2201 Markham Rd- Zoning Amendment Application – Final Report

Date: March 13, 2014

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: Ward 42 – Scarborough-Rouge River [or All]

Reference Number: 13 225209 ESC 42 OZ

SUMMARY

This application proposes to amend the Zoning By-law to permit the development of a portion of the vacant site known as 2201 Markham Road (the "Subject Property") with a new vehicle dealership featuring vehicle service facilities, offices and a showroom and sales area.

The introduction of a vehicle dealership use on the property is consistent with the Employment Areas policies in the Toronto Official Plan. The vehicle service, sales and office components represents an appropriate form of development on the subject lands and will support the economic function of the area by providing full time employment opportunities (up to 30 jobs).

This report reviews and recommends approval of the application to amend the Zoning By-law.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend Employment Districts Zoning By-law No. 24982 for the lands at 2201 Markham Road substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 6 to the Report dated March 13, 2014
2. City Council amend City-Wide Zoning By-law No. 569-2013 for the lands at 2201 Markham Road substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 7 to the Report dated March 13, 2014.

3. Before introducing the necessary Bills to City Council for enactment, City Council require that the owner of 2201 Markham Road demonstrate proof of clearance from the Ministry of Tourism, Culture and Sports on the results of the Stage 3 & 4 Archaeological Assessments.

4. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.

Financial Impact
The recommendations in this report have no financial impact.

DECISION HISTORY
Scarborough Community Council adopted a preliminary report for this application on November 19, 2013, which provided background information on the proposal and recommended that a community consultation meeting be held and public notice given in accordance with the requirements of the Planning Act. The preliminary report is available at the following link: http://www.toronto.ca/legdocs/mmis/2013/sc/bgrd/backgroundfile-63155.pdf

In September 2013, the Committee of Adjustment approved an application for consent to sever a portion of 2201 Markham Road to create a new 7,084 square metre (76,251 square foot) lot for a proposed medical/dental office. The lot division plan included with the application (See Attachment 1- Composite Site Plan) showed the conveyed lot for the medical/dental office, a shared private driveway, and the draft boundaries for three other new parcels.

The applicant has since submitted two related consent applications (No. B009/14SC & B010/14SC) in order to create a new lot (the "Site") for the proposed vehicle dealership, and to establish easements and rights-of-way for access, sanitary and storm sewers. The proposed lot has an area of 6,099.6 square metres (1.5 acres), and approximately 83.2 metres (273 feet) of frontage along Markham Road.

ISSUE BACKGROUND
Proposal
The application proposes to re-zone a portion of the Subject Property to permit a 1,481 square metre (15,941 square foot) new vehicle dealership. The front half of the building containing a double height vehicle showroom, mezzanine and partial second storey is 7.3 metres (24 feet) in height, while the rear half of the building containing vehicle service facilities is 5.5 metres (18 feet) in height (See Attachment 3- Elevations). Two-way entrances from Markham Road and the proposed private driveway immediately north of the Site will provide access to the 52 parking spaces located in the parking area behind the main front wall of the building. The building has been situated close to the sidewalk and is flanked by two vehicle display pads to generate visual
interest along the frontage. A concrete pathway creates a direct pedestrian link between the main entrance and the adjacent public sidewalk. 21% of the Site will be covered by soft landscaping, including a mix of deciduous shrubs, grasses and 35 large-growing shade trees surrounding the perimeter of the Site.

One loading space is proposed for the south side of the building, and is screened from view by a one storey extension of the showroom (See Attachment 2- Site Plan).

Over the long term, the applicant intends to redevelop the Subject Property in its entirety. The plan is to create three lots with frontage along Markham Road and one lot to the rear, all of which would share access to a proposed private driveway (See Attachment 1- Composite Site Plan). The planned development includes a medical/dental office on the most northerly parcel, and the new vehicle dealership on the middle parcel. A tenant for the south parcel has not yet been secured. The retained lands to the rear are to be utilized for a trucking operation.

Site and Surrounding Area
The Subject Property is an irregularly shaped 4.1 hectare (10.1 acre) site, located south of Finch Avenue East, with 204 metres (668 feet) of frontage on the east side of Markham Road. The portion of the lot proposed to be re-zoned is 6,099.6 square metres (1.5 acres) in size, with 83.2 metres (273 feet) of frontage (See Attachment 1- Composite Site Plan). The Subject Property is currently vacant with the exception of a several existing trees along the frontage.

Abutting uses include the following:

North: To the north of the Subject Property is a large, one storey industrial complex occupied by Cinram.
South: To the south is a large one storey industrial building, occupied by Solo Cups.
East: At rear of the Subject Property is an existing channelized tributary of the East Highland Creek. On the other side of the feature are industrial users fronting onto Melford Drive.
West: On the west side of Markham Road is a one storey building with retail showrooms for manufacturing uses and warehouse units

Provincial Policy Statement and Provincial Plans
The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and protecting public health and safety. City Council’s planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council’s planning decisions are required by the Planning Act, to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.
Official Plan

The Subject Property is designated Employment Areas on Map 22 of the Official Plan, and is subject to the accompanying policies and development criteria under Section 4.6. Employment Areas are an important part of the City's growth strategy, and are defined as places of business, economic activity and job growth. The general list of uses that support this function include offices, manufacturing, warehousing, distribution, research and development facilities, parks, hotels, restaurants and small scale stores and services for area businesses and workers.

The proposal is subject to the development criteria for Employment Areas as well as the general built form policies listed under section 3.1.2. Relevant policies include aligning the building parallel to the street edge, creating an entrance that is clearly visible and accessible from the sidewalk, providing adequate landscaping within the building setbacks and adequate parking and loading on site.

The property is also within an "Employment District" according to the Official Plan's Urban Structure Map. The Employment Districts designation is overlaid on strategic clusters of Employment Areas to provide additional policy protection. Lands within Employment Districts are reserved exclusively for economic activity in order to provide a range of employment opportunities for Toronto residents, maintain the City's tax base, as well as attract new and expand existing employment clusters.

Emerging Policy

On December 18, 2013, City Council adopted Amendment No. 231 to the Official Plan, which strengthened Employment Districts policies concerning the protection and preservation of strategic areas for employment uses, and replaced the classification "Employment Districts" with "Employment Areas". In addition to amending the Urban Structure section of the Official Plan, the Land Use designation Employment Areas has been replaced with two new land use categories: Core Employment Areas and General Employment Areas. 2201 Markham Road is designated Core Employment Areas, which applies to lands largely in the interior of Employment Areas. Core Employment Areas are protected for primary employment functions including: manufacturing, warehousing, wholesaling, transportation facilities, offices, research and development facilities, utilities, industrial trade schools, media facilities and vertical agriculture. Vehicle Dealerships are permitted under the General Employment Areas designation, which applies mainly to lands at the periphery of Employment Areas along major roads. This application predates the adoption of OPA 231, which is not yet in force and is relevant but not determinative.

Zoning

Employment Districts Zoning By-law No. 24982

The Subject Property is zoned Industrial Zone (M) under the Employment Districts Zoning By-law 24982 and is subject to Site Specific Exceptions 355 and 502, which provide additional use permissions. Permitted uses include:

- Day nurseries;
- Educational & training facility uses;
- Industrial Uses;
- Offices, excluding medical and dental offices;
- Places of Worship
- Recreational Uses;
- Home furnishing design centre uses;

Vehicle dealerships are not currently permitted.

**City-Wide Zoning By-law 569-2013**

The Subject Property is currently zoned Employment Industrial (E) under City-wide Zoning By-Law No. 569-2013 and is subject to Site Specific Exception No. 176, which prohibits parking in the front yard. The Employment Industrial zoning generally permits manufacturing uses, warehousing, wholesaling, offices, industrial sales and services and associated ancillary uses associated with industrial processes. (See Attachment 4 – Zoning). Vehicle dealerships are not currently permitted.

**Site Plan Control**

The proposal is subject to site plan control. An application for Site Plan Approval (Application No. 13 225205 ESC 42 SA) was submitted with the Zoning By-law Amendment application and is being reviewed concurrently.

**Reasons for Application**

The subject lands are located within an Industrial Zone (M) under the Employment Districts Zoning By-law No. 24982 and Employment Industrial (E) Zone under City-wide Zoning By-Law No. 569-2013. An amendment to the zoning by-law is required to permit a vehicle dealership.

**Community Consultation**

A community consultation meeting was scheduled with the local councillor and held on December 9, 2013 at the Chinese Cultural Centre of Greater Toronto. No members of the public attended the meeting. No written submissions on the application were received.

**Agency Circulation**

The application was circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate By-law standards.

**COMMENTS**

**Provincial Policy Statement and Provincial Plans**

The proposal is consistent with the Provincial Policy Statement. It creates a more efficient use of land and infrastructure by intensifying an existing vacant parcel on a major arterial road served by public transit. The mixture of functions within the building will provide for different employment opportunities essential to the operation of the dealership. The re-zoning will
facilitate the further subdivision of the Subject Property into suitable sites for employment uses, and the re-development of a property that has been vacant for years.

The proposal conforms to and does not conflict with the Growth Plan for the Greater Golden Horseshoe by introducing a new employment use on an underutilized lot along a major arterial road serviced by public transit.

**Official Plan**

Notwithstanding the general list of uses permitted in Employment Areas, the Official Plan advocates a "broad and inclusive approach" to employment uses. Vehicle dealerships, which typically contain sales and management offices, vehicle maintenance facilities and a retail showroom provide a variety of full-time employment opportunities and are a permitted use in Employment Areas. As an auto-oriented land use with some nuisance impacts, vehicle dealerships are compatible with Employment Areas. In addition to being compatible with its surroundings, the proposed vehicle dealership will generate up to 30 new full time jobs.

Although 2201 Markham Road is designated Core Employment Areas by Official Plan Amendment 231, the property is located on a major road, directly across the street from a 1-storey building designated General Employment Areas. Official Plan Amendment No. 231 was not approved policy at the time of the application and is not yet in force and effect, pending review and approval by the Ministry of Municipal Affairs & Housing.

**Land Use**

The proposal is in an appropriate location for a vehicle sales operation considering its location on a major road in close proximity to industrial, warehousing and accessory retail uses along Markham Road. There are currently industrial properties northwest of the Site with permissions for vehicle sales and repair operations.

**Built Form & Urban Design**

The proposal has been revised from the original presented in the October 28, 2013 Preliminary Staff Report in response to staff comments. The building has been slightly increased in size from 1,343 square metres (14,456 square feet) to 1,481 square metres (15,941 square feet). It has been shifted 5.6 metres (18.4 feet) south and 1.6 metres (5.2 feet) west to create space for two barrier-free parking spaces on the north side of the building. Loading area and service aisles have been moved to the rear of the building.

Section 3.1.2 of the Official Plan outlines policies intended to influence the built form of new development to create a more livable, vibrant and beautiful city. New development is reviewed for adherence to these policies to ensure that it respects and improves the existing character of the surrounding area:

- The proposed building has been located parallel to Markham Road, with a front yard setback ranging from 3 metres (10 feet) and 5.93 metres (19 feet) in order to frame the adjacent public street and sidewalk;
The building entrance is clearly visible and accessible from the street frontage, with a direct and accessible pedestrian connection to the sidewalk;
The ground floor showroom has views onto the adjacent public street and sidewalk;
Surface parking, loading and service areas are situated behind the main front wall of the building;
The double height showroom located close to Markham Road represents an appropriate massing for this street. The exterior façade is composed of a mixture of anodized aluminum cladding and clear glazing, which will complement the existing and planned context;
Landscaping improvements are proposed in the setbacks to creative attractive transitions between the public and private realm.

Section 4.6 of the Official Plan outlines a number of built form criteria specifically applied to new development in Employment Areas. The criteria ensure that new development contributes to the creation of competitive, attractive and highly functional Employment Areas:

- The proposed development provides adequate parking and loading on site, in compliance with the standards in City-wide Zoning By-law 569-2013;
- Parking, loading and service areas are well screened by landscaping when viewed from the adjacent streets.

Urban Design staff reviewed the initial submission and requested additional trees along the south property line. The applicant has complied with the request in the most recent submission. Other improvements to the site design include the elimination of a proposed drive-thru service aisle along the southerly site frontage, which improves the appearance of the building from the street. The building is located close to the sidewalk, and is framed by two vehicle display pads buffered from the property line by landscaping. The combination of landscaping, vehicle display areas and clear glazing on the facade will add visual interest to this section of Markham Road. A row of existing mature trees along the frontage will be preserved.

Any outstanding urban design issues will be resolved through the Site Plan Approval process.

Heritage Preservation
The property is within an area of archaeological potential. The applicant initially conducted a Stage 1 and 2 archaeological assessment, which identified a mid-19th century Euro-Canadian domestic site on the south portion of the Subject Property outside the boundaries of the vehicle dealership lot. Based on comments from Heritage Preservation Staff, the applicant commissioned a Stage 3 assessment, which evaluated the size, nature and integrity of the deposit and recommended a Stage 4 assessment to address development impacts through mitigation. Because of the location of the archaeological site, stage 4 mitigation consisted of the excavation and removal of all artifacts on the Site in accordance with provincial standards.

All four Archaeological Assessments were submitted to the Ministry of Tourism, Culture & Sports for acceptance and approval. The Ministry is undertaking an expedited review of the reports to be concluded on March 25. As a result, staff recommend that the Bills not proceed to
City Council until Heritage Staff confirm receipt of a concurrence letter from the Ministry of Tourism, Culture & Sports.

**Traffic Impact, Access & Parking**

**Parking & Access**
The applicant has proposed 52 parking spaces on the Site, a quantity which complies with the minimum requirement of 1 space per automotive vehicle licensed for sale in the existing Employment Districts Zoning By-law Number 24982. The proposed parking quantity exceeds the minimum standard of 3 parking spaces per 100 square metres in the City-Wide Zoning By-law 569-2013 for a "Vehicle Dealership" and the minimum standard of 3.5 parking spaces per 100 square metres for "Vehicle Service Shops" and "Vehicle Repair Shops". There is no maximum parking requirement in the City-wide Zoning By-law for vehicle dealerships in this area of the City.

A right-in right-out driveway will provide direct access to the Site from Markham Road. An existing centre median will be extended to prohibit southbound traffic from making left turns into the Site at this access point. Southbound traffic travelling to the vehicle dealership can access the Site by making a left turn at the new signalized intersection near the mouth of the private cul-de-sac. The applicant has submitted a consent application (Application No. B010/14SC) to establish reciprocal access easements over the shared driveway in favour of each of the proposed parcels.

**Traffic Impacts**
In support of the future redevelopment of the entire site, including the proposed medical/dental office, the applicant submitted a Traffic Impact Study, which concluded that the area street network and intersections will continue functioning at acceptable levels under the ultimate development scenario.

Engineering & Construction Services staff have received financial securities from the applicant through consent application B033/13SC to secure signal retiming analysis and modifications, as well as for the design and construction of the new signalized intersection at the entrance to the private driveway bordering the Site to the north.

**Site Servicing**
The applicant submitted a Site Servicing and Stormwater Management Report in support of the application. Engineering and Construction Services Staff have reviewed both reports and found them to be acceptable. Further refinements to the reports are expected during the Site Plan Approval process.

**Toronto Green Standard**
City Council adopted the Toronto Green Standard (TGS) in 2009. The TGS is a two-tiered set of environmental performance standards applying to all new development, which includes categories such as cycling infrastructure, urban heat island reduction, water efficiency and the urban forest. Tier 1 is required for all new development, while Tier 2 is a voluntary higher-level standard.
The applicant is required to meet Tier 1 of the TGS. Community Planning and Urban Design staff will refer to the TGS when reviewing the Site Plan Control Application.

**Conclusion**
The application is consistent with Official Plan policies for a property designated *Employment Areas*. The proposed employment use will facilitate the intensification of a vacant site along a major arterial road well served by transit, and generate up to 30 new jobs. It provides a built form that is compatible with surrounding buildings and implements many of the Built Form policies of the Official Plan. Planning Staff recommend that the proposed Zoning Amendment Application be approved.

**CONTACT**
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E-mail: jlyon@toronto.ca

John O'Reilly, Assistant Planner  
Tel. No. (416) 396-5279  
E-mail: joreill@toronto.ca

**SIGNATURE**

____________________________
Raymond David, Director  
Community Planning, Scarborough District

**ATTACHMENTS**
Attachment 1: Composite Site Plan  
Attachment 2: Site Plan  
Attachment 3: Elevations  
Attachment 4: Zoning  
Attachment 5: Application Data Sheet  
Attachment 6: Draft Zoning By-law Amendment (By-law 24982)  
Attachment 7: Draft Zoning By-law Amendment (By-law 569-2013)
Attachment 1: Composite Site Plan

Composite Site Plan

2201 Markham Road

File #: 13225209
ESC 42 OZ
Attachment 2: Site Plan
Attachment 3: Elevations

North Elevation

South Elevation

East Elevation

West Elevation

Markham Road

Elevations

Applicant’s Submitted Drawing

Not to Scale

3/4/14

2201 Markham Road

File #: 13 225209 ESC 42 OZ
# Attachment 5: Application Data Sheet

## APPLICATION DATA SHEET

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<td>Application Date</td>
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**Municipal Address:** 2201 MARKHAM RD  
**Location Description:** SCARBOROUGH CON 3 PT LOT 18 RP 66R23795 PART 1 **GRID E4205  
**Project Description:** A new vehicle dealership containing vehicle service facilities, offices and a showroom. See concurrent Site Plan application 13 225207 ESC 42 SA.

**Applicant:** EVANS PLANNING  
**Agent:** Kohn Partnership Architects  
**Architect:**  
**Owner:** JESK ENTERPRISES LIMITED

## PLANNING CONTROLS

- **Official Plan Designation:** Employment Areas  
- **Zoning:** Employment Industrial Zone (E)  
- **Height Limit (m):**  
- **Site Specific Provision:**  
- **Historical Status:**  
- **Site Plan Control Area:** Y

## PROJECT INFORMATION

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**Total**  
- **Height:** Storeys: 2  
- **Metres:** 7.32  
- **Parking Spaces:** 52  
- **Loading Docks:** 0

## DWELLING UNITS

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## CONTACT:

- **PLANNER NAME:** John Lyon, Planner  
- **TELEPHONE:** (416) 396-7018

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Staff report for action – Final Report – 2201 Markham Rd V.05/13
Attachment 6: Draft Zoning By-law Amendment (By-law 24982)

Authority: Scarborough Community Council Item ~ as adopted by City of Toronto Council on ~, 20~
Enacted by Council: ~, 20~

CITY OF TORONTO

BILL NO. ~

BY-LAW NO. ~-20~

To amend the Employment Districts Zoning By-law (Marshalling Yard) No. 24982 as amended, with respect to the lands municipally known as 2201 Markham Road

WHEREAS authority is given to Council by Section 34 of the Planning Act, R.S.O. 1990, c.P. 13, as amended, to pass this By-law; and

WHEREAS Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act;

The Council of the City of Toronto HEREBY ENACTS as follows:

1. SCHEDULE ‘A’ of the Employment Districts Zoning By-law (Marshalling Yard) No. 24982 is amended by deleting the current zoning applying to the subject lands as shown on Schedule ‘1’, and replacing it with the following, so that the amended zoning shall read as follows:


355 433

2. SCHEDULE "B", Performance Standards Chart of the Employment Districts Zoning By-law (Marshalling Yard) No. 24982 is amended by adding the following Performance Standards:

STREET YARD

937. Maximum street yard setback 6 m

PARKING- YARDS

1452. A maximum of six (6) vehicles may be displayed for sale within 6 m of the street line;
PARKING

1650. Notwithstanding the provision of CLAUSE V – GENERAL PROVISIONS Section 7.2, Table of Required Parking Rates, parking shall be provided for a Vehicle Sales Operation, Vehicle Repair Garage, Vehicle Service Garage or Vehicle Service Station at the following rates:

- **Vehicle Sales Operation:** 3.0 parking spaces for each 100m² of gross floor area
- **Vehicle Repair Garage** OR **Vehicle Service Garage** OR **Vehicle Service Station:** 3.5 parking spaces for each 100m² of gross floor area

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

ROB FORD, 
Mayor

ULLI S. WATKISS, 
City Clerk

(Corporate Seal)
Schedule '1'


Zoning By-Law Amendment

Area Affected By This By-Law
Attachment 7: Draft Zoning By-law Amendment (By-law 569-2013)

Authority: Scarborough Community Council Item ~ as adopted by City of Toronto Council on ~, 20~
Enacted by Council; ~, 20~

CITY OF TORONTO

Bill No. ~

BY-LAW No. [~, 2014]

To amend the Zoning By-law for the City of Toronto, being By-law No. 569-2013, as amended, with respect to the lands municipally known in the year 2014 as, 2201 Markham Road

WHEREAS Council of the City of Toronto has the authority to pass this By-law pursuant to Section 34 of the Planning Act, R.S.O. 1990, c. P. 13, as amended;

WHEREAS Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act;

The Council of the City of Toronto HEREBY ENACTS as follows:

1. The lands subject to this By-law are outlined by heavy black lines on Diagram 1 attached to this By-law;

2. The words highlighted in bold type in this By-law have the meaning provided in Zoning By-law No. 569-2013, Chapter 800 Definitions;

3. Zoning By-law No. 569-2013, as amended, is further amended by amending Exception 900.20.10 (176) „by adding a regulation (B) under the heading "Site Specific Provisions" so that it reads:

Site Specific Provisions:

(B) On the lands in a heavy black outline on Diagram 1 of City of Toronto By-law No [~, 2014]:

(i) a vehicle dealership is permitted;

(ii) the maximum front yard setback is 6.0 metres; and

(iii) a maximum of six (6) vehicles may be displayed for sale within 6.0 metres of the front lot line.

ENACTED AND PASSED this ~ day of ~, A.D. 20XX.

ROB FORD
Mayor

(Corporate Seal)

ULLI S. WATKISS, City Clerk

Staff report for action – Final Report – 2201 Markham Rd
V.05/13