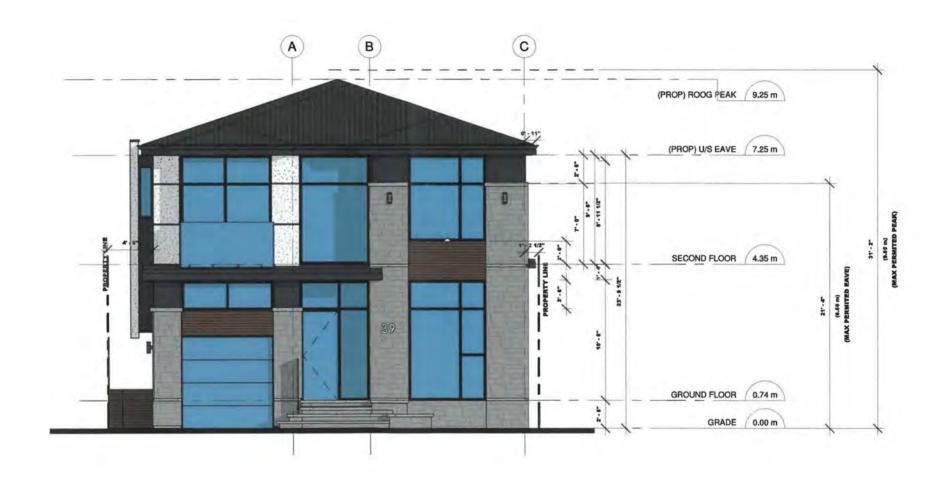
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EXISTING NORTH ELEVATION

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Date:	Particular:	By:
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AUG 07 19	FOR COMMITTEE OF ADJUSTMENT	GM

PROPOSED WEST ELEVATION

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39 HUMBERVALE BLVD. ADDITION

39, Humbervale Boulevard Etobicoke, ON M8Y 3P3



GM
GM

PROPOSED EAST ELEVATION

Project number	18.120	
Date	2019.05.17	A
Drawn by	GM	
Checked by	AR	Scale 1 : 7





oronto ON, M6R 2Z6

39 HUMBERVALE BLVD. ADDITION

39, Humbervale Boulevard Etobicoke, ON M8Y 3P3



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AUG 07 19 FOR COMMITTEE OF ADJUSTMENT	GM
2019.09.30 REDUCED BUILDING GFA	ND

PROPOSED SOUTH ELEVATION

Project number	18.120	
Date	2019.09.30	
Drawn by	ND	
Checked by	AR	Scale 1:7



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39 HUMBERVALE BLVD. ADDITION

39, Humbervale Boulevard Etobicoke, ON M8Y 3P3



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2019.09.30	REDUCED BUILDING GFA	ND

PROPOSED NORTH ELEVATION

Project number	18.120	
Date	2019.09.30	
Drawn by	ND	
Checked by	AR	Scale 1 :





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39 HUMBERVALE BLVD. ADDITION

39, Humbervale Boulevard Etobicoke, ON M8Y 3P3



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3D VIEWS

Project number	18.120	
Date	2019.05.17	A7.
Drawn by	GM	
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39 HUMBERVALE BLVD. ADDITION

39, Humbervale Boulevard Etobicoke, ON M8Y 3P3



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3D VIEWS

18.120		
2019.05.17	A	
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