



Municipality of North Grenville

To: Council

Meeting Date: December 10, 2025

Report Number: PD-2025-075

Report Title: ZBA-10-25 – 2973 – 2979 County Road 43

Prepared by: Phil Mosher, Deputy Director of Planning & Development

Recommendation

THAT Council holds the public meeting for the requested zone amendment, being an amendment to change the zoning at 2973-2979 County Road 43 from Shopping Centre Commercial - Exception Zone (C4-5) to Highway Commercial - Exception Zone (C3-36) to permit an expanded list of permitted uses and establish minimum gross floor area.

Executive Summary

Purpose

- To amend the zoning at the subject property from Shopping Centre Commercial – Exception Zone (C4-5) to Highway Commercial – Exception Zone (C3-36) to permit an expanded list of permitted uses and establish minimum gross floor area.

Key Findings

- The subject property is located within the County Road 43 commercial corridor and is located on lands designated Highway Commercial in accordance with Schedule “B” of the Municipal Official Plan.
- The property has been occupied by a building which has been home to a variety of businesses over the past several years. These have included TSC, Peavey Mart, and its current use as The Score.
- The property previously proceeded through a site-specific application circa 2004. Key information from the previous zoning amendment was that uses were limited based on the previous retail market area.
- A component of the current application was the submission of a Retail Market Impact Analysis. The findings of this analysis were peer reviewed on behalf of the Municipality and both of these documents are included as attachments to this report.
- Based on the findings of the submitted retail market impact analysis and peer review, planning staff are comfortable to recommend the general zone change

from C4-5 to C3-36, to facilitate an increased number of uses. However, based on the peer review, there is an outstanding matter related to the amount of gross floor area that should be devoted to grocery / supermarket retail space. Therefore, staff recommends that the public meeting be held, but that the matter be deferred pending any discussion or resolution on this point.

Financial Implications

- N/A

Background/Analysis

In support of this application, the following reports were submitted:

- **Planning Rationale** – Consilio Planning Services D’Urbanisme – received by our office October 9, 2025.
- **Change of Use, Expansion and Impact Study for a Property in North Grenville** – Shore-Tanner & Associates – July 16, 2025

While the subject Planning Rationale was able to be reviewed by the planner, the Retail Market Impact Analysis was sent for peer review. A copy of the peer review was received and is titled:

- **North Grenville – Kemptville / Retail Impact Assessment – Peer Review** – prepared by FBM and dated November 28, 2025.

History

This property was previously the subject of a site-specific zoning amendment in 2007. At that time, the amending by-law truncated uses and limited the total gross leasable floor area to 2400 m². The general nature of the property in 2007 was going from a commercial zone to a new commercial zone. Some performance standards were also imposed, related to parking, loading spaces and landscaped open space.

Since that zoning by-law was passed (5-07), the subject property has been developed and occupied by TSC, followed by Peavey Mart and now “The Score”. The property has been used as a retail store since approximately 2008.

Property

The subject property is approximately 1 hectare in area with lot frontage and depth of 101 metres and 112 metres, respectively. The subject property has frontage on County Road 43, which is considered to be a major arterial roadway within the Municipality and United Counties. It is surrounded by other highway commercial developments to the west, south and east, and is bordered by a residential subdivision (The Creek) and a watercourse to the north. Other existing uses in the area include MacEwen’s gas station, Montessori, KFC, Giant Tiger / Dollar Tree and Stinson’s.

The United Counties of Leeds and Grenville designates the subject property as “Urban Settlement Area” in accordance with its Official Plan.

The subject property is designated “Highway Commercial” in accordance with the Municipality’s Official Plan. The lands are also located within “Urban Service Area 2” and a watercourse is noted at the north end of the property. The property is currently zoned Shopping Centre Commercial – Exception Zone (C4-5).

The property is currently occupied by a 2225.5 m² commercial building which is occupied by “The Score”.

Proposal

The applicant desires to change the zoning at the subject property from Shopping Centre Commercial – Exception Zone (C4-5) to Highway Commercial – Exception Zone (C3-36). Although no changes to the building are proposed at this time, nor is any change to the tenant proposed, the applicant desires to maintain the current permitted uses and broaden types of uses permitted “as-of-right”. In addition, the applicant desires to increase the maximum gross leasable floor area from 2400 m² to 3000 m², and increase the height from 11 metres to 13 metres. The requested increase in height would be consistent with the Highway Commercial (C3) zone.

Provincial Planning Statement

Relevant to the subject application, the PPS notes:

“Planning authorities should support the achievement of complete communities by: accommodating an appropriate range and mix of land uses....” (Section 2.1[6][a]).

The PPS includes many types of land uses that ensure complete communities are achieved, including employment uses.

“Settlement areas shall be the focus of growth and development. Within settlement areas, growth shall be focused in...strategic growth areas....” (Section 2.3.1.1).

“Land use patterns within settlement areas should be based on densities and a mix of land uses which: efficiently use land and resources; optimize existing and planned infrastructure and public service facilities, support active transportation....” (Section 2.3.1.2).

“Planning authorities are encouraged to identify and focus growth and development in strategic growth areas.” (Section 2.4.1.1).

“Planning authorities should...identify the appropriate type and scale of development in strategic growth areas...permit development...in strategic growth areas to support the achievement of complete communities....” (Section 2.4.1.3).

Planning authorities shall promote economic development and competitiveness by: providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs; providing opportunities for a

diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses; encouraging intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities....” (Section 2.8.1.1).

“Planning authorities shall plan for and protect corridors and rights-of-way for infrastructure, including transportation, transit, and electricity generation facilities and transmission systems to meet current and projected needs.” (Section 3.3.1).

“Major goods movement facilities and corridors shall be protected for the long term.” (Section 3.3.2).

There are no natural heritage features within the meaning of Section 4 of the PPS.

There is a watercourse at the north end of the property which could be considered to be a natural hazard associated with flooding based on Section 5 of the PPS. However, the proposed broadening of uses is not anticipated to have any impact on the existing watercourse. Should future redevelopment be proposed, required stormwater management reports may be required to assess the impact from development on the watercourse.

In the opinion of the reviewing planner, the proposed development is consistent with the PPS, because:

- The development is planned within a settlement area, which shall be the focus of growth and planning authorities are encouraged to identify and focus growth within strategic areas;
- It would occur within the County Road 43 area - a strategic growth area for the Municipality. Therefore, the continued use of the property as a commercial business assists with maintaining a complete community.
- Would promote economic development and competitiveness by providing for a mix and range of broad mixed uses to meet long-term needs.
- The development would continue to plan for and protect the highway 43 corridor.

One point that needs to still be clarified, and should be before Council makes a decision, is how the proposed development takes into account the needs of existing and future businesses (Section 2.8.1.1). There is more discussion on this below in the North Grenville Policy section.

United Counties’ of Leeds and Grenville Official Plan

The subject property is designated Urban Settlement Area by the Counties’ Official Plan. The Plan promotes the development of complete communities by providing a full range and mix of housing, employment and shopping opportunities (Section 2.3). Settlement Areas are to be the focus of growth (Section 2.3.1[a]), with development patterns that efficiently use land and infrastructure (Section 2.3.1[b]).

Local municipalities are encouraged to promote the long-term economic prosperity of settlement areas (Section 2.3.1[g]) and urban settlement areas will function as the primary centres for growth, development and urban activities (Section 2.3.2).

The Plan encourages an appropriate settlement structure to accommodate evolving needs related to economic activity (Section 2.6).

In the opinion of the planner, the proposed development is generally consistent with the Counties' Official Plan.

Municipal Official Plan

The subject lands are designated Highway Commercial, in accordance with Schedule "B" of the Municipal Official Plan. In addition, the lands are designated as "Urban Service Area 2" and a watercourse is noted at the north end of the property. The plan also contains policies for the County Road 43 and 44 corridor in Section 10.9 and the proposed development is consistent with the County Road 43/44 corridor policies.

The Highway Commercial designation means that the predominant use of land shall be for commercial establishments, primarily serving the motoring public and relying heavily on automobile traffic for their existence (Section 10.4).

The types of permitted uses within this designation include a wide variety, including grocery stores (Section 10.4.1).

Policies that govern the permitted uses include that highway commercial uses shall generally be located on land abutting arterial or collector roads (Section 10.4.2[a]), such as County Road 43. Adequate buffering when these properties are adjacent residential areas are required, as is the case for the subject property (Section 10.4.2[b]). Vehicular ingress and egress shall be limited, as is the case with the subject property (Section 10.4.2[d]) and off-street parking shall be provided in an amount adequate to serve the proposed use (Section 10.4.2[e]).

Certain special policies affect lands within the Highway Commercial designation. Most notably, Section 10.4.3[a] states "[a]ny application that proposes to establish or expand a retail commercial development having a per unit gross leasable floor area in excess of 1,850 m² may be required to include a retail market impact study, satisfactory to the Municipality..." This section of the plan goes on to say that such a study shall "...identify...the primary and secondary market area of the development, the existing and projected market demands and the impact that the development may have on existing retail uses within the market area."

In satisfaction of these policies, the applicant has commissioned and submitted the Shore-Tanner report, dated July 16, 2025. Staff, as non-experts in this field, requested a peer review of this document which was completed by FBM on November 28, 2025.

At the time of writing this report, a meeting had not yet been convened between the author of the Shore Tanner report and FBM peer review. This is important, as the

findings of these two documents differ in the amount of retail area that should be devoted to grocery store or supermarket use. The Shore Tanner report arrives at the finding that there is capacity within the retail trade area for additional retail market space for a grocery / supermarket use. However, the FBM peer review arrives at a different conclusion and, while taking no issue with the request for the lands to be re-zoned to Highway Commercial (C3) and permit a broad range of uses, opines that the total retail area that should be devoted to grocery / supermarket at the subject property is 1400 m². It is also not clear if FBM has any objection to the general request from 2400 m² to 3000 m², but this will become clear at an upcoming meeting.

Similar to FBM, planning staff concur with the findings of the Planning Rationale, submitted by Consilio planning, in that the requested zone amendment from C4-5 to a more general C3 represents good land use planning in keeping with the Official Plan designation. However, given Section 10.4.3[a] of the Official Plan, being the discretionary ability to require assessment of the retail market, and given the diversity of opinion regarding how much gross floor area should be devoted to retail use, specifically grocery / supermarket, staff is of the opinion that Council should defer any decision on this matter.

It should also be noted that the Consilio report has completed a substantial policy analysis of the North Grenville Official Plan, and staff is generally in support of this report, while reserving final opinion following any peer review meeting.

Zoning By-law

It should be noted that the previous site-specific zone amendment (By-law 5-07) established alternative parking standards, loading spaces, parking dimensions and required landscape buffer strips. The Consilio report notes that none of these provisions are proposed to be altered, and staff concurs with maintaining previously granted exceptions.

The planning rationale notes the request to increase the gross leasable floor area from 2400 m² to 3000 m². For this reason, and based on Section 10.4.3[a] of the Official Plan, retail market impact analysis and peer review was required. It's possible that the general request to increase the gross leasable floor area may ultimately be established in any amending zoning by-law. However, without the benefit of a discussion between retail market experts, staff does not yet support this requested change.

The planning rationale further notes that there is a request for height to change from 11 metres, in the C4-5 zone, to 13 metres in the C3 zone. Planning staff has no concern with this requested change in height as it is in keeping with other C3 properties across the municipality.

In summary, planning staff support the change to C3 in general, but require more information and discussion before recommending the change in gross leasable floor area requested by the applicant. The requested changes are included in the table below:

Table 1-current / requested zone standards (Source: Consilio Report)

Regulation / Standard	Existing C4-5 (Shopping Centre Commercial – Exception 5)	Proposed C3-Exception (Highway Commercial – Exception)
Permitted Uses	Limited to: <ul style="list-style-type: none"> • Retail store • Restaurant • Department store • Office • Accessory open storage 	All uses permitted in the C3 Zone – Highway Commercial Zone (retail, service commercial, office, automotive-related, hospitality, entertainment, etc.) <ul style="list-style-type: none"> • Accessory open storage
Maximum Gross Leasable Floor Area (GFA)	2,400m ²	3,000 m ²
Maximum Building Height	11 m	13 m
Parking Requirements	Minimum 70 spaces Parking space dimensions: 2.74 m × 5.5 m	Minimum 70 spaces Parking space dimensions: 2.74 m × 5.5 m
Loading Spaces	Minimum 1 space	Minimum 1 space
Landscape Buffer	1.5 m along County Road 43 and 1.5 m along interior lot lines	1.5 m along County Road 43 and 1.5 m along interior lot lines

Relevance to Strategic Priorities

Strategic Pillar	Pillar #3 - Diverse and Resilient Economic Development
Goal	Goal #3.4 - Improve Business Attraction, Expansion and Retention
Key Action	Action #3.4.2 - Identify existing gaps and barriers to attracting new businesses, and develop mitigating strategies to support attraction (e.g., older building, limitations to redevelopment, use of brownfield development policies)

Options and Discussion

1. Approve the recommendation, being deferral - **RECOMMENDED**
2. Do not approve the recommendation – Not Recommended

Financial Impact

This item has been identified in the current budget: Yes No N/A

This item is within the budgeted amount: Yes No N/A

Staffing implications, as they relate to implementing Council’s decision on this matter, are limited to the existing staff complement and applicable administrative policies as approved by Council.

Internal/External Consultation

At the time this report was written, the following comments had been received:

- An email of no comment from By-law Services.
- An email of no comment from the Public Works Department.
- An email from the United Counties of Leeds and Grenville noting that any required service upgrades should be completed as quickly as possible, given that when County Road 43 is complete, there will be a five-year prohibition on cutting into the roadway.
- An email of no objection from Enbridge Gas.

Communications

Communication regarding this file will be carried out in accordance with the *Planning Act*.

Attachments

- **Planning Rationale** – Consilio Planning Services D’Urbanisme – received by our office October 9, 2025.
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