



CONSILIO

PLANNING SERVICES D'URBANISME

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1.0 INTRODUCTION

Consilio Planning has been retained by Ursa Properties Limited, owner of the property located at 2979 County Road 43 in Kemptville, to prepare this Planning Rationale in support of a proposed Zoning By-law Amendment.

The subject property contains a 2,225.5 m² commercial building, formerly occupied by Peavey Mart. The property is currently zoned Shopping Centre Commercial – Exception 5 (C4-5) under the Municipality of North Grenville Zoning By-law. This site-specific exception restricts the permitted uses on the property to the following:

- Retail store
- Restaurant
- Department store
- Office
- Open storage accessory to a permitted use

The purpose of the proposed Zoning By-law Amendment is to rezone the subject property from C4-5 (Shopping Centre Commercial – Exception 5) to C3-Exception (Highway Commercial – Exception). The site-specific C3-Exception zone will:

- Maintain the use: Open storage accessory to a permitted use
- Maintain some of the existing site-specific provisions of the current C4-5 zone (e.g., maximum building height, parking requirements, landscape buffers, loading space requirements). The C3- exemption will be the following:
 - Gross Leasable Floor Area (Maximum) 3,000 m²
 - Loading Spaces (Minimum) 1
 - Parking Spaces (Minimum) 70
 - Parking Space Dimensions (Minimum) 2.74 m (width) by 5.5 m (length)
 - Landscape Buffer Strip (Minimum):
 - abutting County Road 43 1.5 m
 - abutting interior lot lines 1.5 m

This amendment will allow the property to benefit from the broader use permissions of the C3 Zone while preserving the established development standards for the site and enable modest commercial intensification in line with municipal and provincial planning policies.

From a policy perspective, the property is designated Highway Commercial in the Municipality of North Grenville Official Plan and is located within the Urban Settlement Area identified in the United Counties of Leeds and Grenville Official Plan.

Kemptville is a community within the Municipality of North Grenville, which serves as the local planning authority responsible for zoning and land use planning matters. At the regional level, the United Counties of Leeds and Grenville act as the upper-tier government providing certain services, such as county road maintenance and paramedic services.

This Planning Rationale provides the necessary planning justification to support the proposed Zoning By-law Amendment by demonstrating its consistency with applicable planning policies and its appropriateness within the context of the subject property and surrounding area.

2.0 SITE LOCATION AND CONTEXT

The subject property is municipally known as 2979 County Road 43, situated on the North side of County Road 43, a major east–west arterial road and one of Kemptville’s primary commercial corridors. County Road 43 provides direct access to Highway 416, a key provincial highway linking the community to Ottawa to the north and Highway 401 to the south.

The property has a total area of approximately 1.06 hectares (2.61 acres). The site currently contains a commercial building with a gross floor area of 2,225.5 square metres, which previously accommodated a Peavey Mart store.

The properties are strategically located within the Urban Settlement Area of North Grenville, in close proximity to major commercial, institutional, and residential areas. Surrounding land uses include:

- South: Commercial retail and service uses along County Road 43.
- North: Established residential neighborhoods.
- East and West: A mix of commercial plazas, standalone retail stores, and service-oriented businesses.

The site is highly visible from County Road 43 and benefits from its location along a major arterial corridor identified for continued growth, intensification, and redevelopment in North Grenville’s planning framework. This corridor is recognized as a focal point for higher-order commercial uses, serving both the local population and the broader regional market.

Figure 1: Aerial imagery of the site and surrounding uses. (source Google map)



2.1 LAND USE PLANNING CONTEXT

The Municipality of North Grenville is subject to two levels of planning policy: the United Counties of Leeds and Grenville Official Plan (Counties OP) and the Municipality of North Grenville Official Plan (North Grenville OP).

At the upper tier, the subject property is designated as part of the Urban Settlement Area on Schedule A of the Counties OP. This designation recognizes Kemptville as a primary growth area within the United Counties and directs residential, commercial, and institutional development to this settlement area in order to efficiently use land, services, and infrastructure.

At the local tier, the property is designated Highway Commercial on Schedule B of the North Grenville Official Plan. Land within this designation are intended to accommodate larger-format retail and service commercial uses, typically located along major arterial roads such as County Road 43, to serve both local and regional markets.

The subject property is currently zoned Shopping Centre Commercial Zone – Exception 5 (C4-5) under the Municipality of North Grenville Zoning By-law. The C4-5 exception zone restricts permitted uses to a very limited list

Figure 2: Designation of the subject property, Schedule A of the Leeds and Grenville Official Plan OP. (source: Leeds and Grenville website /official plan schedule)

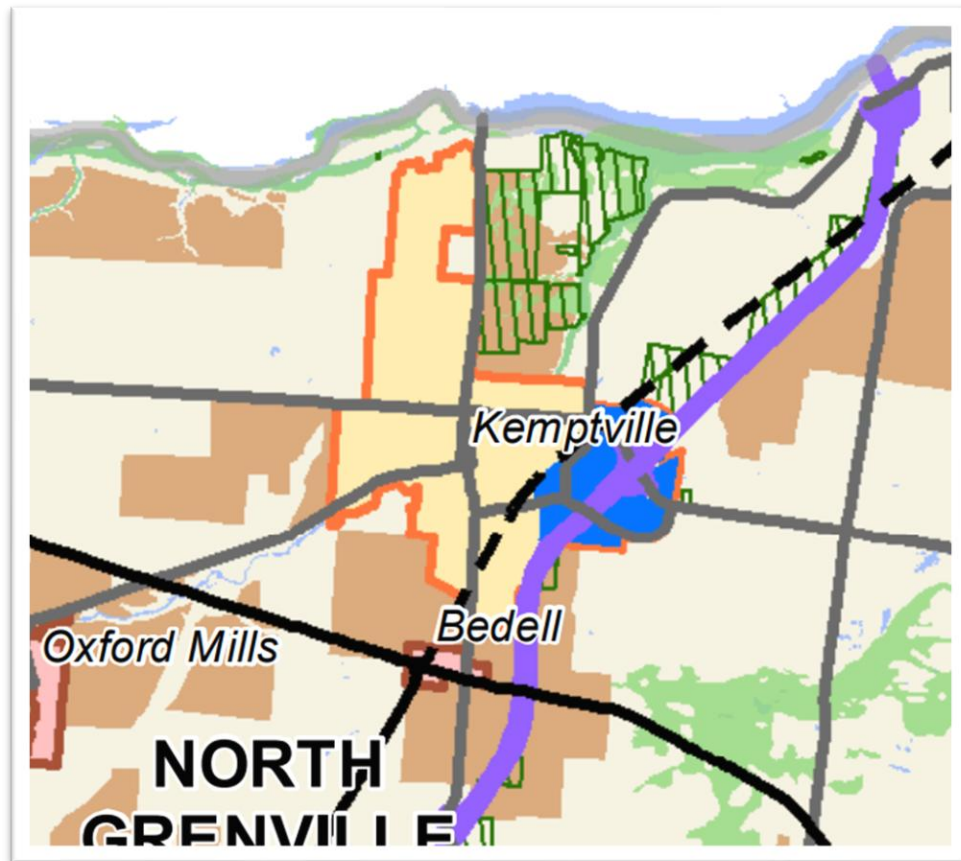


Figure 3: Official plan designation of the subject property “Highway Commercial” (source: Webiste: Official plan of the Municipality of North Grenville)

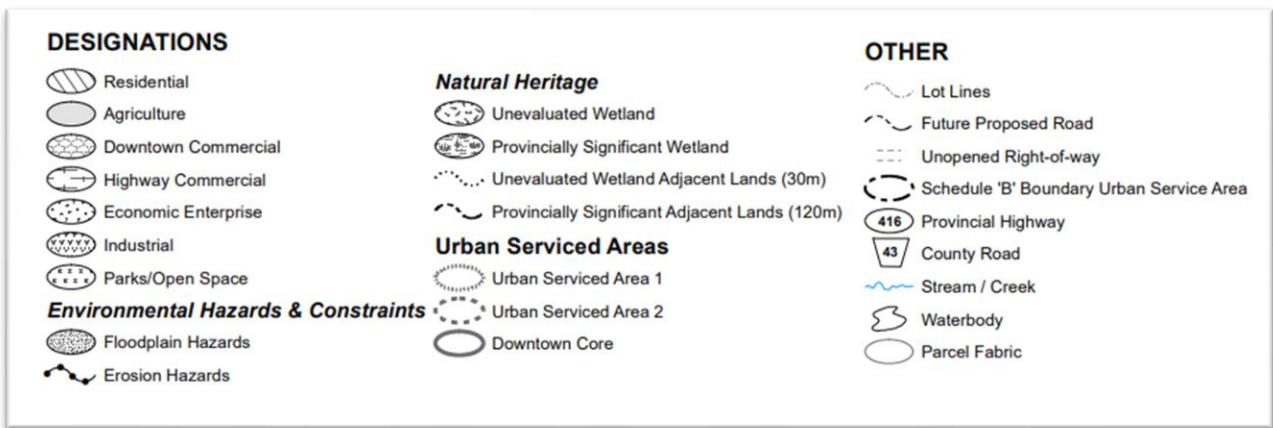
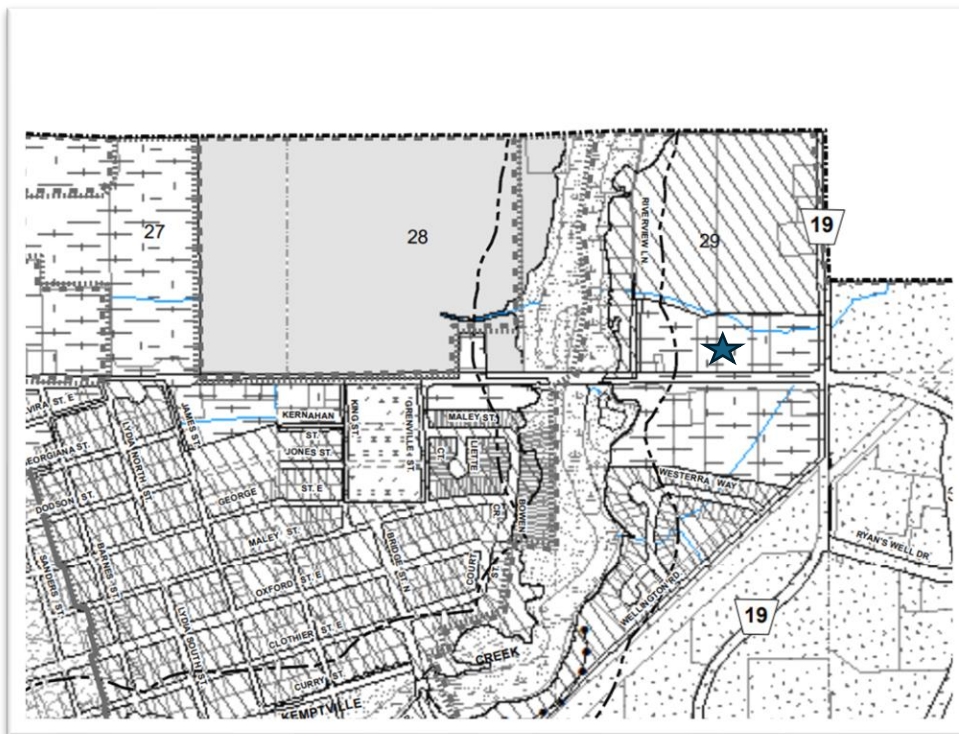
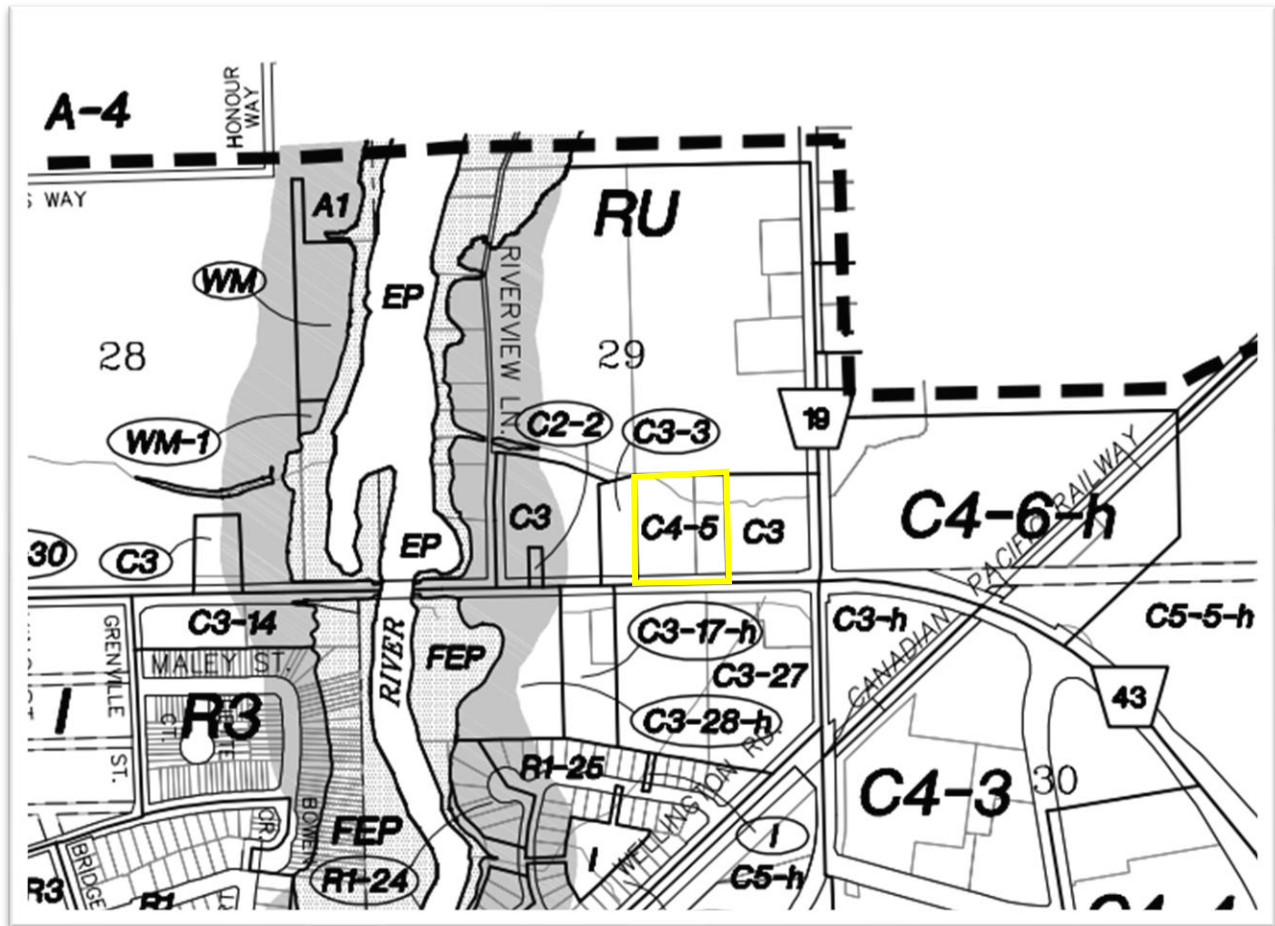


Figure 4: Zoning of the subject property and surroundings (source: website/ zoning Schedule C)



ZONING:

| | | | |
|------------------------------|-------------|--|-------------|
| AGRICULTURE | A1 | RURAL COMMERCIAL INDUSTRIAL | C6 |
| AGRICULTURE PROHIBITED | A2 | TOURIST COMMERCIAL | C7 |
| RURAL | RU | INDUSTRIAL | M |
| RURAL RESIDENTIAL | RR | MINERAL EXTRACTIVE PIT | MXP |
| LIMITED SERVICE RESIDENTIAL | LSR | MINERAL EXTRACTIVE QUARRY | MXQ |
| RESIDENTIAL MOBILE HOME PARK | RMHP | MINERAL AGGREGATE PRESERVATION | MXAP |
| RESIDENTIAL DENSITY 1 | R1 | SPECIAL RURAL KENNEL | SRK |
| RESIDENTIAL DENSITY 2 | R2 | SPECIAL AGRICULTURAL KENNEL | SAK |
| RESIDENTIAL DENSITY 3 | R3 | WASTE MANAGEMENT | WM |
| RESIDENTIAL DENSITY 4 | R4 | INSTITUTIONAL | I |
| DOWNTOWN COMMERCIAL | C1 | FLOODING & EROSION PROTECTION | FEP |
| LOCAL COMMERCIAL | C2 | ENVIRONMENTAL PROTECTION | EP |
| HIGHWAY COMMERCIAL | C3 | SETBACK FROM ENVIRONMENTAL PROTECTION: PROVINCIALY SIGNIFICANT WETLAND (120m), LOCALLY SIGNIFICANT WETLAND (60m) | |
| SHOPPING CENTRE COMMERCIAL | C4 | | |
| BUSINESS ENTERPRISE | C5 | | |

3.0 PROPOSED DEVELOPMENT

The subject property contains an existing building, and no new construction is proposed at this time. The property owner wishes to expand the range of permitted uses on the site to provide greater flexibility for the future occupancy of the building.

Currently, the property is zoned C4-5 (Shopping Centre Commercial – Exception 5), which restricts the permitted uses to a very limited list (retail store, restaurant, department store, office, and accessory open storage). By contrast, all surrounding properties along County Road 43 are zoned C3 (Highway Commercial), which permits a broader range of commercial uses more consistent with the corridor’s function as a major commercial and service area.

Accordingly, the purpose of this Zoning By-law Amendment is to:

Rezone the property from C4-5 to C3-Exception.

Retain the existing site-specific regulations currently applicable to the property (e.g., , parking requirements, loading space provisions, and landscape buffer widths);

Permit the full range of uses allowed under the parent C3 (Highway Commercial) Zone; and increase the maximum permitted Gross Leasable Floor Area from 2,400 m² to 3,000 m² to support additional commercial floor space.

This amendment will align the property with adjacent C3-zoned lands, remove unnecessary restrictions, and facilitate appropriate commercial intensification while respecting the established development standards for the site. It also supports the long-term adaptability of the property to respond to market demand and community needs.

4.0 PLANNING POLICY FRAMEWORK

4.1 PROVINCIAL PLANNING STATEMENT (2024)

The proposed Zoning By-law Amendment (ZBA) seeks to remove the use restrictions of C4-5 (Community Commercial – Exception 5) and permit the full range of uses allowed in the standard C3 Zone on the property. This amendment is fully aligned with the Provincial Policy Statement, 2024 (PPS 2024), as follows:

- Healthy, liveable, and safe communities (Policy 1.1.1): The PPS encourages land use planning that promotes efficient development patterns and provides a range of commercial and employment opportunities. Allowing all C4 uses supports a vibrant, active commercial area that meets community needs.

- Efficient use of land and infrastructure (Policy 1.1.3.2): The amendment optimizes the use of the existing building and municipal services, supporting redevelopment and infill while avoiding unnecessary construction or expansion.
- Adaptive reuse and existing buildings (Policies 1.6.3 & 1.6.6.1): The PPS promotes the adaptive reuse of existing structures. Expanding permitted uses allows the building to remain functional and flexible for evolving commercial demands without major structural changes.
- Long-term economic prosperity (Policy 1.7.1): Planning should support economic development and competitiveness. By broadening permitted uses, the amendment enhances economic potential, attracting a variety of commercial tenants and supporting local business growth.
- Range and mix of uses (Policy 2.1.3): Municipalities are required to ensure land is available for a range and mix of uses to meet projected community needs. This amendment provides flexibility for future commercial activities in a location already designated for community commercial purposes.
- Implementation through zoning (Policy 6.1.5): The PPS emphasizes that zoning by-laws should be current and reflect provincial policy objectives. This ZBA aligns the property with the standard C4 Zone, ensuring consistency and policy conformity.

4.2 UNITED COUNTIES OF LEEDS AND GRENVILLE OFFICIAL PLAN

The subject property, 2979 County Road 43, is designated Urban Settlement Area in the United Counties of Leeds and Grenville Official Plan (UCLG OP). Section 2.3.2 – Urban Settlement Areas establishes these areas as the primary locations for growth, development, and urban activity, intended to accommodate a wide range of residential, commercial, industrial, institutional, cultural, recreational, and open space uses. Urban Settlement Areas are directed to be the focus of growth in the Counties, where compact development forms can be achieved and where municipal services are available to support sustainable, cost-effective land use patterns.

The proposed zoning by-law amendment is fully consistent with these policies. The subject property is situated along County Road 43, a major arterial within the Kemptville Urban Settlement Area, and is already occupied for commercial purposes. However, the current zoning of C4-5 (General Commercial – Exception) artificially restricts the property to a limited list of commercial uses, narrower than what is otherwise permitted in the C3 Zone. The requested amendment seeks to remove these restrictions by changing to standard C3 zoning. This change is consistent with the Urban Settlement Area policies because it:

- Supports efficient use of land and infrastructure by maximizing the commercial development potential of an underutilized site within a fully serviced settlement area.
- Promotes intensification and redevelopment along a major arterial corridor, consistent with Official Plan direction to accommodate growth through infill and redevelopment of vacant or underutilized sites before expanding settlement boundaries.
- Strengthens community vitality by allowing the site to respond to market demand with a broader mix of commercial and service-oriented activities that will complement and reinforce the existing commercial corridor along County Road 43.
- Ensures compatibility with surrounding uses, as the broader range of commercial activities permitted in the C3 Zone is consistent with the established land use character of this section of Kemptville.

In addition to supporting the Urban Settlement Area policies, the proposal is also consistent with the Economic Development policies of the UCLG OP (Section 2.6), which encourage municipalities to foster diversified economic activity, promote adaptive reuse and redevelopment of underutilized properties, and maintain vibrant, complete communities. The proposal contributes to these objectives in several ways:

1. Adaptive Reuse and Redevelopment

The subject property is an underutilized commercial site with limited activity due to the narrow list of permitted uses under the C4-5 Zone. Expanding the permitted uses will encourage investment, redevelopment, and adaptive reuse, consistent with the OP's emphasis on making efficient use of existing urban lands.

2. Diversification and Flexibility of Economic Activity

Changing the zoning of the subject property to C3-Exception (Highway Commercial) will allow the full range of commercial, retail, office, and service-oriented uses permitted under Section 19 – C3 – Highway Commercial Zone of the Zoning By-law. This will align the property with surrounding lands and ensure it can accommodate a broad mix of highway-oriented commercial and service uses that are compatible with the character of the corridor. The amendment directly supports the Official Plan's objective of fostering a diverse and resilient economic base by encouraging efficient use of serviced lands and enabling the site to respond to evolving market demands while maintaining conformity with municipal planning policies.

3. Support for Employment and the Local Market

A broader range of permitted uses creates opportunities for local businesses and employers to locate within Kemptville, supporting job creation and reinforcing the community's role as a regional market hub within the Counties.

4. Strategic Location of Economic Activity (Section 2.6.1)

The subject property is located along County Road 43, a strategic commercial corridor with high visibility and accessibility. The OP specifically directs major commercial and service-oriented activities to urban settlement areas and arterial corridors, where they can best serve local and regional markets. By changing to a C3 Zone, the amendment ensures that the subject property contributes effectively to the vitality of this corridor.

5. Compatibility with Community Character

The proposed amendment does not introduce residential uses or fundamentally change the site's commercial character. Instead, it strengthens the integration of the property within the established commercial corridor, providing continuity with surrounding uses and reinforcing the role of County Road 43 as a focal point for commercial activity.

In summary, the proposed zoning amendment is fully consistent with the policies of the UCLG Official Plan. It directs growth and redevelopment to a designated Urban Settlement Area, promotes efficient use of serviced land, supports economic diversification and employment, and contributes to the continued vitality of Kemptville's commercial corridor. By allowing the complete list of permitted uses under the parent C3 Zone while maintaining the existing special provisions, the amendment achieves conformity with both the Urban Settlement Area policies (Section 2.3.2) and the Economic Development framework (Sections 2.6 and 2.6.1) of the Counties' Official Plan.

4.3 MUNICIPALITY OF NORTH GREENVILLE OFFICIAL PLAN

The property subject to this application is designated "Highway Commercial" in the schedule B of the North Grenville Official plan.

The North Grenville Official Plan serves as a key instrument to implement the strategic priorities, objectives, and initiatives identified in the Municipality's Strategic Plan. The Vision Statement, originally adopted in the 2006 Strategic Plan and reaffirmed in 2013, envisions a community that, by 2023, has achieved significant success in creating an environmentally responsible, economically self-sustaining, and culturally vibrant municipality.

The Vision emphasizes the provision of a diverse range of employment opportunities within North Grenville, the integration of community design and development, and the enhancement of key community assets, including the downtown, waterfront, major streets such as County Road 43, and pedestrian and green space linkages throughout the municipality.

The proposed rezoning of 2979 County Road 43 aligns with this Vision by:

- Supporting economic self-sustainability through the expansion of permitted commercial uses, enabling a broader range of businesses and employment opportunities;
- Promoting the continued vitality of County Road 43 as a major community corridor, consistent with the Vision's emphasis on well-designed and active streetscapes;
- Facilitating the adaptive and efficient use of underutilized properties, contributing to a vibrant, accessible, and economically resilient community.

This approach reflects the Municipality's values of economic self-sustainability, environmental responsibility, and supportive community development, while remaining consistent with the strategic objectives set out in the Official Plan.

Alignment with Section 2.2.5 – Economic Development

Diversification of the Local Economy

- By expanding the range of permitted uses at 2979 County Road 43, the proposal supports a broader spectrum of commercial activities, including retail, offices, and service-oriented uses.
- This contributes to a diversified local economy by attracting new businesses and supporting different types of employment opportunities, consistent with the Official Plan's vision.

Attraction of Investment and Business Opportunities

- The amendment facilitates investment in underutilized or previously restricted properties, increasing the potential for economic growth in Kemptville.
- Encouraging a broader mix of uses on a high-visibility arterial road aligns with the goal of attracting entrepreneurs, professional services, and commercial ventures.
- Support for Existing Businesses and Economic Retention
- The proposed zoning ensures that existing commercial structures can be more fully utilized, supporting the retention and expansion of current businesses.
- By allowing a wider variety of uses, the site becomes more adaptable to market demands, helping maintain employment and economic activity.

- Promotion of North Grenville as a Business Destination
- The proposal strengthens the attractiveness of Kemptville as a regional commercial hub along County Road 43, helping to establish the municipality as a preferred location for business in Eastern Ontario.
- By facilitating higher-intensity commercial activity, it contributes to non-residential assessment growth, reducing reliance on residential property taxes.

2.2.8 Commerce and Industrial

The proposed rezoning of 2979 County Road 43 aligns with the policies outlined in Section 2.2.8 of the North Grenville Official Plan, which encourages the expansion and diversification of the commercial service sector in response to population growth. Specifically:

- **Strategic Location:** The subject properties are situated along County Road 43, one of the key corridors identified for commercial activity, ensuring that development occurs in a location consistent with the municipality's focus on high-traffic and accessible commercial zones.
- **Diversification of Commercial Uses:** By expanding the range of permitted uses on the property, the proposal supports a diverse, high-quality, and innovative commercial development sector, consistent with the Official Plan's objective to encourage a mix of community, business, and personal services.
- **Support for Economic Growth:** The location's proximity to major transportation corridors, including Highway 416, positions it as part of the municipality's broader strategy to promote economic development and capitalize on accessible, serviced lands suitable for commercial activity.
- **Alignment with Future Planning:** The proposal contributes to the municipality's vision for strategic, economically resilient growth along County Road 43, enhancing its role as a primary commercial and economic corridor within North Grenville.

In summary, the rezoning request supports the Official Plan's intent to concentrate commercial and industrial development along designated corridors, facilitating economic diversification, strategic growth, and a high-quality commercial environment.

2.3.1 Economic Development Vision

The proposed rezoning of 2979 County Road 43 is consistent with the Economic Development Vision of the North Grenville Official Plan, which emphasizes the growth of a strong and diversified local economy, anchored in Kemptville and supported by strategic commercial corridors. Key points of alignment include:

- **Support for Local Economy and Entrepreneurship:** Expanding the range of permitted uses on the subject properties will enable new businesses to locate or expand, supporting North Grenville’s goal of fostering a diverse, resilient economy and encouraging entrepreneurship.
- **Strategic Location along a Key Commercial Corridor:** County Road 43 is recognized as a primary corridor for commercial and highway-oriented development. The rezoning enhances the corridor’s role as an economic engine, complementing the Economic Enterprise lands near Highway 416.
- **Complementing Downtown Kemptville:** By providing additional commercial opportunities along County Road 43, the proposal supports downtown Kemptville’s role as a cultural, heritage, and social hub. The subject property’s enhanced commercial offerings will draw residents and visitors, reinforcing the municipality’s economic ecosystem without undermining downtown’s unique character.
- **Alignment with Strategic Vision:** The proposal contributes to North Grenville’s vision of an economically self-sustaining and environmentally responsible community, promoting a mix of uses that enhance the overall quality of life and economic vitality of the municipality.

In summary, the rezoning request aligns with the Official Plan’s Economic Development Vision by facilitating economic diversification, supporting local business growth, reinforcing the County Road 43 commercial corridor, and complementing Kemptville’s downtown and tourism objectives.

2.4.4 Economic Outlook

The proposed rezoning of 2979 County Road 43 supports the Economic Outlook objectives of the North Grenville Official Plan by fostering a diversified and resilient local economy. Key points of alignment include:

- **Support for Economic Development:** Expanding the range of permitted uses contributes to the municipality’s overall economic development efforts by enabling new businesses and services to locate within a key commercial corridor. This supports broader economic objectives of growth and sustainability.
- **Strengthening Local Economic Generators:** The subject property’s location along County Road 43 complements nearby economic generators such as Kemptville District Hospital, Kemptville Campus, and the Ferguson Forest Centre, which together attract population and investment to the area.
- **Downtown Kemptville Support:** While the rezoning enhances the County Road 43 corridor, it complements downtown Kemptville by providing additional

commercial opportunities in proximity to, rather than in competition with, the downtown core. This supports business retention, expansion, and overall community vitality.

- **Tourism and Recreation Economy:** The property's enhanced commercial potential supports North Grenville's growing tourism economy, leveraging the Rideau Canal World Heritage Site, local trails, Limerick Forest, waterfronts, and cultural and heritage attractions. Potential uses that serve visitors and residents align with Official Plan policies promoting tourism and recreation-based economic activity.
- **Employment Land Development and Knowledge-Based Sectors:** The rezoning facilitates the establishment of diverse commercial and service-oriented businesses, including knowledge-based sectors such as professional services, finance, real estate, and technical services. This aligns with the municipality's goal of retaining its resident labour force and promoting a range of employment opportunities.
- **Alignment with Trends:** The proposal recognizes the municipality's economic structure, which emphasizes small businesses, service sectors, and emerging knowledge-based employment. By diversifying permitted uses, the rezoning enhances opportunities for these growing sectors, contributing to a balanced and resilient local economy.

In summary, the proposed rezoning advances the municipality's Economic Outlook policies by promoting business diversification, supporting key economic generators, enhancing commercial opportunities along a strategic corridor, and reinforcing North Grenville's tourism and knowledge-based sectors.

10.4 Highway Commercial

The proposed rezoning of 2979 County Road 43 aligns with the policies and intent of the Highway Commercial designation, as summarized below:

- **Primary Function – Serving the Motoring Public:** The subject property is located along County Road 43, a major arterial road, and are highly accessible to vehicular traffic. The proposed uses will continue to serve the motoring public, consistent with the Highway Commercial designation.
- **Permitted Uses and Flexibility:** The existing exemption (C4-5) currently restricts permitted uses. The rezoning request to expand the range of uses allows a broader mix of commercial establishments including retail, offices, and service uses that are compatible with the Highway Commercial designation. This ensures the property can respond to evolving market needs and commercial demand.

- **Site Design and Compatibility:** Policies under Section 10.4.2 emphasize access control, adequate parking and loading, buffering from adjacent residential uses, landscaping, and high-quality urban design. The proposal comply with these policies through site planning, ensuring harmonious integration with surrounding uses and maintaining safety and visual quality along County Road 43.
- **Nodal Development:** The rezoning supports a nodal configuration along County Road 43, discouraging strip commercial development and ensuring organized, efficient, and attractive commercial nodes.
- **Economic Development Objective:** Expanding permitted uses supports the local economy by attracting new businesses, diversifying employment opportunities, and strengthening Kemptville's commercial base, consistent with Section 2.6 and 2.2 of the Official Plan.
- **Long-Term Land Use Protection:** By maintaining the site for commercial purposes and enhancing its utility, the proposal preserves lands designated for Highway Commercial development, consistent with Section 10.4.2(k), which discourages conversion to non-commercial uses without demonstrating long-term commercial redundancy.

In summary, the rezoning maintains the primary intent of the Highway Commercial designation, enhances the commercial viability of the site, provides flexibility to respond to market demand, and ensures compliance with the design, safety, and land use compatibility objectives outlined in the Official Plan.

10.4.3 Special Policies

- **Retail Market Analysis Requirement:** The applicant has conducted a retail market analysis to demonstrate that the expanded uses are timely, orderly, and meet market demand, ensuring no significant adverse impacts on existing retail establishments in the primary and secondary market areas.

The proposed rezoning meets the intent of Sections 10.4.3 and 10.4.4 by demonstrating that the expansion of permitted uses is market-responsive, fiscally and environmentally sustainable, compatible with adjacent uses, and consistent with municipal planning objectives. The accompanying retail market analysis and proposed site plan controls address the considerations that the Municipality would use to evaluate highway commercial developments of this nature.

5.0 ZONING BY-LAW

The subject property is currently zoned C4-5 (Shopping Centre Commercial – Exception 5) under Section 20 of the Municipality’s Zoning By-law. This site-specific zoning limits the permitted uses to a narrow list: retail store, restaurant, department store, office, and accessory open storage and caps the gross leasable floor area at 2,400 m². These restrictions reduce the flexibility of the site relative to surrounding lands and limit its potential to serve the broader community.

The C3 (Highway Commercial) Zone is intended to accommodate highway-oriented commercial nodes that:

- Serve both local residents and the regional population;
- Provide daily goods and services as well as destination retail, hospitality, and recreation opportunities;
- Are typically automobile-oriented, with large parking areas and drive-through facilities permitted; and
- Support a mix of retail, service, entertainment, and community functions to create a vibrant commercial corridor.

To better align the property with this vision, this application proposes to rezone the site to C3-Exception (Highway Commercial – Exception). The amendment would:

- **Permit** the full range of uses allowed under Section 19 – C3 Highway Commercial Zone of the Zoning By-law;
- **Retain** the existing development standards currently applicable to the property, including minimum parking supply (70 spaces), loading space requirements, parking space dimensions, and 1.5 m landscaped buffer strips along County Road 43 and interior lot lines;
- **Increase** the maximum permitted **Gross Leasable Floor Area** from 1,850 m² to 3,000 m² to allow greater flexibility for multi-tenant configurations or larger-format uses.

This amendment will create consistency with adjacent C3-zoned properties along County Road 43, maintain appropriate site development controls, and support the long-term viability of the site as part of the Municipality’s primary commercial corridor. By enabling a broader range of highway-oriented commercial uses, the rezoning contributes to economic diversification and enhances the community’s access to goods, services, and employment opportunities.

Below is a comparison of the C3 and the C4-5 zone (uses and specific provisions)

| 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 |

The proposed C3-Exception zoning strikes a balance between flexibility and control. It removes the restrictive use limitations of the current C4-5 zone, which only permits a small subset of commercial activities, and replaces them with the full range of C3 Highway Commercial uses envisioned for County Road 43. At the same time, it preserves key site-specific provisions such as maximum building height, parking requirements, loading spaces, landscape buffers, and accessory storage to maintain compatibility with the existing building and surrounding development.

Increasing the maximum gross leasable floor area to 3,000 m² allows the property to accommodate larger-format tenants or a mix of commercial uses, improving its viability and better serving local and regional demand. The amendment ensures that future use of the property continues to respect the scale and layout of the site while allowing greater adaptability to evolving market conditions.

This approach aligns with the Official Plan, which promotes the efficient use of serviced commercial lands, encourages a mix of retail, service, and community-oriented uses, and supports economic growth along major commercial corridors. By enabling a broader range of uses and supporting intensification of an existing commercial site, the amendment enhances the corridor’s economic vitality and long-term sustainability.

The conclusions of the Change of Use, Expansion, and Impact Study prepared by Shore Tanner, included as an appendix, further support that the amendment will not negatively impact existing commercial uses in the area.

Draft Zoning By-law Amendment Text

1. Schedule “A” to By-law 50-12 is hereby amended by changing the zoning of the lands known municipally as 2979 County Road 43 and legally described as PT LT 29 CON 2 OXFORD PT 1 & 2, 15R9775; S/T PR212142; S/T PR212141; NORTH GRENVILLE from C4-5 (Shopping Centre Commercial – Exception 5) to C3-XX (Highway Commercial – Exception XX), as shown on Schedule “A” attached hereto and forming part of this By-law.

2. Section 19 – C3 Highway Commercial Zone of By-law 50-12 is hereby amended by adding the following new subsection C3-XX:

C3-XX (2979 County Road 43 – Site Specific Provisions)

Notwithstanding the provisions of Section 19 to the contrary, on the lands zoned C3-XX, the following provisions shall apply:

a) Permitted Uses

- All uses permitted in C3 – Highway Commercial Zone.
- Open Storage Accessory to a permitted use

b) Zone Provisions

- Maximum Gross Leasable Floor Area: 3,000 m²
- Minimum Number of Loading Spaces: 1
- Minimum Number of Parking Spaces: 70
- Minimum Parking Space Dimensions: 2.74 m (width) by 5.5 m (length)
- Minimum Landscape Buffer:
 - Abutting County Road 43: 1.5 m
 - Abutting interior lot lines: 1.5 m

All other provisions of the Zoning By-law shall apply.

6.0 MARKET ANALYSIS AND LAND USE RATIONALE

The report demonstrates that the Subject Site at 2979 County Road 43, North Grenville, is ideally suited for a range of commercial uses, particularly retail and supermarket operations. Key points from the report that support the pertinence of a zoning amendment include:

1. Market Demand and Population Growth:

- North Grenville has experienced rapid population growth (1.84% annually from 2016–2021) and is expected to continue growing to 27,670 by 2030.
- The Market Area’s population increase generates additional demand for retail and service spaces, including supermarkets. This demonstrates a clear need for the site to accommodate uses that respond to changing community needs.

2. Economic and Demographic Suitability:

- High household incomes and predominance of owner-occupied units make the area economically viable for retail and service businesses.
- The family-oriented demographic supports the need for everyday goods, such as food and household services, reinforcing that the highest and best use of the site is retail-focused.

3. Site Characteristics Favorable to Retail Uses:

- The Subject Site has excellent visibility, access, and circulation, as well as ample parking.
- These characteristics make it highly attractive for retail and service businesses that rely on convenient access and visibility to succeed.

4. Current and Projected Retail Needs:

- The Market Area requires additional retail space based on per capita retail space calculations and population projections.
- There is a documented shortfall in supermarket space, indicating the urgent need for additional retail services.

5. Alignment with Community Growth Patterns:

- The ongoing increase in population, tourism, and employment in the Market Area will continue to generate demand for new retail services.

- Allowing the site to adapt to these demands through a zoning amendment ensures the property can meet community needs and contribute to local economic development.

6. Support for Change of Use:

- The report notes that evolving consumer demand and new business types necessitate changes in land use over time.
- A zoning amendment would formally recognize the suitability of the site for the highest-demand uses, ensuring that new and expanding businesses can locate where they are most needed.

The combination of strong market demand, demographic suitability, excellent site characteristics, and projected retail needs confirms that a zoning amendment is warranted. It ensures the Subject Site can legally support the highest and best uses identified primarily supermarkets and other retail or service businesses aligning municipal planning with community and economic realities.

7.0 SITE PLAN PROCESS

The site will be subject to the Site Plan Control process, which ensures that the design, layout, and technical aspects of any new development meet the City's zoning standards and broader planning objectives. The Site Plan Approval process involves a detailed review of key elements, including building orientation and massing, pedestrian access, vehicle circulation, landscaping, grading and drainage, servicing, and site amenities, to ensure the project integrates well within its urban context and contributes positively to the public realm.

In summary, the project will proceed through the Site Plan Control process if a new development is proposed, ensuring detailed conformity with C3 zoning requirements and a well-integrated, sustainable, and context-sensitive development

8.0 CONCLUSION

The proposed zoning amendment to permit all the list of permitted uses of the C3 zone, while maintaining the special provisions under Exemption of the C4- 5 zone and increase the gross leasable area to 3000 square meters, is appropriate and justified. This amendment will restore the full range of permitted uses from the C3 zone, allowing for a greater diversity of retail and service businesses that align with the demonstrated market demand for additional commercial space in the area.

The retail market analysis confirms that the Market Area is experiencing population growth, rising household incomes, and increasing demand for supermarket and other retail services, which the subject property is ideally positioned to accommodate due to its visibility, accessibility, and site characteristics. Allowing the full range of C3 uses ensures that the site can respond effectively to these economic and demographic trends.

The proposed amendment is consistent with the Town's Official Plan, which encourages commercial intensification, diversified retail opportunities, and development that contributes positively to the local economy and community. Furthermore, the amendment aligns with the Provincial Policy Statement 2024, which promotes efficient land use, supports economic development, and encourages the appropriate location of commercial uses within settlement areas.

In summary, the proposed amendment supports the highest and best use of the property, responds to demonstrated retail and service demand, and is consistent with both municipal and provincial planning policies. It ensures that the property can contribute to the vitality of the area while respecting the unique conditions established under Exemption 5.

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