

The Corporation of the Town of Milton

Report To:	Council
From:	Jill Hogan, Commissioner, Development Services
Date:	April 11, 2022
Report No:	DS-029-22
Subject:	Technical Report: Proposed Zoning By-law Amendment by Milton Thompson Developments Limited & Mazmik Developments Limited to permit the development of a commercial plaza (File: Z-20/14).
Recommendation:	THAT Zoning Application Z-20/14 - for an amendment to the Town of Milton Comprehensive Zoning By-law 016-2014, as amended, to change the current Future Development (FD) zone to a site specific Secondary Mixed Use Commercial (C2*313) zone symbol and an Open Space (OS) zone symbol, to permit the development of a commercial plaza and a pedestrian walkway BE APPROVED;
	AND THAT WHEREAS the Planning Act limits the ability to apply for a minor variance for a 2-year period following approval of this By-law, BE IT RESOLVED that a privately initiated application for a minor variance may be made;
	AND THAT the Provincial Ministers of Health, Education, Transportation and Infrastructure and Metrolinx receive a copy of this report with a request to review and plan for future Milton District Hospital, school and transportation expansions;
	AND FURTHER THAT staff be authorized to bring forward an amending Zoning By-law for Council adoption.

EXECUTIVE SUMMARY

The applicant is seeking an amendment to the Town's Zoning By-law to rezone the subject lands from the current Future Development (FD) Zone to a site specific Secondary Mixed Use Commercial (C2*313) zone and an Open Space (OS) zone symbol, to permit the development of a commercial plaza and a pedestrian walkway. The changes in zoning are requested to facilitate the development of the lands for a commercial plaza.



EXECUTIVE SUMMARY

All internal Town of Milton departments and responding external agencies have provided correspondence to Town Planning staff indicating their support for the application as currently presented. Staff has reviewed all of the documentation, plans and comments provided to date and is of the opinion that the applications as submitted are prepared in a manner that would allow them to be considered by Town Council for approval.

Conclusions and Recommendations

Staff recommends that the application for an amendment to Zoning By-law 016-2014, as amended, BE APPROVED for the following reasons:

- 1. The proposal conforms to Provincial, Regional and Town planning policy;
- 2. The proposal meets all of the technical requirements of the affected Civic Departments and all other agencies;
- 3. The proposed land use is compatible with surrounding commercial, residential and institutional uses;
- 4. The proposed land use provides commercial uses as directed by the Boyne Survey Secondary Plan and Secondary Mixed Use policies therein and contributes to achieving a complete community;
- 5. The proposed development represents human-scale and efficient development consisting of a mix of commercial uses which are compact, accessible to pedestrians and accessible by transit services.

REPORT

Background

<u>Owner:</u> Milton Thompson Developments Limited & Mazmik Developments Limited, 5400 Yonge Street, Toronto, ON. M2N 5R5.

<u>Applicant:</u> Glen Schnarr & Associates, 10 Kingsbridge Garden Circle, Suite 700, Mississauga, ON. L5R 3K6.

Location: The subject lands are located at the south side of Louis St. Laurent Avenue between Thompson Road South and the future Kennedy Circle extension within the Boyne Survey Secondary Plan. Surrounding land uses include an existing commercial plaza, restaurant and Bristol District Park to the north, future commercial and high density residential to the west, a future secondary school to the east and future high density development to the south.



Background

Proposal:

Application was initially made for a Zoning By-law Amendment in 2014 to accommodate the development of the lands for the purpose of a commercial/retail plaza. However, due to policies within the Boyne Survey Secondary Plan which required the high density residential component of the lands to proceed at the same time as the commercial portion, the application sat dormant. Since that time, the policy framework has been modified and allows for the developments to proceed individually. As such, the application was resubmitted for review. Specifically, the application proposes to change the existing Future Development (FD) zone to a site specific Secondary Mixed Use Commercial (C2*313) zone and an Open Space (OS) zone.

Figure 3 illustrates the proposed commercial development. The development consists of six (6) commercial buildings, including a retail/grocery store (Building "A"), two proposed banks (Buildings C & D) and a building with an associated drive through (Building "E") with a total gross floor area of 7,878 square metres (84,807 square feet) and 334 surface parking spaces. Access to the site is proposed off Thompson Road South, Louis St. Laurent Avenue and Kennedy Road. Along the southern edge of the subject lands, the applicants are providing a 4 metre wide multi-use pathway, which will be transferred to the Town of Milton upon construction.

The following reports and supporting materials have been submitted in support of the application and are currently under review:

- Proposed Retail Development Site Plan (A-100), prepared by Venchiarutti Gagliardi Architect Inc., rev. 15, dated February 18, 2022;
- Functional Servicing and Stormwater Management Report, prepared by Counterpoint Engineering Inc., dated January 2022;
- Geotechnical Investigation Revision, prepared by Terraprobe Inc., dated August 11, 2020;
- Phase Two Environmental Site Assessment, prepared by Terraprobe Inc., dated November 22, 2019;
- Reliance Letter for Region of Halton, prepared by Terraprobe Inc., dated February 23, 2021;
- Reliance Letter for Town of Milton, prepared by Terraprobe Inc., dated February 23, 2021;
- Traffic Impact Study, prepared by GHD, dated February 11, 2022;
- Tree Assessment Report, prepared by Ron Koudys Landscape Architects, dated February 18, 2022;
- Updated Draft Implementing Zoning By-Law, prepared by GSAI dated February 2021;



Background

- Urban Design Brief Update, prepared by Michael Spaziani Architect Inc., dated November 16, 2021;
- Pedestrian South Pathway Plan, prepared by Ron Koudys Landscape Architects, dated October 2020

Planning Policy

The subject lands are designated Secondary Mixed Use Node as shown on Schedule A -Urban Area Land Use Plan of the Town's Official Plan. Secondary Mixed Use Nodes will generally include between 9,300 and 13,935 square metres of commercial uses. Secondary Mixed Use Nodes may also include office employment uses, a full range of medium II and high density residential development, and Civic, recreational, cultural, entertainment and institutional uses, including secondary schools. Park uses will also be permitted.

Section 3.6.3.1 states that development within the Secondary Mixed Use Nodes shall be permitted subject to the following criteria:

- a) The submission of a development plan which demonstrates to the satisfaction of the Town that the proposed development can be integrated with existing and proposed uses of adjacent lands, including lands outside of the Secondary Mixed Use Node designation;
- b) The proposed development complies with the Community-wide policies of Section 2.0 of the Plan;
- c) Where the proposed total commercial floor space exceeds 9,300 square metres submission of a market impact analysis which shall incorporate actual sales data where possible, and that demonstrates that the proposed commercial use will not have a detrimental impact on the planned function of the Central Business District will be required; and
- d) The provision of any other study that the Town will require.

Additionally, Section 3.6.2.2 states that developments within Secondary Mixed Use Nodes will require special design standards to ensure their integration with surrounding developments, while still fulfilling their role. In particular, such areas shall:

- a) Be oriented to public streets and have a strong street presence;
- b) Incorporate landmarks such as church spires, fountains or public art;
- c) Give consideration in design and development to the creation of an environment which is comfortable for the pedestrian and transit supportive.

It is the opinion of Planning staff that the development proposal is consistent with the above direction in the Town's Official Plan. The site has been designed in accordance with the Boyne Survey Secondary Plan and has been designed to be compatible and be



Background

integrated with both the future high density residential site to the south and the future secondary school to the east. As part of the development, the applicant will construct and transfer to the Town a 4.0 metre wide multi-use path which will provide a connection from Thompson Road South to Kennedy Circle, providing pedestrian access for the commercial, future residential and secondary school use. As outlined in the Urban Design Brief submitted in support of the application, the site has been designed to have the buildings sited along the street edges in order to provide a strong street presence and pedestrian access is provided, not only through the east-west multi-use path, but also through the proposed sidewalk network internal to the site, as well as via sidewalks along Thompson Road, Louis St. Laurent and Kennedy Circle.

Additionally, Louis St. Laurent Avenue is identified as an intensification corridor, as shown on Schedule K- Intensification Areas. Intensification Corridors are defined as "Intensification Areas identified along major roads, arterials or higher order transit corridors that have the potential to provide a focus for high density mixed use development consistent with planned transit service levels".

The lands are located within the Boyne Survey Secondary Plan and are designated Secondary Mixed Use Node area as shown on Schedule C.10.C - Boyne Survey Secondary Plan Land Use Plan. Among other uses described within Section C.10.5.5.1 of the Secondary Plan, single storey commercial buildings are permitted, however commercial buildings with additional height and density is strongly encouraged. In addition to the policies within the parent Secondary Mixed Use Node described above, Section C.10.5.5.1 also contains guidance for development within the Secondary Mixed Use Nodes. These development guidelines include: encouraging a variety of building heights and forms, locating buildings close to the street lines and massed at intersections to create a strong street edge, locating surface parking away from the street line and designing development to facilitate access to public transit. It is the opinion of staff that the proposed commercial development conforms to the direction of the Boyne Survey Secondary Plan. The proposed buildings are massed along the street frontages of Thompson Road, Louis St. Laurent and Kennedy Circle, creating a strong street edge that also screens the surface parking provided on-site. With regard to transit, the subject lands are currently served by Transit Route 4 - Thompson/Clarke, with an existing bus stop located in close proximity to the northeastern corner of the property.

In conclusion, staff reviewed the application in relation to the policies of the Provincial Policy Statement, the Growth Plan, the Halton Region Official Plan, the Town of Milton Official Plan and the Boyne Survey Secondary Plan. Town staff and our agency partners are satisfied that the application for the zoning by-law amendment as presented through this report, conform to the applicable Provincial, Regional and Town land use planning policies and regulations.



Background

Zoning By-law 016-2014, as amended

The subject lands are currently zoned Future Development (FD) which does not permit the proposed land use. The current Zoning By-law Amendment application proposes to rezone the subject lands from the current Future Development (FD) Zone to a site specific Secondary Mixed Use Commercial (C2*313) zone and an Open Space (OS) zone to accommodate the proposed commercial plaza as well as a pedestrian walkway. The site specific zoning addresses a reduction in parking, setbacks and other provisions required to accommodate the proposed development.

Site Plan Control

Should the applications be approved, the applicant will require site plan approval prior to the issuance of a building permit and commencement of any development. The applicant has submitted a site plan application (SP-13/21) and detailed site plan drawings to the Town to address such matters as access, site design (including parking, pedestrian circulation, accessibility, fire truck access, and garbage disposal), lot grading and drainage, lighting and landscaping. The applicant will be required to enter into a site plan agreement with the Town and provide securities to guarantee the completion of works in accordance with the approved drawings.

Discussion

Public Consultation and Review Process

Notice for the public meeting was provided pursuant to the requirements of the Planning Act on May 6, 2021 and the statutory public meeting was held May 31, 2021. No members of the public spoke at the public meeting, nor have staff received any written correspondence received regarding the proposal.

Agency Consultation

The concept plan, zoning by-law amendment and all supportive documents were circulated to both internal and external commenting agencies. Halton Region, Town Departments, School Boards and other agencies offered no objection to the application. Agencies will continue to work with the applicants through the detailed site plan approval process.

Summary of Issues

Drive-Through Queuing

Planning and Traffic staff had expressed concern with the amount of queuing spaces provided in relation to the proposed drive-through restaurant (Building "E"). Based on the initial concept presented at the Public Meeting, the drive-through did not contain sufficient



Discussion

queuing to satisfy the Town's Zoning By-law and staff have been consistent in not reducing the minimum amount required. The applicant has subsequently revised their application and now meets the minimum required queuing as requested under the Town's Zoning Bylaw. Furthermore, the Traffic Impact Study submitted by the applicant in support of the application contains an analysis of the proposed drive-through and concluded that the proposed queuing would be adequate for the subject site and should there be an occurrence where the stacking exceeds the 10 spaces, only the drive aisle adjacent to the drive-through lane would be impacted and there would be no impact to the overall site circulation.

Pedestrian walkway

The Boyne Survey Secondary Plan had proposed an east/west collector road between Thompson Road South and Kennedy Circle, located to the south of the proposed commercial plaza. Through a subsequent review of a Traffic Impact Study submitted by the area landowners and peer reviewed at their expense, it was determined that a 20m right of way was not warranted but rather a multi-path pedestrian walkway would be sufficient to provide additional access through the area. The applicant will be required to design and construct the pathway to the Town's satisfaction and dedicate the lands to the Town through the related Site Plan Approval.

Traffic Impact and Parking

In support of the application, a Traffic Impact Study, prepared by GHD, has been submitted and reviewed by the Town's Transportation section. The report indicates that the subject development is expected to generate approximately 403 new two-way vehicle trips during the AM peak hour and 566 new trips during the PM peak. During the Saturday peak hour, it is expected to generate 979 new two-way vehicle trips consisting of 493 inbound and 486 outbound trips. The study concluded that the site traffic generated from the subject development is expected to have a nominal impact on the intersections in the study area. As well, the study examined the proposed parking supply and found that the 334 parking spaces, provided at a rate of 1 space per 22.3 square metres of gross floor area, are expected to exceed the projected peak parking demand of the site based on the ITE Parking Generation Manual and the parking demand generated by the two proxy sites with similar commercial tenants (done prior to the COVID19 pandemic). The Town's Transportation section has reviewed the Traffic Impact Study and concurs with its conclusions.

Site Plan Approval

Prior to the issuance of Building Permits and development occurring on the subject lands, the applicants will be required to receive Site Plan Approval.



The Corporation of the Town of Milton

Report #: DS-029-22 Page 8 of 8

Discussion

Conclusion

The proposal meets the technical requirements of the Town and the affected external agencies and is considered appropriate and compatible with the surrounding land uses. Based on the foregoing, staff recommends that the application be approved and the draft by-law attached to this Report be adopted by Council.

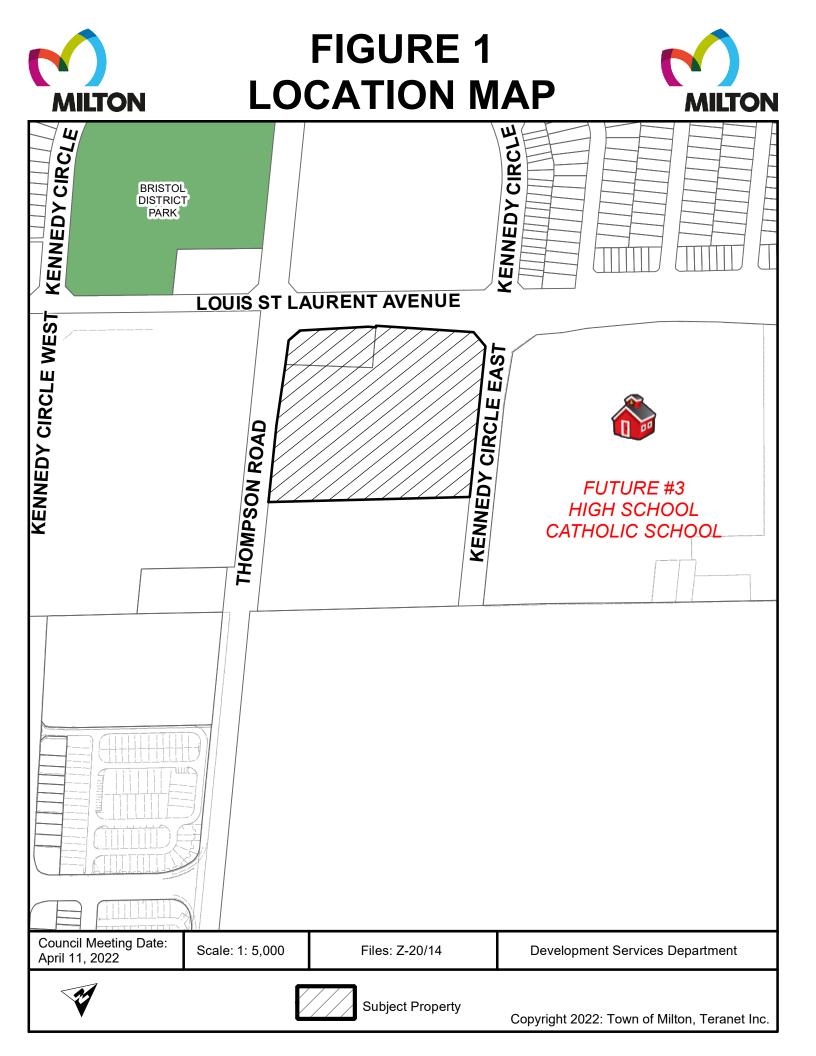
Financial Impact		
None arising from this report.		
Respectfully submitted,		
Jill Hogan Commissioner, Development Ser	vices	
For questions, please contact:	Aaron Raymond, Senior Planner	Phone: Ext. 2313
Attachments		
Figure 1 - Location Map		
Figure 2 - Concept Plan		

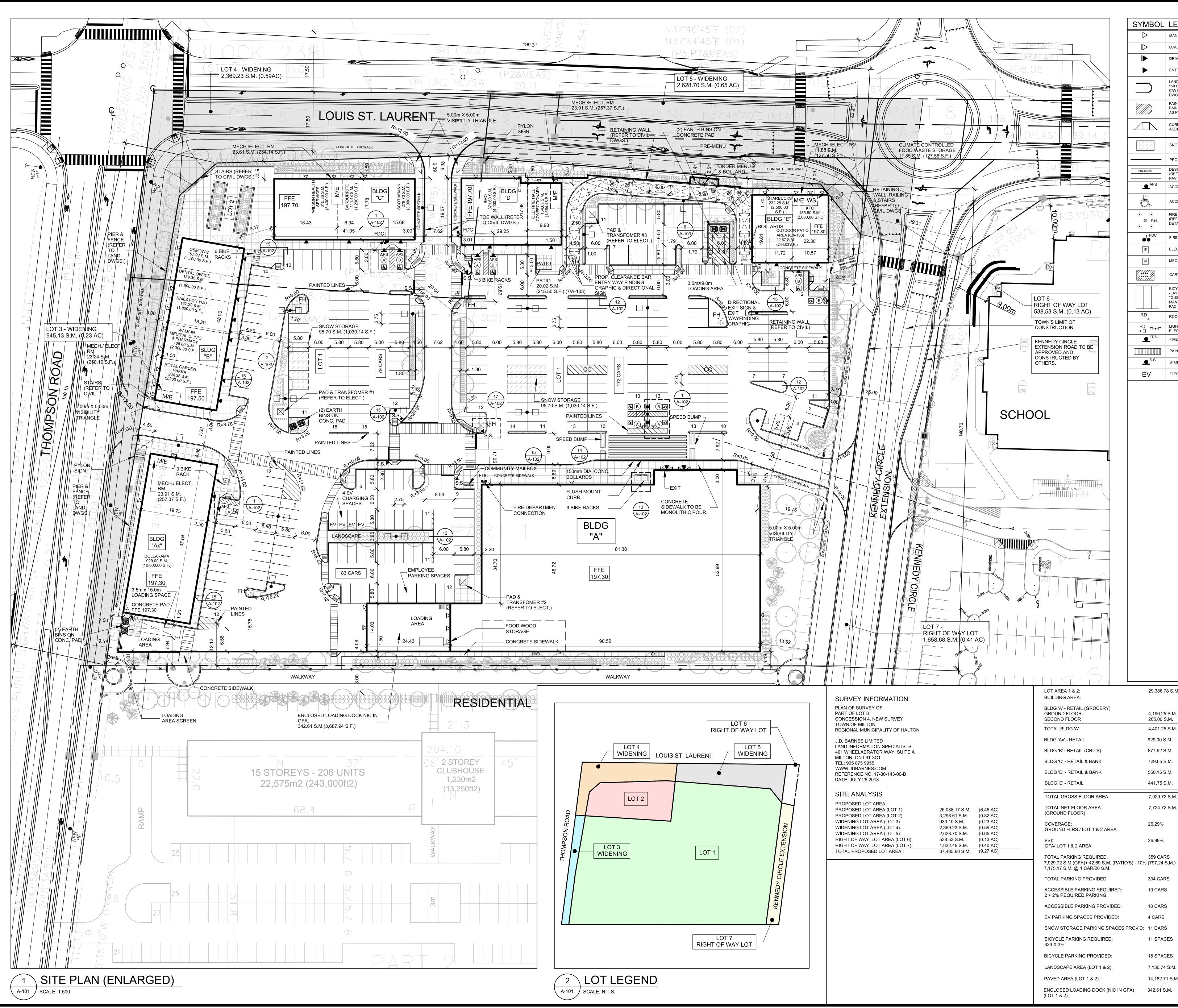
Appendix 1 - Draft Zoning By-law Amendment

CAO Approval Andrew M. Siltala Chief Administrative Officer

Recognition of Traditional Lands

The Town of Milton resides on the Treaty Lands and Territory of the Mississaugas of the Credit First Nation. We also recognize the traditional territory of the Huron-Wendat and Haudenosaunee people. The Town of Milton shares this land and the responsibility for the water, food and resources. We stand as allies with the First Nations as stewards of these lands.





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PROJECT

26.29%

26.98%

359 CARS

334 CARS

10 CARS

10 CARS

4 CARS

11 SPACES

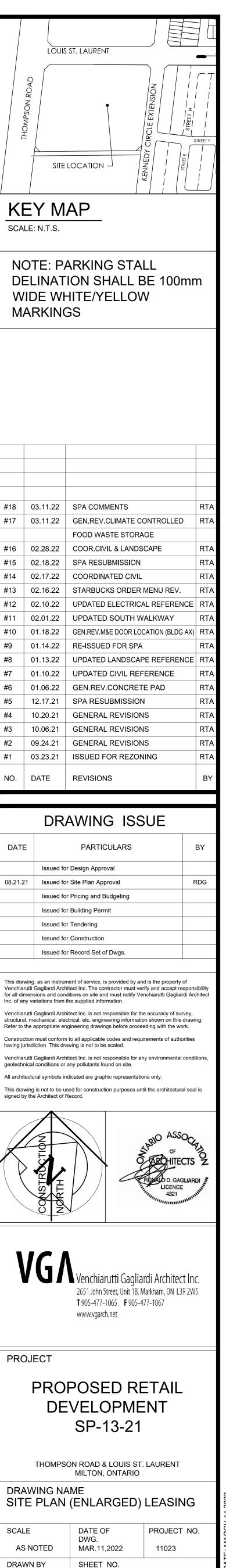
18 SPACES

7,136.74 S.M. (24.29%)

14,182.71 S.M. (48.25%)

342.61 S.M. (1.17%)

SCALE DRAWN BY RTA CHKD BY RDG



W:\11023 - Milton - Thompson Rd\2. Drawings\2.5.1. Architectural\SPA & ZBA\Site Plan\2022\03.11.22

A-101

APPENDIX 1 DS-029-22

THE CORPORATION OF THE TOWN OF MILTON

BY-LAW NO. 0XX-2022

BEING A BY-LAW TO AMEND THE TOWN OF MILTON COMPREHENSIVE ZONING BY-LAW 016-2014, AS AMENDED, PURSUANT TO SECTION 34 OF THE PLANNING ACT IN RESPECT OF THE LANDS DESCRIBED AS PART OF LOT 8, CONCESSION 4, FORMER GEOGRAPHIC TOWNSHIP OF TRAFALGAR, TOWN OF MILTON, REGIONAL MUNICIPALITY OF HALTON (MILTON THOMPSON DEVELOPMENTS LIMITED AND MAZMIK DEVELOPMENTS LIMITED) TOWN FILE: Z-20/14

WHEREAS the Council of the Corporation of the Town of Milton deems it appropriate to amend Comprehensive Zoning By-law 016-2014, as amended;

AND WHEREAS the Town of Milton Official Plan provides for the lands affected by this by-law to be zoned as set forth in this by-law;

NOW THEREFORE the Council of the Corporation of the Town of Milton hereby enacts as follows:

- **1.0 THAT** Schedule A to Comprehensive Zoning By-law 016-2014, as amended, is hereby further amended by changing the existing Future Development (FD) zone symbol to a site specific Secondary Mixed Use Commercial (C2*313) and Open Space (OS) zone symbol on the land shown on Schedule A attached hereto.
- **2.0 THAT** Section 13.1.1 of Comprehensive Zoning By-law 016-2014, as amended, is hereby further amended by adding Section 13.1.1.313 to read as follows:

Notwithstanding any provisions of the By-law to the contrary, for lands zoned Secondary Mixed Use Commercial (C2*313) the following standards and provisions shall apply:

- 1. <u>Special Zone Provisions:</u>
 - a) For the purposes of the By-Law, Thompson Road shall be considered the front lot line.
 - b) For the purposes of the By-Law, the two separate lots comprising this commercial site, being the lands shown as Part 1 on Plan 20R-21186 and lands known municipally as 1105 Thompson Road, shall be considered one lot.
 - c) Minimum Front Yard Setback: 3.0 metres

- d) Minimum Interior Side Yard setback: 4.0 metres
- e) Minimum Exterior Side Yard setback: 3.0 metres
- f) Minimum GFA for all buildings combined: 7,929 square metres
- g) Minimum Landscape Buffer abutting a street line:
 - a. Abutting northeast daylight triangle: 0.12 metres
 - b. Abutting northwest daylight triangle: 0 metres
 - c. Abutting street lines in all other locations: 1.5 metres
- h) Minimum parking requirement: 1 space per 22.3 square metres of gross floor area
- i) Notwithstanding Section 4.18 vi), a restaurant patio shall be setback a min 0.0 metres from a parking area.
- j) Notwithstanding Section 5.18.4, the minimum setback for a queuing lane to a street line shall be 3.0 metres and the minimum setback from a voice order box to a street line shall be 2.5 metres
- k) Notwithstanding Section 5.11.1 to the contrary, a loading space or area shall be setback a minimum of 4.0 metres from an adjacent residential zone and a minimum of 3.0 metres from a street line;
- I) Notwithstanding Section 5.1 (ix), a loading space may be provided inside a building enclosure.
- m) Notwithstanding Section 5.11 Table 5J, a minimum of 3 loading spaces shall be provided on site.
- n) Notwithstanding Section 5.12 Table 5L to the contrary, a parking area is permitted a minimum setback of 0.0 metres to the enclosed loading area portion of the Food Store.
- **3.0** If no appeal is filed pursuant to Section 34(19) of the *Planning Act*, R.S.O. 1990, c. P.13, as amended, or if an appeal is filed and the Ontario Land Tribunal dismisses the appeal, this by-law shall come into force on the day of its passing. If the Ontario Land Tribunal amends the by-law pursuant to Section 34 (26) of the *Planning Act*, as amended, the part or parts so amended come into force upon the day the Tribunal's Order is issued directing the amendment or amendments.

PASSED IN OPEN COUNCIL ON APRIL 11, 2022

Mayor

G.A. Krantz

_____ Town Clerk

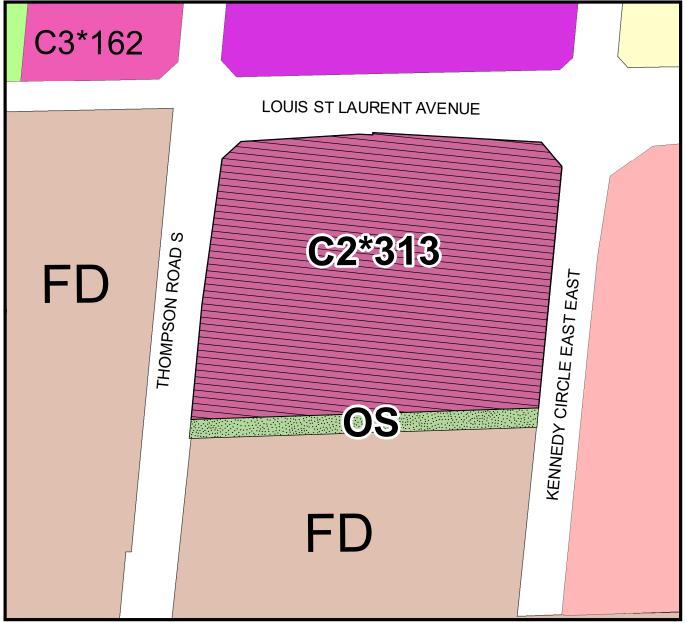
Meaghen Reid

SCHEDULE A TO BY-LAW No. -2022

TOWN OF MILTON

PART LOT 8 CONCESSION 4 TRAFALGAR NEW SURVEY

Town of Milton



THIS IS SCHEDULE A TO BY-LAW NO._____ PASSED THIS __ DAY OF _____, 2022.

C2*313 - Secondary Mixed Use Commercial Zone

MAYOR - Gordon A. Krantz