

UEM PROJECT No.: 23-211

DATE: JANUARY 2024

PLANNING JUSTIFICATION REPORT PREPARED FOR:

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357 HIGHWAY 2, TOWNSHIP OF LEEDS AND THE THOUSAND ISLANDS

ONTARIO

PLANNING JUSTIFICATION REPORT ZONING BY-LAW AMENDMENT 357 HIGHWAY 2, TOWNSHIP OF LEEDS AND THE THOUSAND ISLANDS



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1.0 INTRODUCTION

1.1 PROPONENT AND AGENT

Urban & Environmental Management Inc. (UEM) was retained by the owners of 357 Highway 2 in the Township of Leeds and the Thousand Islands to assist with an application for a Zoning By-law Amendment (ZBA) to permit a gasoline bar, convenience store and restaurant with drive-thru facility on the property.

1.2 PRE-CONSULTATION

The proposed development was submitted to the Township of Leeds and the Thousand Islands for review and written comments were provided on December 22, 2022. No virtual or in-person pre-consultation meeting was held.

1.3 APPLICATIONS TO BE SUBMITTED

A Zoning By-law Amendment application and supporting documentation are being submitted by the proponent to the Township of Leeds and the Thousand Islands.

1.4 PURPOSE OF THE PLANNING JUSTIFICATION REPORT

The purpose of this Planning Justification Report is to analyze the proposed development in consideration of relevant Provincial and Municipal planning documents and policies. The conformance of the proposed development is evaluated, and where deviations exist, justification is provided, or mitigation measures are proposed (as required).

2.0 SITE CONTEXT

2.1 SITE DESCRIPTION (EXISTING)

The subject property is located at 357 Highway 2 (King Street) in the Township of Leeds and the Thousand Islands. The property is located on the south side of Highway 2 at the intersection with Days Road. It is currently vacant with a paved area but no existing buildings or structures. **Figure 2-1** shows the location of the property. The property has a lot frontage of 51.6 metres along Highway 2, a lot depth of 96.239 metres and an area of 1.49 hectares. The legal description of the property is Part of Lot 17, Concession I Township of Leeds.

The United Counties of Leeds and Grenville Official Plan (analyzed below in **Section 4.2**) includes policies regarding greyfield sites. Greyfields are described as properties, typically commercial or industrial, which were previously developed but have become economically non-viable in their current state. Further, they have no known environmental contamination on site. The subject property is a vacant commercial property that was previously developed and is not known to be contaminated. It is underutilized and not economically viable in its existing state. Therefore, it is concluded that the property meets the description of a greyfield.



Figure 2-1: Site Location and Approximate Property Boundaries (Source: Google Maps)

The property is located within the Township of Leeds and the Thousand Islands, however is just outside of the Town of Gananoque boundary, as shown in **Figure 2-2**. Therefore, the analysis of the proposed development must also take into account the adjacent land uses in the Town of Gananoque, as well as the services it will provide Gananoque residents and businesses.

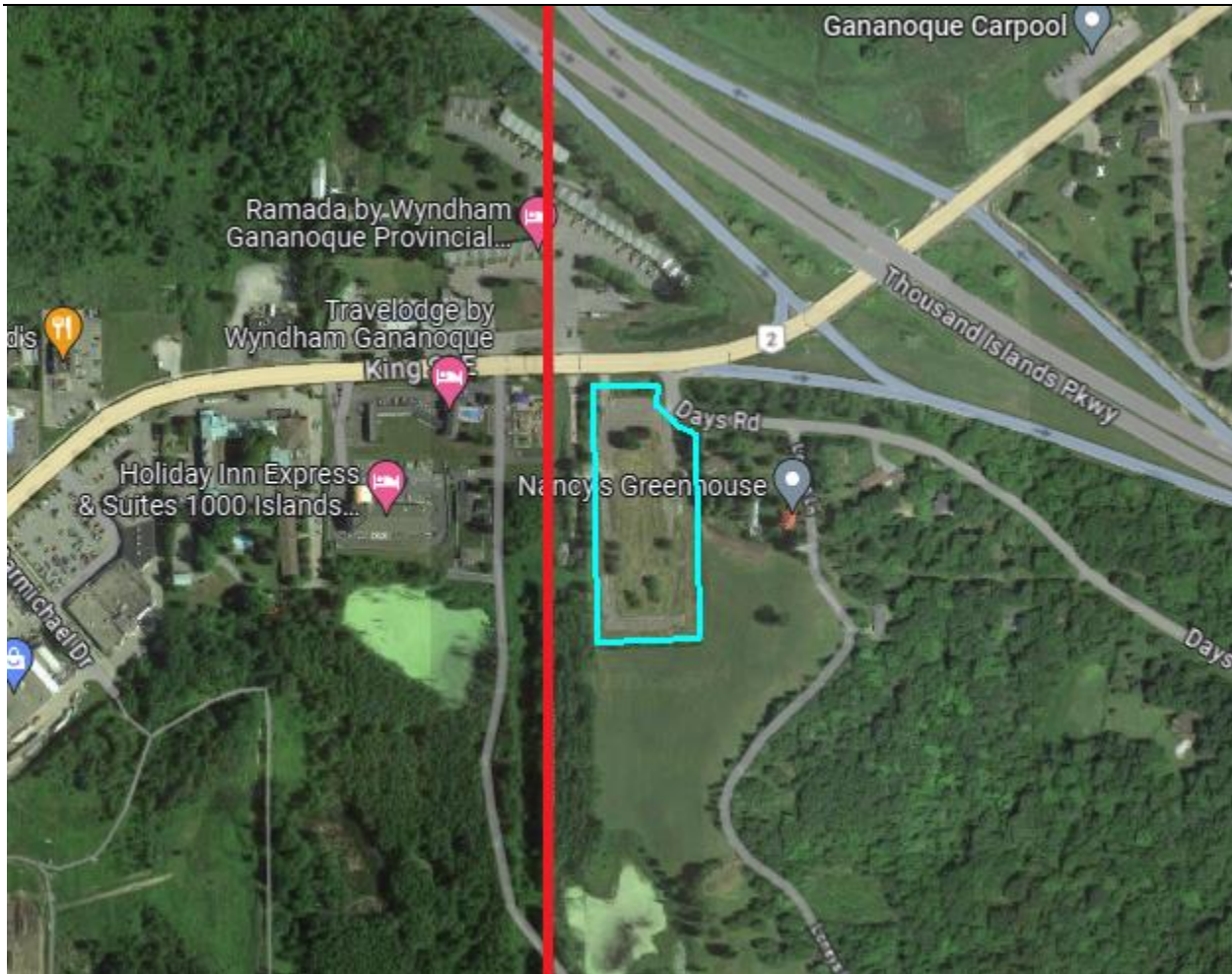


Figure 2-2: The subject property in relation to the Town of Gananoque/Township of Leeds and the Thousand Islands border (Source: Google Maps)

2.2 SURROUNDING LAND USES

Land uses surrounding the properties are as follows:

- North – Immediately north of the property is Highway 2, and beyond that is the Ramada motel.
- East – Immediately east of the property, along the north part of the property, is Days Road. A commercial greenhouse (Nancy's Greenhouse) is also located along the east part of the property along with agricultural fields.
- South – Immediately south of the property are agricultural fields.
- West – Immediately west of the property is a residential dwelling, and west of that, along the north part of the property, is a Starbucks operation with a mini-putt course.

2.3 IDENTIFICATION OF ANY CONSTRAINTS AFFECTING THE SITE

UEM and the proponent are not aware of any constraints affecting the subject property.

2.4 IDENTIFICATION OF ANY OTHER KNOWN DEVELOPMENT PROPOSALS

UEM and the proponent are not aware of any other development proposals that have the potential to affect the site.

3.0 DESCRIPTION OF PROPOSAL

3.1 EXISTING AND PROPOSED LAND USES ON THE PROPERTIES

The property is currently vacant with a paved area. A conceptual plan showing the property and the existing building is included in **Appendix A**.

3.2 PLANNING HISTORY OF THE SITE

The property is designated as Rural in the Township of Leeds and the Thousand Islands Official Plan (**Appendix B**) and zoned Tourist Commercial (CT) in the Township of Leeds and the Thousand Islands Zoning By-law (**Appendix C**). The current owner of the property is not aware of the previous use of the site. It appears that there were structures on the site and previously paved areas suggesting some type of development. The Stormwater Management and Functional Servicing Report in support of this current application (Blueprint2Build, January 2024) indicates that “the site used to be developed with buildings, driveways and stormwater system including storm lines, manhole and catchbasins.” No further planning history for the property is known.

3.3 SITE SERVICING

Site servicing for the subject property includes:

- Municipal sewers and water
- Storm sewer
- Natural gas
- Electricity
- Communications (telephone and internet)

3.4 DESCRIPTION OF PREVIOUS CONSULTATIONS WITH RELEVANT AGENCIES

As noted, written comments from the Township of Leeds and the Thousand Islands and other relevant agencies were received on December 22, 2022. The history of any other previous consultations with Township staff or relevant agencies regarding this property is unknown.

3.5 PROPOSED MODIFICATIONS TO ZONING BY-LAW PROVISIONS

The property is currently zoned Tourist Commercial (CT), which permits the proposed gasoline bar, convenience store and restaurant, however does not permit the proposed drive-thru facility for the restaurant. Therefore, to permit the proposed use, the subject property is required to be rezoned to a site-specific CT Zone.

3.6 TECHNICAL SUPPORTING STUDIES REQUIRED

In the written comments provided by the Township, the following supporting studies were identified as required in support of the ZBA:

- Traffic Impact Study
- Servicing Report
- Stormwater Management Report
- Planning Justification Report

The Servicing and Stormwater Management Reports have been combined into a single report in support of the proposed development.

4.0 POLICY AND PLANNING ANALYSIS

In support of the required ZBA, a summary and analysis of relevant planning documentation is provided. Planning guidance documents addressed include Provincial (i.e. Provincial Policy Statement), County (i.e. United Counties of Leeds and Grenville Official Plan) and Municipal (Township of Leeds and the Thousand Islands Official Plan and Zoning By-Law). The purpose of this review is to identify and consider relevant policies and discuss the appropriateness and conformity of the requested amendments with those policies.

4.1 PROVINCIAL POLICY STATEMENT

The Provincial Policy Statement (PPS, 2020) 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 while protecting resources of provincial interest, public health and safety, and the quality of the natural environment.

The policies of the PPS may be complemented by Provincial Plans or by locally generated policies regarding matters of municipal interest. The Planning Act sets a minimum standard that requires all municipal planning decisions ‘to be consistent with’ the policies of the PPS. Together the PPS and Municipal Official Plans provide a framework for comprehensive, integrated and long-term planning.

4.1.1 ANALYSIS OF PROVINCIAL POLICY STATEMENT

The proponent is proposing to utilize the property for a gas bar, convenience store and restaurant with a drive-thru in the Township of Leeds and the Thousand Islands. This supports the PPS vision statement above. **Table 4-1** summarizes the review of the PPS with respect to this rezoning.

Table 4-1: Results of Review of the Provincial Policy Statement (PPS)

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
Section 1.1.1 a)	Healthy, liveable and safe communities are sustained by: a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;	The proposed development promotes the efficient redevelopment of the property. The development will include the construction of a gas bar, convenience store and restaurant with a drive-thru. This will also provide new employment opportunities, which will support the local economy.
Section 1.1.1 b)	Healthy, liveable and safe communities are sustained by: b) Accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and	The proposed development will create several commercial employment opportunities, including convenience store and restaurant positions.

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
	open space, and other uses to meet long-term needs.	
Section 1.1.1 g)	Healthy, liveable and safe communities are sustained by: (g) Ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs.	The development will utilize the Town of Gananoque’s existing municipal infrastructure.
Section 1.1.3.1	Settlement areas shall be the focus of growth and development.	The proposed development is located within the Township of Leeds and the Thousand Islands. Though the site is not located within a settlement area, it is immediately outside of the Town of Gananoque settlement area (see Figure 2-2). The proposed development is consistent with the scale and character of the local area, which consists of other commercial operations (i.e., hotel, motel, commercial greenhouse, Wal-Mart, etc.).
Section 1.1.3.2	Land use patterns within settlement areas shall be based on densities and a mix of land uses which: b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;	The proposed development is appropriate for the property, which is designated Rural and zoned Tourist Commercial (CT). It will efficiently redevelop the property, provide new employment opportunities and utilize existing municipal infrastructure.
Section 1.1.3.4	Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.	The proposed development will redevelop the property and intensify the commercial use of the property.
Section 1.3.1	Planning authorities shall promote economic development and competitiveness by: a) providing for an appropriate mix and range of employment, institutional, and	The proposed development includes a mix of commercial uses and will provide new employment opportunities within the Township of Leeds and the Thousand Islands, as

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
	<p>broader mixed uses to meet long-term needs;</p> <p>b) 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;</p> <p>e) ensuring the necessary infrastructure is provided to support current and projected needs.</p>	<p>well as for the adjacent Town of Gananoque. This will support the local economy. Additionally, the development will utilize the Town of Gananoque’s existing municipal infrastructure.</p>
<p>Section 1.6.6.2</p>	<p>Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimize the use of the services.</p>	<p>The proposed development will utilize the Town of Gananoque’s existing municipal infrastructure. A Stormwater Management and Functional Servicing Report (Blueprint2Build, January 2024) has been prepared in support of this ZBA, which indicates that the existing sanitary and water services have sufficient capacity to support the proposed development.</p>
<p>Section 1.6.6.7</p>	<p>Planning for stormwater management shall:</p> <p>a) be integrated with planning for sewage and water services and ensure that systems are optimized, feasible and financially viable over the long term;</p> <p>b) minimize, or, where possible, prevent increases in contaminant loads;</p> <p>c) minimize erosion and changes in water balance, and prepare for the impacts of a changing climate through the effective management of stormwater, including the use of green infrastructure;</p> <p>d) mitigate risks to human health, safety, property and the environment;</p> <p>e) maximize the extent and function of vegetative and pervious surfaces; and</p>	<p>A Stormwater Management and Functional Servicing Report (Blueprint2Build, January 2024) was completed in support of this development. The report indicates that the existing drainage pattern and flows on site will be maintained, with overland flows being directed to the corner of the property at Highway 2 and Days Road, where it then outlets through a culvert under Highway 2 to an existing stormwater pond located on the north side of Highway 2. Stormwater discharge quantity will be managed by an orifice plate (145 mm diameter) to meet pre-development conditions. Stormwater generated on the hardscape portion of the property will be directed to an Oil-Grit Separator for treatment before being directed to the existing stormwater</p>

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
	f) promote stormwater management best practices, including stormwater attenuation and re-use, water conservation and efficiency, and low impact development.	pond for quality control. Annual inspection and maintenance of the Oil-Grit Separator will be carried out by the owner.

4.1.2 SUMMARY OF PPS ANALYSIS

The proposal to redevelop the property at 357 Highway 2 in the Township of Leeds and the Thousand Islands will include the construction of a gas bar, convenience store, and restaurant with drive-thru. This development will support the local economy as it will create new employment opportunities at the convenience store and restaurant. It will also intensify the commercial use of the property, as it is currently vacant and underutilized. Further, it will utilize existing municipal infrastructure. Based on this, it is concluded that the development is consistent with the policies set out in the PPS (2020).

4.2 UNITED COUNTIES OF LEEDS AND GRENVILLE OFFICIAL PLAN

The United Counties of Leeds and Grenville Official Plan (2022) was developed to provide guidance on physical development within the United Counties, as well as managing growth and development with respect to social, economic and natural environments.

4.2.1 ANALYSIS OF UNITED COUNTIES OF LEEDS AND GRENVILLE OFFICIAL PLAN POLICIES

The subject property is designated as Rural Lands in the Official Plan. There are several components of the Official Plan that provide guidance for this proposed development. **Table 4-2** includes review of relevant policies in the Growth Plan in relation to the proposed development.

Table 4-1: Results of Review of the United Counties of Leeds and Grenville Official Plan

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
Section 2.1 – Growth Management and Settlement Areas, Objectives	a) Foster the creation of complete, healthy and vibrant communities and enhance the quality of life for all residents by focusing growth and development to settlement areas. Growth in rural areas will be limited and in keeping with the scale, character, and service levels of the area, as well as the objectives detailed in the local municipal Official Plans in order to conserve and protect natural heritage features and areas and prime agricultural areas.	The subject property is located in the rural area, however it is immediately outside of the Town of Gananoque settlement area. The proposed development is consistent with the scale and character of the local area, which consists of other commercial operations (i.e., hotel, motel, commercial greenhouse, Wal-Mart, etc.). The proposed use is also consistent with the Township of Leeds and the Thousand Islands Official Plan, which designates the property as Rural. This designation permits uses that provide employment opportunities and those that offer important services to

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
		residents, tourists, businesses and the travelling public.
Section 2.1 – Growth Management and Settlement Areas, Objectives	c) Promote a settlement structure which focuses growth to the Counties’ urban and rural settlement areas. Growth in rural areas will be limited, and in keeping with the scale, character, and service levels of the area, as well as the objectives detailed in the local municipal Official Plan.	<p>The subject property is located in the rural area, however it is immediately outside of the Town of Gananoque settlement area. The proposed development is consistent with the scale and character of the local area, which consists of other commercial operations (i.e., hotel, motel, commercial greenhouse, Wal-Mart, etc.).</p> <p>The proposed use is also consistent with the Township of Leeds and the Thousand Islands Official Plan, which designates the property as Rural. This designation permits uses that provide employment opportunities and those that offer important services to residents, tourists, businesses and the travelling public.</p>
Section 2.1 – Growth Management and Settlement Areas, Objectives	f) Encourage economic development opportunities through the protection of employment areas and support of water- and tourism-based employment (e.g. associated with the Rideau Canal and other prominent waterways located within the Counties), and providing an appropriate range and mix of uses to meet long-term needs and attract businesses to the Counties.	<p>The proposed development will provide new employment opportunities in the convenience store and restaurant, which will contribute to strengthening the local economy. The proposed uses also compliment and support the existing, adjacent hotel and motel uses, which cater to tourism and the travelling public.</p>
Section 3.1 – Rural Area, Objectives	d) Growth and development may be accommodated on rural lands in accordance with the policies of Section 3.3, which provide opportunities for the management or use of resources, resource based recreational and tourism uses, home occupations and home industries, limited residential uses and other rural land uses.	<p>The subject property is located within the Rural Lands area. The proposed use is consistent with the permitted uses under the Rural designation in the Township of Leeds and the Thousand Islands Official Plan.</p>
Section 3.1 – Rural Area, Objectives	e) Promote the efficient use of existing rural infrastructure and public service facilities.	<p>The subject property will utilize the Town of Gananoque’s existing municipal infrastructure.</p>

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
Section 3.1 – Rural Area, Objectives	f) Promote regeneration and community improvement, including the redevelopment of greyfield and brownfield sites.	The proposed development would result in the redevelopment of a greyfield site.
Section 3.1 – Rural Area, Objectives	g) Promote diversification of the economic base and employment opportunities through goods and services, including value-added products and the sustainable management or use of resources.	The proposed development will provide new employment opportunities in the convenience store and restaurant, which will contribute to strengthening the local economy.
Section 3.1 – Rural Area, Objectives	j) Provide opportunities for a diversified range of economic activities in the Rural Area.	The proposed development will provide new employment opportunities in the convenience store and restaurant, which will contribute to strengthening the local economy.
Section 3.3.1 – Rural Lands, Objectives	d) Promote opportunities to support a diversified rural economy by protecting agricultural uses and other resource-related uses and directing non-related development to areas where it will minimize constraints on these uses.	The subject property is an underutilized vacant lot that is not used for agricultural or other resource-related uses. Therefore, there will be no loss of existing agricultural uses as a result of the proposed development.
Section 3.3.1 – Rural Lands, Objectives	e) Promote limited development that is compatible with the rural landscape and character and can be sustained by rural service levels, which generally includes individual on-site sewage and individual on-site water services.	The proposed development is on lands adjacent to the more developed urban area and will be consistent with the uses in the surrounding area (commercial uses including hotel, motel, Wal-Mart, etc.) and will utilize the Town of Gananoque’s existing municipal services.
Section 3.3.1 – Rural Lands, Objectives	g) Accommodate development that is appropriate to the infrastructure which is planned or available, and avoid the need for the unjustified and/or uneconomical expansion of infrastructure.	The subject property will utilize the Town of Gananoque’s existing municipal infrastructure.
Section 3.3.2 – Rural Lands, Permitted Uses	c) In addition to agricultural uses and agriculture-related uses, rural industrial/commercial uses which are resource-based and forestry uses, or which are located within or along a local rural commercial area or corridors, may be permitted without an amendment to this Plan, subject to the policies of	The proposed use is consistent with the local Official Plan, which designates the property as Rural. This designation permits uses that provide employment opportunities and those that offer important services to residents, tourists, businesses and the travelling public. The proposed use is a

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
	Section 3.2.3, the local municipal Official Plan, and may be subject to a site-specific rezoning.	“rural commercial use” and is located along a rural commercial corridor that joins into an urban commercial corridor/area.
Section 3.3.2 – Rural Lands, Permitted Uses	d) Recreational and tourist commercial uses, open space, and limited residential development, may be permitted in rural lands without requiring an amendment to this Plan, but may be subject to a rezoning, and provided the use is permitted in the local municipal Official Plan, and meets the criteria established within the local municipal Official Plan.	The proposed use is consistent with the local Official Plan, which designates the property as Rural. This designation permits uses that provide employment opportunities and those that offer important services to residents, tourists, businesses and the travelling public. The proposed development is considered a tourist commercial use as it supports the travelling public as does the surrounding hotels/motels.
Section 3.3.2 – Rural Lands, Permitted Uses	e) The specific permitted uses and accessory uses will be established in the local municipal Official Plans and implementing zoning by-laws.	The proposed use is consistent with the local Official Plan, which designates the property as Rural. This designation permits uses that provide employment opportunities and those that offer important services to residents, tourists, businesses and the travelling public.
Section 3.3.3 – Rural Lands, Land Use Policies	c) Development in rural lands will be subject to the policies of Section 6.3, with respect to servicing.	The policies of section 6.3 are analyzed and rationale provided further in Table 4-2 below.
Section 3.3.3 – Rural Lands, Land Use Policies	d) The development of new or expanding uses must be compatible with the rural landscape and must be sustained by rural service levels.	The proposed development will be consistent with the uses in the surrounding area (commercial uses including hotel, motel, Wal-Mart, etc.) and will utilize the Town of Gananoque’s existing municipal services.
Section 3.3.3 – Rural Lands, Land Use Policies	k) The local municipalities will establish policies in the local municipal Official Plans to ensure that the following criteria are satisfied where rural industrial/commercial uses, excluding applications under the Aggregate Resources Act, are proposed: i. The proposed use will not create or add to a negative impact on the	There will be no outside storage of any materials related to the proposed uses for the property. As noted on the site plan, an area for waste collection is identified. EarthBin waste containers are being proposed. The owner will contract for private waste collection for the EarthBin containers.

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
	<p>environment, adjacent or nearby sensitive land uses, or traffic patterns;</p> <p>ii. The proponent will demonstrate how outside storage, if any, and the storage and removal of on-site generated waste is to be accommodated;</p> <p>iii. The proponent may be required to demonstrate how the traffic generated from the proposed use will impact the existing roads and how much will be generated;</p> <p>iv. For a use that may have the ability to compromise or contaminate the subject lands, the proponent may be required to submit a remediation plan to be used upon the discontinuation of use to the satisfaction of the municipality, Counties, and the applicable Ministry(ies); and</p> <p>v. The proponent may be required to demonstrate how the foregoing and any other requirements set out in this Plan and the local municipal Official Plan will be met.</p>	<p>The requirement for a Traffic Impact Study (TIS) was identified during the pre-consultation process. Further, comments from the Ministry of Transportation (MTO) indicated that the property is not eligible for an access onto Highway 2 since there is an alternate entrance from Days Road and that the TIS must justify any proposed entrance from Highway 2.</p> <p>A TIS (Trans-Plan Transportation, December 2023) was completed in support of this development. The TIS indicated that the proposed development would have minimum impact on existing conditions, that the right-in right-out entrance on Highway 2 would operate at a Level of Service (LOS) B and that the entrance on Days Road would operate at a LOS A.</p> <p>Diesel fuel and gasoline will be stored in underground storage tanks that are fiberglass double-walled and meet the Technical Standards and Safety Association (TSSA) approval requirements. Underground storage tanks have a built-in alarm system to detect any leakage.</p>
<p>Section 6.3.1 – Sewage and Water Services</p>	<p>a) Full municipal sewage services and municipal water services are the preferred form of servicing for all urban settlement areas. Intensification and redevelopment within urban settlement areas on existing municipal sewage services and municipal water services will be promoted, wherever feasible.</p>	<p>The subject property will utilize the Town of Gananoque’s existing municipal infrastructure.</p>
<p>Section 6.3.1 – Sewage and Water Services</p>	<p>g) The local municipality must confirm the availability of the required municipal and/or private communal sewage services and municipal and/or private communal water services capacity prior to development being approved, based on acceptance of a servicing analysis study, to the satisfaction of the lower-tier municipality. Provincial guidelines</p>	<p>A Stormwater Management and Functional Servicing Report (Blueprint2Build, January 2024) was completed in support of the ZBA, which analyzed the existing municipal infrastructure (belonging to the Town of Gananoque) that is proposed to service the development. Calculations indicate that the sanitary and water</p>

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
	<p>will be used when determining the remaining uncommitted reserve sewage system capacity and reserve water system capacity. The determination of sufficient reserve sewage system capacity will include treatment capacity for hauled sewage from private communal sewage services and individual on-site sewage services.</p>	<p>services have sufficient capacity to support the proposed development.</p>
<p>Section 6.3.2 – Stormwater Management</p>	<p>a) As part of the Counties’ approval authority in accordance with the policies of Section 7.6 of this Plan, the Counties may require stormwater management controls in their approval of certain development applications. In addition, the Counties will encourage local municipalities in their planning for stormwater management to:</p> <ul style="list-style-type: none"> i. minimize, or, where possible, prevent increases in contaminant loads; ii. minimize changes in water balance and erosion; iii. not increase risks to human health and safety and property damage; iv. maximize the extent and function of vegetative and pervious surfaces; and v. promote stormwater management best practices, including stormwater attenuation and re-use, and low impact development. 	<p>A Stormwater Management and Functional Servicing Report (Blueprint2Build, January 2024) was completed in support of this development. The report indicates that the existing drainage pattern and flows on site will be maintained, with overland flows being directed to the corner of the property at Highway 2 and Days Road, where it then outlets through a culvert under Highway 2 to an existing stormwater pond located on the north side of Highway 2. Stormwater discharge quantity will be managed by an orifice plate (145 mm diameter) to meet pre-development conditions. Stormwater generated on the hardscape portion of the property will be directed to an Oil-Grit Separator for treatment before being directed to the existing stormwater pond for quality control. Annual inspection and maintenance of the Oil-Grit Separator will be carried out by the owner.</p> <p>An Erosion and Sediment Control Plan will be implemented during construction to prevent discharge of sediment laden stormwater. Methods used will include silt fencing, catch basin buffers and mud-mats.</p>

4.2.2 SUMMARY OF UNITED COUNTIES OF LEEDS AND GRENVILLE OFFICIAL PLAN ANALYSIS

The subject property is located within the Rural Lands within the United Counties of Leeds and Grenville Official Plan. The proposed development includes a gas bar, convenience store and restaurant with drive-thru facility. This would provide new employment opportunities in the Township of Leeds and the Thousand Islands, as well as service local residents (including in the Town of Gananoque), tourists, businesses and the travelling public. Further, the subject property is not used for agricultural uses and is an underutilized greyfield, which is preferred for new development proposals. The development on the property will also utilize the Town of Gananoque’s existing municipal infrastructure, which has sufficient capacity to support the proposed development. Therefore, it is concluded that the proposed use of the property is consistent with the United Counties of Leeds and Grenville Official Plan.

4.3 TOWNSHIP OF LEEDS AND THE THOUSAND ISLANDS OFFICIAL PLAN

The Official Plan for the Township of Leeds and the Thousand Islands (2018) establishes goals, objectives and policies with respect to growth and development in the Township. It further provides direction on appropriate land use throughout the Township to ensure that physical, social, cultural, economic and natural environments are given proper consideration.

4.3.1 ANALYSIS OF TOWNSHIP OF LEEDS AND THE THOUSAND ISLANDS OFFICIAL PLAN POLICIES

The property is designated Rural in the Township of Leeds and the Thousand Islands Official Plan. The Rural designation permits a variety of uses that support employment and support local residents, tourists, businesses and the travelling public. **Table 4-3** provides an analysis of the proposed use of the property relative to the relevant policies of the Township of Leeds and the Thousand Islands Official Plan.

Table 4-3: Summary of Applicable Township of Leeds and the Thousand Islands Official Plan Policies

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
Section 3.3 – Objectives	2. The rural area shall accommodate limited residential, commercial, and industrial development, where appropriate.	The proposed development is a commercial use with a gas bar, convenience store and restaurant with drive-thru. This use is consistent with the surrounding area (i.e. hotel, motel, Wal-Mart, coffee shop) and will service local residents, tourists, businesses and the travelling public.
Section 3.3 – Objectives	3. The development of healthy, complete communities shall be promoted to support residents of all ages and abilities within the Township. Complete communities are places that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, services, a full range of housing, transportation options, and public service facilities.	The proposed gas bar, convenience store and restaurant with drive-thru will provide new employment opportunities, as well as important services to local residents both in the Township of Leeds and the Thousand Islands and the adjacent Town of Gananoque.

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
Section 3.3 – Objectives	6. Steady, diversified and balanced economic growth shall be encouraged to build a strong economic base. The Township shall be known as being open for business.	The proposed development will provide new employment opportunities and will introduce new business to the Township, which will contribute to strengthening the local economy.
Section 3.3 – Objectives	7. The Township shall ensure a wide range of employment opportunities to encourage young people to choose to stay in, or return to, the Township.	The proposed gas bar, convenience store and restaurant with drive-thru will provide new employment opportunities (including those for young people in the service industry), as well as important services to local residents both in the Township of Leeds and the Thousand Islands and the Town of Gananoque, as well as for tourists visiting the area.
Section 3.3 – Objectives	8. Land use designations and related policies are intended to foster economic growth and diversification, including opportunities for agriculture, home-based, tourism-based, service-based, and knowledge-based businesses, among other sectors.	The proposed development will provide new employment opportunities and will introduce new business to the Township, which will contribute to strengthening the local economy.
Section 3.3 – Objectives	9. New and existing local businesses and agricultural operations shall be supported in the Township’s growth and development.	The proposed development will introduce a new business to the Township.
Section 3.3 – Objectives	10. Land requirements and land use patterns shall be based on the provision of sufficient land for industrial, commercial, residential, recreational, open space, and institutional uses to promote employment opportunities.	The subject property is zoned as Tourist Commercial in the Township of Leeds and the Thousand Islands Zoning By-law and is currently vacant. The proposed development will therefore utilize existing commercially zoned land and will provide new employment opportunities in the Township.
Section 4.6 – Compatibility and Built Form	Introducing new development in existing areas, in particular through intensification, requires a sensitive approach and consideration of the area’s established uses and character. While land use designations and the implementing Zoning By-law help to ensure that compatible uses are co-	The proposed development is for a gas bar, convenience store and restaurant with drive-thru. These uses are consistent and compatible with surrounding commercial uses, which include hotels, motels, a Wal-Mart, additional restaurants, etc. These uses offer services to local residents and

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
	<p>located and incompatible uses are appropriately separated, it is also important that proposed development be compatible with existing surrounding uses and built form.</p> <p>Compatible development means development that, although not necessarily the same as existing development in the vicinity, is complementary or enhances an established community and coexists with existing development without causing undue adverse impacts on surrounding properties. Compatibility can be achieved in a variety of ways, such as the provision of appropriate setbacks, buffering features, and transition in building height and massing.</p>	<p>tourists travelling through the area and complement each other in that regard.</p>
<p>Section 4.6.1 – Compatibility and Built Form, General</p>	<p>2. a) Height and massing: Building height, massing, and scale should be assessed based on the planned or existing uses of adjacent properties, as well as the character established by the prevailing pattern of abutting development and development that is across the street.</p>	<p>The proposed buildings will be appropriately designed to be consistent with adjacent heights, setbacks, character, etc. This will be further defined during the detailed design and building permit stages.</p>
<p>Section 4.6.1 – Compatibility and Built Form, General</p>	<p>2. b) Landscaping: Landscaping may be required as a buffer between uses and shall be of a sufficient depth as determined through the Zoning By-law.</p>	<p>A 2.96 m landscape buffer will be implemented along the west side of the property where there is a driveway to an abutting residential property. There will also be other landscaped areas along the frontage of the property and in internal areas.</p>
<p>Section 4.6.1 – Compatibility and Built Form, General</p>	<p>2. c) Lighting: The potential for light spill over or glare onto adjacent light sensitive areas or the sky must be minimized.</p>	<p>The proposed development will be appropriately designed to ensure that light spill over/glare is minimized to meet standards. There was no requirement identified during the pre-consultation process for a photometric plan to be prepared.</p>
<p>Section 4.6.1 – Compatibility and Built Form, General</p>	<p>2. d) Noise and air quality: The development should be located and designed to minimize the potential for significant adverse impacts on adjacent</p>	<p>The proposed development will be appropriately designed to ensure that noise levels and other emissions do not exceed standards. No requirement</p>

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
	sensitive uses related to noise, odours, and other emissions.	for a noise study or air quality study was identified during the pre-consultation process.
Section 4.6.1 – Compatibility and Built Form, General	2. e) Outdoor amenity areas: The privacy of outdoor amenity areas of adjacent residential units must be respected.	A 2.96 m landscaped buffer is provided along the west side of the property adjacent to the driveway to the residence. The adjacent residence is setback farther than the limit of the proposed development. Further, no parking is provided along the west side of the property and the drive-thru directs vehicles towards the east. Therefore, the private amenity areas of the adjacent property will not be impacted by the operations on the subject property.
Section 4.6.1 – Compatibility and Built Form, General	2. f) Parking: Adequate on-site parking must be provided in accordance with the provisions of the Zoning By-law, with minimal impact on adjacent uses. For higher density development within settlement areas, the Township may consider permitting reduced standards for on-site parking, or off-site parking, where accommodation of on-site parking is not possible.	A total of 26 parking spaces are required and provided for the proposed development, in accordance with the Township of Leeds and the Thousand Islands Zoning By-law.
Section 4.6.1 – Compatibility and Built Form, General	2. g) Safety: The development should be designed with the principles of Crime Prevention Through Environmental Design (CPTED) and other best practices, to ensure that opportunities for crime and threats to public safety are reduced or minimized. CPTED is a proactive design philosophy based on the belief that the proper design and effective use of the built environment can lead to a reduction in the fear and incidence of crime, as well as an improvement in the quality of life (CPTED Ontario, 2014).	The convenience store and restaurant buildings will be designed with security and safety taken into consideration (specifically CPTED and other best practices) during the detailed design and building permit stages.
Section 4.6.1 – Compatibility and Built Form, General	2. h) Setbacks: Prevailing patterns of rear and side yard setbacks, building separation, landscaped open spaces, and outdoor amenity areas as established by existing zoning where	The siting of the proposed development is consistent with the siting patterns of the adjacent developments (notwithstanding they are within an adjacent municipality).

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
	the proposed pattern is different from the existing pattern of development.	
Section 4.6.1 – Compatibility and Built Form, General	2. i) Shadowing: Shadowing on adjacent properties must be minimized, particularly on outdoor amenity areas.	The proposed development is only one-storey and therefore, shadowing will not be an issue. No requirement for a shadowing study was identified during the pre-consultation process.
Section 4.6.1 – Compatibility and Built Form, General	2. j) Traffic impacts: The road network or waterbody in the vicinity of the proposed development can accommodate the vehicular or boat traffic generated.	<p>The requirement for a Traffic Impact Study (TIS) was identified during the pre-consultation process. Further, comments from the Ministry of Transportation (MTO) indicated that the property is not eligible for an access onto Highway 2 since there is an alternate entrance from Days Road and that the TIS must justify any proposed entrance from Highway 2.</p> <p>A TIS (Trans-Plan Transportation, December 2023) was completed in support of this development. The TIS indicated that the proposed development would have minimum impact on existing conditions, that the right-in right-out entrance on Highway 2 would operate at a Level of Service (LOS) B and that the entrance on Days Road would operate at a LOS A.</p>
Section 4.6.1 – Compatibility and Built Form, General	2. k) Transition: The need to provide a transition between areas of different development intensity and scale, including through the use of incremental changes in building height, massing, setbacks and stepbacks.	The proposed development will be consistent with surrounding commercial uses, therefore no transition area will be required between adjacent uses.
Section 4.6.1 – Compatibility and Built Form, General	2. l) Vehicular access: The location and orientation of vehicle access must take into account impact on adjacent properties including noise, glare, and loss of privacy, as well as safety of pedestrians and pedestrian access.	The requirement for a Traffic Impact Study (TIS) was identified during the pre-consultation process. Further, comments from the Ministry of Transportation (MTO) indicated that the property is not eligible for an access onto Highway 2 since there is an alternate entrance from Days Road and that the TIS must justify any proposed entrance from Highway 2.

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
		<p>A TIS (Trans-Plan Transportation, December 2023) was completed in support of this development. The TIS indicated that the proposed development would have minimum impact on existing conditions, that the right-in right-out entrance on Highway 2 would operate at a Level of Service (LOS) B and that the entrance on Days Road would operate at a LOS A.</p> <p>The locations of the proposed entrances will not result in any negative impact to adjacent properties.</p>
Section 4.9.1 – Economic Development, General	1. Council intends to increase its efforts to promote the Township’s nonresidential development potential, such as agriculture, recreation, and tourism, commercial, industrial, service-based, and knowledge-based businesses, among other sectors; the aim of such efforts is to strengthen the municipality’s financial position, provide enhanced employment opportunities for residents and increased local access to a wider range of goods and services.	The proposed development will introduce a new commercial operation in the Township of Leeds and the Thousand Islands that supports both local residents/businesses and tourists/travelling public needs, providing new employment opportunities and access to additional goods and services.
Section 5.7.2 – Commercial and Industrial Uses in the Rural Area	Commercial and industrial uses provide employment opportunities for Township residents, as well as important services for area residents, tourists, businesses, and the travelling public.	The proposed development will provide new employment opportunities, as well as provide access to goods and services for residents, tourists, businesses and the travelling public.
Section 5.7.2 – Commercial and Industrial Uses in the Rural Area	2. It is intended that commercial and industrial development in the Rural designation be located so that the impact on natural features such as waterbodies and the Natural Heritage System will be minimal.	There are no natural features on or adjacent to the subject property. No requirement for an Environmental Impact Study (EIS) was identified during the pre-consultation process.
Section 5.7.2 – Commercial and Industrial Uses in the Rural Area	3. Commercial and industrial uses should be appropriate for the proposed location, having regard to potential impacts on neighbouring land uses and surrounding physical features, in	The proposed development is consistent and compatible with the surrounding commercial uses (i.e. hotel, motel, Wal-Mart, coffee shop). The site will be designed consistently with the surrounding built form.

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
	accordance with the Compatibility and Built Form Section of this Plan.	
Section 5.7.2 – Commercial and Industrial Uses in the Rural Area	5. Tourist commercial uses should be on lots which abut a public road, in order to help avoid conflicts with neighbouring residential uses.	The subject property abuts two public roads: Highway 2 and Days Road.
Section 5.7.2 – Commercial and Industrial Uses in the Rural Area	8. The location of all commercial and industrial uses shall be controlled by placing them in appropriate categories in the Zoning By-law. Consideration will be given to combining commercial and industrial uses in a common zone(s), where appropriate, in order to provide flexibility.	The proposed use is for a commercial gas bar, convenience store and restaurant with drive-thru. These uses, with the exception of the drive-thru facility, are permitted in and consistent with the current Tourist Commercial (CT) Zone.
Section 5.7.2 – Commercial and Industrial Uses in the Rural Area	9. The location and number of accesses to public roads for commercial and industrial uses shall be carefully controlled in order to avoid creating a traffic hazard. Generally, there should be no more than two access points per lot.	<p>The requirement for a Traffic Impact Study (TIS) was identified during the pre-consultation process. Further, comments from the Ministry of Transportation (MTO) indicated that the property is not eligible for an access onto Highway 2 since there is an alternate entrance from Days Road and that the TIS must justify any proposed entrance from Highway 2.</p> <p>Two entrances are proposed for the development. A TIS (Trans-Plan Transportation, December 2023) was completed in support of this development. The TIS indicated that the proposed development would have minimum impact on existing conditions, that the right-in right-out entrance on Highway 2 would operate at a Level of Service (LOS) B, which provides justification for the Highway 2 access, and that the entrance on Days Road would operate at a LOS A.</p>
Section 5.7.2 – Commercial and Industrial Uses in the Rural Area	10. Adequate off-street parking and loading spaces must be provided, in compliance with the Zoning By-law.	The required number of parking spaces (26) will be provided on-site. A loading zone will be located at the rear of the property adjacent to the waste container bins.
Section 5.7.2 – Commercial and	11. Adequate buffering will be provided between the commercial or industrial	A 2.96 m landscaped buffer is provided along the west side of the

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
Industrial Uses in the Rural Area	uses and neighbouring sensitive land uses (e.g. residential uses), in accordance with the Compatibility and Built Form Section and the Industrial Facilities and Sensitive Land Uses Section of this Plan, as applicable.	property adjacent to the driveway to the residence. The adjacent residence is setback farther than the limit of the proposed development.
Section 5.7.2 – Commercial and Industrial Uses in the Rural Area	12. Commercial and industrial uses in the Rural designation are designated as Site Plan Control areas.	In addition to the Zoning By-law Amendment process, the proposed development is subject to Site Plan Control.
Section 5.7.2 – Commercial and Industrial Uses in the Rural Area	13. Advertising devices and outside storage of goods and materials shall be strictly controlled.	The location of the proposed advertising signage is shown on the site plan. There will be no outside storage of any goods or materials.
Section 6.1.2 – Source Water Protection	Uncontaminated and plentiful surface and groundwater resources are essential to the safe and adequate provision of drinking water. In order to meet the present and future needs of residents, businesses, while protecting the natural environment, it is the policy of this Plan to ensure sustainable surface and groundwater resources through the protection, conservation, and careful management of the quality and quantity of drinking water sources.	Diesel fuel and gasoline will be stored in underground storage tanks that are fiberglass double-walled and meet the Technical Standards and Safety Association (TSSA) approval requirements. Underground storage tanks have a built-in alarm system to detect any leakage.
Section 6.1.2.1.3 – Source Water Protection, Highly Vulnerable Aquifer and Significant Groundwater Recharge Areas	1. New development and/or expansions to existing developments within significant groundwater recharge areas and/or highly vulnerable aquifer that involve the storage or manufacture of potential contaminants (that could include DNAPLs, organic solvents, commercial fertilizer, pesticides, liquid fuel, road salt, snow storage, mine tailings and PCBs) where they would constitute a drinking water threat may be subject to risk management measures to protect the groundwater.	Diesel fuel and gasoline will be stored in underground storage tanks that are fiberglass double-walled and meet the Technical Standards and Safety Association (TSSA) approval requirements. Underground storage tanks have a built-in alarm system to detect any leakage.
Section 6.1.2.1.3 – Source Water Protection, Highly	3. New development and/or expansions to existing development associated with non-residential planning applications located within vulnerable areas may be	In addition to the Zoning By-law Amendment process, the proposed development is subject to Site Plan Control.

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
Vulnerable Aquifer and Significant Groundwater Recharge Areas	<p>subject to Site Plan Control. Requirements may include a Risk Reduction Plan to identify measures to be incorporated into the development for land uses that involve the storage or manufacture of potential contaminants (that could include DNAPLs, organic solvents, commercial fertilizer, pesticides, liquid fuel, road salt, snow storage, mine tailings and PCBs) where it would constitute a drinking water threat. The Risk Reduction Plan must be completed to the satisfaction of the Township.</p>	
Section 6.1.3 – Source Water Protection, Stormwater Management	<p>Stormwater management is an important part of the Township’s responsibility to protect, improve, or restore the quality and quantity of water. Specifically, stormwater management is important for flood control, maintaining baseflow in water courses, water temperature regulation, erosion and sediment control, limiting nutrient and bacteria loading, maintaining fish habitat, providing groundwater recharge and preventing groundwater contamination.</p>	<p>A Stormwater Management and Functional Servicing Report (Blueprint2Build, January 2024) was completed in support of this development. The report indicates that the existing drainage pattern and flows on site will be maintained, with overland flows being directed to the corner of the property at Highway 2 and Days Road, where it then outlets through a culvert under Highway 2 to an existing stormwater pond located on the north side of Highway 2. Stormwater discharge quantity will be managed by an orifice plate (145 mm diameter) to meet pre-development conditions. Stormwater generated on the hardscape portion of the property will be directed to an Oil-Grit Separator for treatment before being directed to the existing stormwater pond for quality control. Annual inspection and maintenance of the Oil-Grit Separator will be carried out by the owner.</p> <p>An Erosion and Sediment Control Plan will be implemented during construction to prevent discharge of sediment laden stormwater. Methods used will include silt fencing, catch basin buffers and mud-mats.</p>

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
Section 6.1.3 – Source Water Protection, Stormwater Management	Surface water quality protection will be considered in the approval process for all development. Appropriate stormwater quality and quantity controls will be provided, generally on-site, in accordance with best management practices of the Ministry of the Environment, Conservation and Parks, the Cataraqui Region Conservation Authority, and the Township. Stormwater management is particularly important for developments with impervious or semi-impervious surfaces such as roofs and parking areas, as well as for golf courses and other developments with large areas of turf grass.	A Stormwater Management and Functional Servicing Report (Blueprint2Build, January 2024) was completed in support of this development. The report indicates that the existing drainage pattern and flows on site will be maintained, with overland flows being directed to the corner of the property at Highway 2 and Days Road, where it then outlets through a culvert under Highway 2 to an existing stormwater pond located on the north side of Highway 2. Stormwater discharge quantity will be managed by an orifice plate (145 mm diameter) to meet pre-development conditions. Stormwater generated on the hardscape portion of the property will be directed to an Oil-Grit Separator for treatment before being directed to the existing stormwater pond for quality control. Annual inspection and maintenance of the Oil-Grit Separator will be carried out by the owner.
Section 6.1.3 – Source Water Protection, Stormwater Management	1. The Township shall encourage stormwater management practices that: a) Minimize or, where feasible, prevent increases in contaminant loads; b) Minimize changes in water balance and erosion; c) Avoid increasing risks to human health and safety, and property damage; d) Maximize the extent and function of vegetative and pervious surfaces; and e) Promote stormwater management best practices, including stormwater attenuation and reuse, and low impact development.	A Stormwater Management and Functional Servicing Report (Blueprint2Build, January 2024) was completed in support of this development. The report indicates that the existing drainage pattern and flows on site will be maintained, with overland flows being directed to the corner of the property at Highway 2 and Days Road, where it then outlets through a culvert under Highway 2 to an existing stormwater pond located on the north side of Highway 2. Stormwater discharge quantity will be managed by an orifice plate (145 mm diameter) to meet pre-development conditions. Stormwater generated on the hardscape portion of the property will be directed to an Oil-Grit Separator for treatment before being directed to the existing stormwater

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
		<p>pond for quality control. Annual inspection and maintenance of the Oil-Grit Separator will be carried out by the owner.</p> <p>An Erosion and Sediment Control Plan will be implemented during construction to prevent discharge of sediment laden stormwater. Methods used will include silt fencing, catch basin buffers and mud-mats.</p>
Section 6.1.3 – Source Water Protection, Stormwater Management	<p>2. Adequate on-site stormwater quality and quantity controls shall be provided in support of new development proposals, excluding agricultural uses. Stormwater facilities and treatment systems shall be planned and designed in accordance with the Ministry of the Environment, Conservation and Parks’s Stormwater Management Planning and Design Manual, and according to the requirements of other agencies having jurisdiction. The Stormwater Management Plan shall include provisions for minimizing changes in water balance and erosion; reduce risks to human health and property damage, maximize the extent and function of vegetative and pervious surfaces; and promote stormwater best practices.</p>	<p>A Stormwater Management and Functional Servicing Report (Blueprint2Build, January 2024) was completed in support of this development. The report indicates that the existing drainage pattern and flows on site will be maintained, with overland flows being directed to the corner of the property at Highway 2 and Days Road, where it then outlets through a culvert under Highway 2 to an existing stormwater pond located on the north side of Highway 2. Stormwater discharge quantity will be managed by an orifice plate (145 mm diameter) to meet pre-development conditions. Stormwater generated on the hardscape portion of the property will be directed to an Oil-Grit Separator for treatment before being directed to the existing stormwater pond for quality control. Annual inspection and maintenance of the Oil-Grit Separator will be carried out by the owner.</p> <p>An Erosion and Sediment Control Plan will be implemented during construction to prevent discharge of sediment laden stormwater. Methods used will include silt fencing, catch basin buffers and mud-mats.</p>
Section 6.1.3 – Source Water Protection,	<p>3. The municipality prefers stormwater management approaches which reduce the potential need for municipality-</p>	<p>A Stormwater Management and Functional Servicing Report (Blueprint2Build, January 2024) was completed in support of this</p>

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
Stormwater Management	owned or operated control or treatment facilities.	development. The report indicates that the existing drainage pattern and flows on site will be maintained, with overland flows being directed to the corner of the property at Highway 2 and Days Road, where it then outlets through a culvert under Highway 2 to an existing stormwater pond located on the north side of Highway 2. Stormwater discharge quantity will be managed by an orifice plate (145 mm diameter) to meet pre-development conditions. Stormwater generated on the hardscape portion of the property will be directed to an Oil-Grit Separator for treatment before being directed to the existing stormwater pond for quality control. Annual inspection and maintenance of the Oil-Grit Separator will be carried out by the owner.
Section 6.1.3 – Source Water Protection, Stormwater Management	4. A Stormwater Management Plan shall be required for new plans of subdivision and major development proposals, including for any development consisting of more than four lots, for commercial or industrial developments covering large lots (more than 1 hectare or 2.5 acres), and for developments with large amounts of impervious or granular surface area. A Stormwater Management Plan may also be required for development of a smaller scale, at the discretion of Council or the delegated approval authority.	The requirement for a Stormwater Management Plan was identified during the pre-consultation process. A Stormwater Management and Functional Servicing Report (Blueprint2Build, January 2024) was completed in support of this development.
Section 6.1.3 – Source Water Protection, Stormwater Management	5. Where required, the Stormwater Management Plan shall outline means to lessen nutrient input into surrounding water bodies and municipal storm sewers after construction. A construction-mitigation plan shall outline means to lessen nutrient inputs during construction. The Stormwater Management Plan shall be submitted to the municipality or the delegated approval authority for approval.	A Stormwater Management and Functional Servicing Report (Blueprint2Build, January 2024) was completed, and is submitted, in support of this development. The report indicates that the existing drainage pattern and flows on site will be maintained, with overland flows being directed to the corner of the property at Highway 2 and Days Road, where it then outlets through a

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
	<p>Approved recommendations from the Stormwater Management Plan shall be implemented through the development approval process.</p>	<p>culvert under Highway 2 to an existing stormwater pond located on the north side of Highway 2. Stormwater discharge quantity will be managed by an orifice plate (145 mm diameter) to meet pre-development conditions. Stormwater generated on the hardscape portion of the property will be directed to an Oil-Grit Separator for treatment before being directed to the existing stormwater pond for quality control. Annual inspection and maintenance of the Oil-Grit Separator will be carried out by the owner.</p> <p>An Erosion and Sediment Control Plan will be implemented during construction to prevent discharge of sediment laden stormwater. Methods used will include silt fencing, catch basin buffers and mud-mats.</p>
<p>Section 7.4.3 – Roads, Provincial Highways</p>	<p>In addition to all the applicable municipal requirements, all proposed development located adjacent to, and in the vicinity of, a provincial highway within the Ministry of Transportation (MTO)’s permit control area under the Public Transportation and Highway Improvement Act (PTHIA), will also be subject to MTO approval. Early consultation with the MTO is encouraged to ensure the integration of municipal planning initiatives with provincial transportation planning. Any new areas in the municipality identified for future development that are located adjacent to, or in the vicinity of, a provincial highway or interchange/intersection within MTO’s permit control areas will be subject to MTO’s policies, standards and requirements.</p>	<p>The subject property is within the MTO’s permit control area, as indicated by written comments provided by the MTO during pre-consultation. The required permits and approvals will be acquired at the appropriate stage in development prior to building permits being issued.</p>
<p>Section 7.4.3 – Roads, Provincial Highways</p>	<p>12. Access to new developments adjacent to provincial highways is subject to the policies and regulations of the Ministry of Transportation.</p>	<p>The requirement for a Traffic Impact Study (TIS) was identified during the pre-consultation process. Further, comments from the Ministry of Transportation (MTO) indicated that</p>

Policy Identifier	Policy Text	Is the Proposed Development Consistent with this Policy?
		<p>the property is not eligible for an access onto Highway 2 since there is an alternate entrance from Days Road and that the TIS must justify any proposed entrance from Highway 2.</p> <p>A TIS (Trans-Plan Transportation, December 2023) was completed in support of this development. The TIS indicated that the proposed development would have minimum impact on existing conditions, that the right-in right-out entrance on Highway 2 would operate at a Level of Service (LOS) B, which provides justification for the Highway 2 access, and that the entrance on Days Road would operate at a LOS A.</p>

4.3.2 SUMMARY OF TOWNSHIP OF LEEDS AND THE THOUSAND ISLANDS OFFICIAL PLAN ANALYSIS

The subject property is currently designated Rural in the Township of Leeds and the Thousand Islands Official Plan. The proposed use of the property is a gas bar, convenience store and restaurant with a drive-thru. This would provide local residents of both the Township of Leeds and the Thousand Islands and the Town of Gananoque with new employment opportunities, as well as provide residents, businesses, tourists and the travelling public access to goods and services. The property is appropriately located in a predominantly commercial area with compatible uses in the surrounding area, including hotels, motels, retail stores, restaurants, etc. Therefore, it is concluded that the proposed rezoning of the subject property is consistent with the Township of Leeds and the Thousand Islands Official Plan.

4.4 TOWNSHIP OF LEEDS AND THE THOUSAND ISLANDS ZONING BY-LAW

4.4.1 EXISTING ZONING

The property is currently zoned Tourist Commercial (CT) as identified in the Township of Leeds and the Thousand Islands Zoning By-law No. 07-079. The CT Zone permits the proposed gas bar, convenience store and restaurant, however does not permit a drive-thru facility.

4.4.2 PROPOSED ZONING

The proposal is to amend the current zone to a site-specific Tourist Commercial (CT) Zone to permit the proposed drive-thru for the restaurant. **Tables 4-4 is a Zoning Compliance table which** summarizes the required CT zoning provisions for the property in comparison the site-specific layout of the proposed development.

Table 4-4: Zoning Provisions for 358 Highway 2, Township of Leeds and the Thousand Islands

Parameter	CT Requirements	Proposed Dimensions	Meets Requirement?
Minimum Lot Area	1.0 ha	1.49 ha	Yes
Minimum Lot Frontage	60.0 m	51.6 m	No – Existing non-conformity. Requires site-specific zoning amendment.
Minimum Front Yard Setback	10.0 m	22.2 m	Yes
Minimum Interior Side Yard Setback	5.0 m	24.1 m	Yes
Minimum Exterior Side Yard Setback from a Local Road (Section 3.35)	12.0 m	14.4 m	Yes
Minimum Rear Yard Setback	10.0 m	~137 m	Yes
Maximum Building Height	12.0 m	5.5 m	Yes
Maximum Lot Coverage	25%	4.1%	Yes
Maximum Dwellings Per Lot	1	0	N/A
Minimum Landscaped Open Space (Section 3.35)	5%	>5% (exact number TBD)	Yes
Minimum Distance Between Pumps/ Advertising Signs from a Street Line (Section 3.35)	7.5 m	From gas pumps to Days Road: ~15.4 m From advertising sign to Highway 2: ~17.7 m	Yes Yes
Maximum Width of Entrances on Front or Exterior Lot Lines (Section 3.35)	9.0 m	12.3 m	No – Existing non-conformity. Requires site-specific zoning amendment.
Minimum Distance Between Entrances (Section 3.35)	9.0 m	37.0 m	Yes

Minimum Distance of Gasoline Pump Island to Corner Lot Sight Triangle (Section 3.35)	6.0 m	N/A, not a corner lot	N/A
Minimum Landscape Strip Along Lot Lines Abutting Roads (Section 3.35)	1.5 m	1.5 m	Yes
Parking	<p>Restaurant: 1 per every 4 persons which can be accommodated according to the maximum permitted capacity, minimum 5 spaces; plus 1 parking space for every eight (8) seats on an accessory commercial patio.</p> <p>and</p> <p>Convenience/Retail Store: 1 parking space per 25.0 square metres (269.12 sq.ft.) of floor area or portion thereof; minimum 3 parking spaces.</p>	<p>Restaurant – 34 seats @ 1 space/4 seats = 8.5 spaces (rounded to 9 spaces).</p> <p>Patio – 17 seats @ 1 space/8 seats = 2.125 spaces (rounded to 2 spaces).</p> <p>Commercial – 199 m² @ 1 space/25 m² = 7.96 spaces (rounded to 8 spaces).</p> <p>19 spaces total required for this development. 25 spaces provided, including 2 which are accessible parking spaces.</p>	Yes

4.4.3 RATIONALE FOR SITE-SPECIFIC ZONING PROVISIONS

The following site-specific zoning provisions are requested for the proposed development:

- Reduced minimum lot frontage from 60.0 m to 51.6 m to reflect the existing frontage of the property.
- Increased maximum entrance widths on front or exterior lot lines from 9.0 m to 12.3 m to reflect the existing entrances.

The siting of the proposed development is consistent with those of adjacent commercial uses in the surrounding area. These site-specific zoning provisions will recognize the existing lot frontage deficiency and entrance width surplus, as well as allow for the proposed development to remain consistent with the surrounding commercial uses.

5.0 CONCLUSIONS AND RECOMMENDATIONS

5.1 CONCLUSIONS

Based on the analysis of relevant planning documentation in this Planning Justification Report prepared in support of the Zoning By-Law Amendment application, the following is concluded with respect to the proposed rezoning of 357 Highway 2 in the Township of Leeds and the Thousand Islands.

- The proposal meets the intent of the Provincial Policy Statement, as it will support the local economy and more efficiently use an under-utilized commercial lot. Further, the proposed development will utilize existing infrastructure.
- The proposal meets the intent of the United Counties of Leeds and Grenville Official Plan, as the development will provide new employment opportunities to local residents, offer goods and services to residents, businesses, tourists and the travelling public, as well as result in the redevelopment of a greyfield site. The development will also utilize existing infrastructure.
- The proposed use of the property supports the policies of the Township of Leeds and the Thousand Islands Official Plan, which are similar to those of the United Counties of Leeds and Grenville Official Plan. The proposed development will provide new employment opportunities, and offer services to residents, businesses, tourists and the travelling public. The proposed development is also consistent and compatible with surrounding commercial uses in the area, which include hotels, motels, retail stores and restaurants of similar scale.
- The existing Tourist Commercial (CT) zoning of the property permits the proposed gas bar, convenience store and restaurant use. The proposed rezoning of the subject property from CT to a site-specific CT will also allow a drive-thru for the restaurant, which is supported by the planning policies analyzed in this Planning Justification Report. Site specific zoning requirements are as follows:
 - Reduced minimum lot frontage from 60.0 m to 51.6 m to reflect the existing frontage of the property.
 - Increased maximum entrance widths on front or exterior lot lines from 9.0 m to 12.3 m to reflect the existing entrances.

5.2 RECOMMENDATIONS

Based on the analysis presented in the Planning Justification Report, it is recommended that Township of Leeds and the Thousand Islands Council approve the Zoning By-Law Amendment application to rezone the property at 357 Highway 2 to a site-specific Tourist Commercial (CT) Zone to allow a drive-thru for the already permitted restaurant, convenience store and gas bar under the CT Zone and for the other site-specific zoning requirements identified.

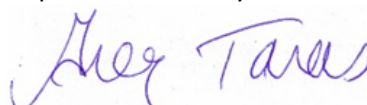
URBAN & ENVIRONMENTAL MANAGEMENT INC.

Report Prepared By:



Samantha Beam
Planner

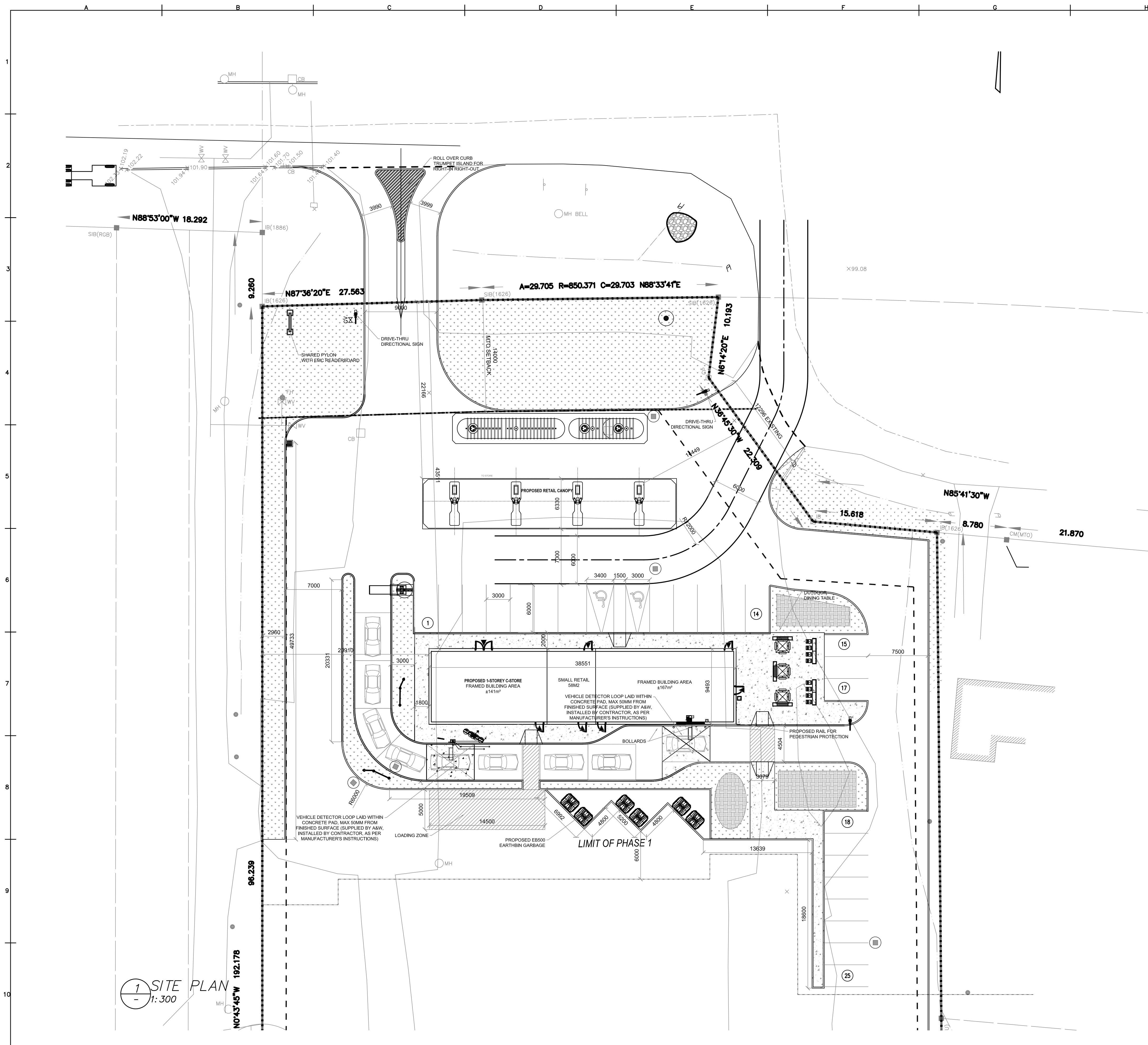
Report Reviewed By:



Greg Taras, RPP
Senior Planner

Appendix A

Conceptual Plan



1 SITE PLAN
1:300

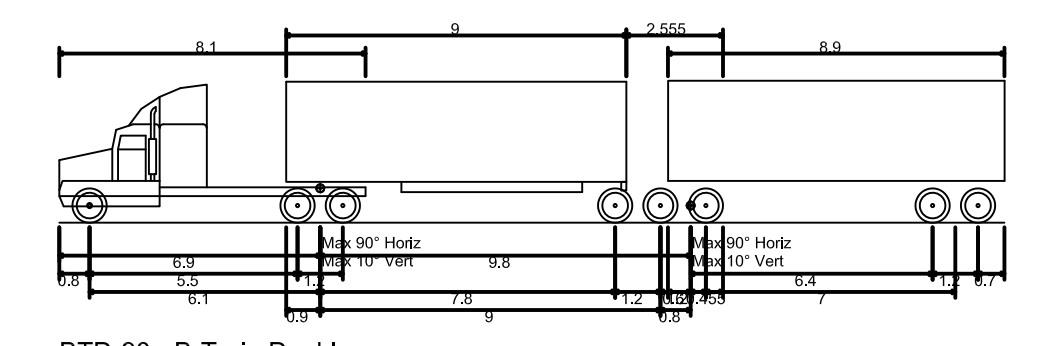
KEY PLAN



MUNICIPAL ADDRESS 357 ON-2, GANANOQUE, JOYCEVILLE, ON	LEGAL DESCRIPTION PART OF LOT 17, CONGRESSION 1 TOWNSHIP OF LEEDS	PROJECT NORTH	TRUE NORTH
--	--	------------------	---------------

- GENERAL NOTES:
- ALL SITE FEATURES ARE TO BE CONSIDERED NEW UNLESS OTHERWISE NOTED.
 - CONTRACTOR TO VERIFY EXISTING CONDITIONS PRIOR TO CONSTRUCTION.
 - CONTRACTOR TO ENSURE ALL SETBACKS ARE MAINTAINED DURING CONSTRUCTION OF SITE.
 - OWNER OR OWNER REPRESENTATIVE ARE TO BE NOTIFIED OF ANY ERRORS OR OMISSIONS THAT ARE DISCOVERED.
 - OWNER OR OWNER REPRESENTATIVE ARE RESPONSIBLE FOR FINAL CONFIRMATION AND PLACEMENT OF ALL EQUIPMENT.
 - CONTRACTOR TO HAVE LOCATES DONE PRIOR TO ANY CONSTRUCTION ACTIVITIES.
 - ALL DIMENSIONS ARE APPROXIMATE AND NEED TO BE VERIFIED PRIOR TO CONSTRUCTION.
 - DO NOT SCALE DRAWINGS.

SITE PLAN BUILDING STATISTICS			
DEVELOPMENT PROPOSAL USAGE	NEW DEVELOPMENT		
SITE ADDRESS	357 ON-2, GANANOQUE, JOYCEVILLE, ON		
LEGAL DESCRIPTION	PART OF LOT 17, CONGRESSION 1 TOWNSHIP OF LEEDS		
SURVEYOR	K.M. WISEMAN		
OWNER			
AGENT REPRESENTATIVE	JOE FLEMMING & SIMON JONES (blueprint2build)		
ZONING & ZONING BY-LAW	CT - Tourist Commercial		
NO.	CATEGORY	REQUIRED	PROVIDED
	Lot Area	930m ²	14932.9m ²
	Lot Frontage	24m	51.8m
	Building Area		Convenience store- 141m ² Retail- 58m ² Restaurant- 167m ²
	Gas Canopy Area		251m ²
	Front Yard Setback North	Building 10.0m	35.1m
	EXT Side Yard Setback South	Building 10.0m	24.1m
	INT Side Yard Setback East	Building 5.0m	11.5m
	Rear Yard Setback West	Building 10.0m	24.7m
	Front Yard Setback North	Gas Canopy 12.0m	22.2m
	Side Yard Setback South	Gas Canopy 4.5m	49.7m
	Side Yard Setback East	Gas Canopy 12.0m	14.4m
	Rear Yard Setback West	Gas Canopy 2.2m	14.0m
	Lot Coverage	40%	4.1%
	Landscape Coverage		
	Canopy Height		5.5m
	Building Height	12.0m	TBC
Parking Spaces Calculation	Restaurant parking requirements (s. 3.32) 1 space per 4 seats + 18 patio = 11		25 Provided
	Convenience store parking requirements (3.32): Convenience store 1 space per 25 m ² of gross floor area, minimum 5 spaces = 9		20 Req.
Parking Spaces Barrier Free		2 Req. 1 Type A, 1 Type B	2 Provided
Width of Accessible Parking Space Type A		3.5m + 1.5m	3.5m + 1.5m
Length of Accessible Parking Space Type A		5.5m	5.5m
Width of Accessible Parking Space Type B		2.75m	2.75m
Length of Accessible Parking Space Type B		5.5m	5.5m
Width of 90° Parking Spaces		2.75m	2.75m
Width of Parallel Parking Spaces		2.5m	2.5m
Length of 90° Parking Spaces		5.5m	5.5m
Length of Parallel Parking Spaces		6.5m	6.5m
Loading Space		1 Required 3.5m x 14m	1 Provided 3.5m x 14m
Entrance Width (Combined)		9.0m	Existing To Remain



BTD-90 - B-Train Double

Overall Length	25.000m
Overall Width	2.600m
Overall Body Height	3.755m
Min Body Ground Clearance	0.435m
Track Width	2.600m
Lock-to-lock time	4.00s
Curb to Curb Turning Radius	10.700m

2 TRUCK DETAIL
1:200

Date: 2022-01-19
Date: 2022-01-19

Drawn By: JN
Reviewed By: JSF/SDU
DWG Scale: AS SHOWN
File No. 1905-228-00

SITE PLAN
357 ON-2, GANANOQUE,
JOYCEVILLE, ON

REV	Date	Description	APRVD
1	21-10-19	ISSUED FOR PRE-CONSULTATION	SDU

File No. 1905-228-00

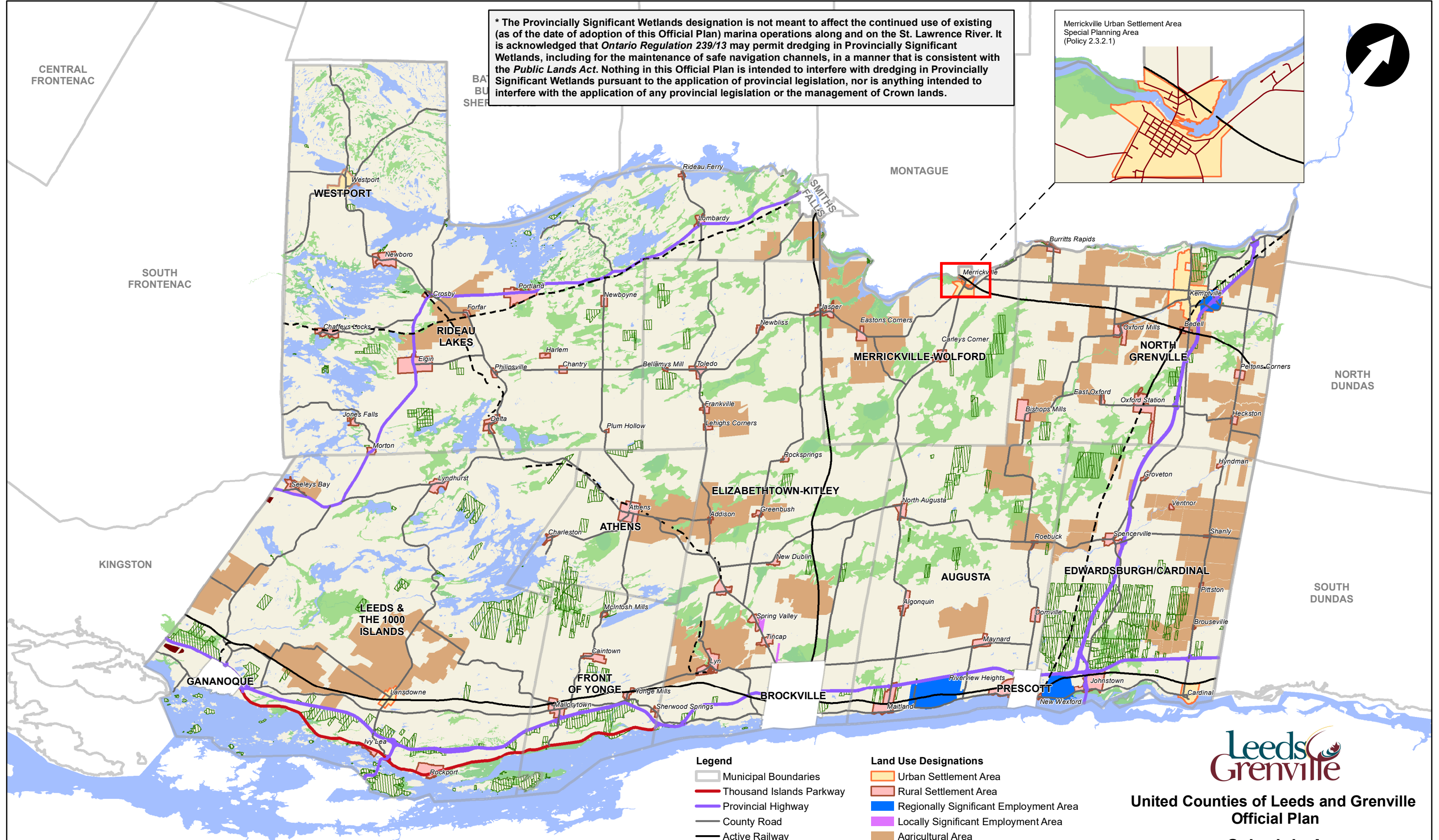
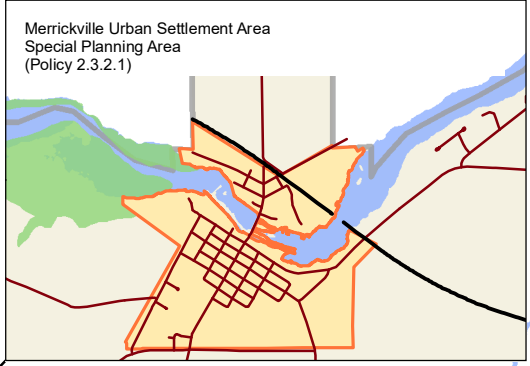
SP01

Appendix B

Official Plan Maps

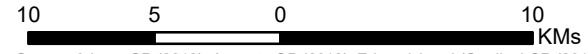
1. **United Counties of Leeds and Grenville Official Plan – Land Use Map (Schedule A)**
2. **Township of Leeds and the Thousand Islands Official Plan – Land Use Designations (Schedule A1)**

* The Provincially Significant Wetlands designation is not meant to affect the continued use of existing (as of the date of adoption of this Official Plan) marina operations along and on the St. Lawrence River. It is acknowledged that *Ontario Regulation 239/13* may permit dredging in Provincially Significant Wetlands, including for the maintenance of safe navigation channels, in a manner that is consistent with the *Public Lands Act*. Nothing in this Official Plan is intended to interfere with dredging in Provincially Significant Wetlands pursuant to the application of provincial legislation, nor is anything intended to interfere with the application of any provincial legislation or the management of Crown lands.



- | | |
|----------------------------|--|
| Legend | Land Use Designations |
| — Municipal Boundaries | Urban Settlement Area |
| — Thousand Islands Parkway | Rural Settlement Area |
| — Provincial Highway | Regionally Significant Employment Area |
| — County Road | Locally Significant Employment Area |
| — Active Railway | Agricultural Area |
| - - - Abandoned Railway | Rural Lands |
| ▨ Crown Lands | Specific Resource - Wollastonite |
| | Provincially Significant Wetlands |

This Schedule forms part of the Official Plan and must be read and interpreted in conjunction with the other Schedules and the text of this Plan.



Source: Athens OP (2012), Augusta OP (2012), Edwardsburgh/Cardinal OP (2011), Elizabethtown-Kitley OP (2006), Front of Yonge OP (2006), Leeds and the Thousand Islands OP (2006), Merrickville-Wolford OP (2008), North Grenville OP (2010), Rideau Lakes OP (2004), Westport OP (2008), Land Information Ontario, United Counties of Leeds and Grenville, © Queen's Printer for Ontario



**United Counties of Leeds and Grenville
Official Plan**

Schedule A

Community Structure and Land Use

Office Consolidation: September 1, 2022
Council Adoption: July 23, 2015
Ministerial Approval: February 19, 2016





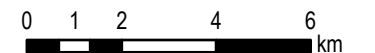
OFFICIAL PLAN SCHEDULE A1 LAND USE DESIGNATIONS

LEEDS AND THE THOUSAND ISLANDS
COUNCIL ADOPTION SEPTEMBER 10, 2018

UNITED COUNTIES OF LEEDS AND GRENVILLE
APPROVAL NOVEMBER 22, 2018

Legend

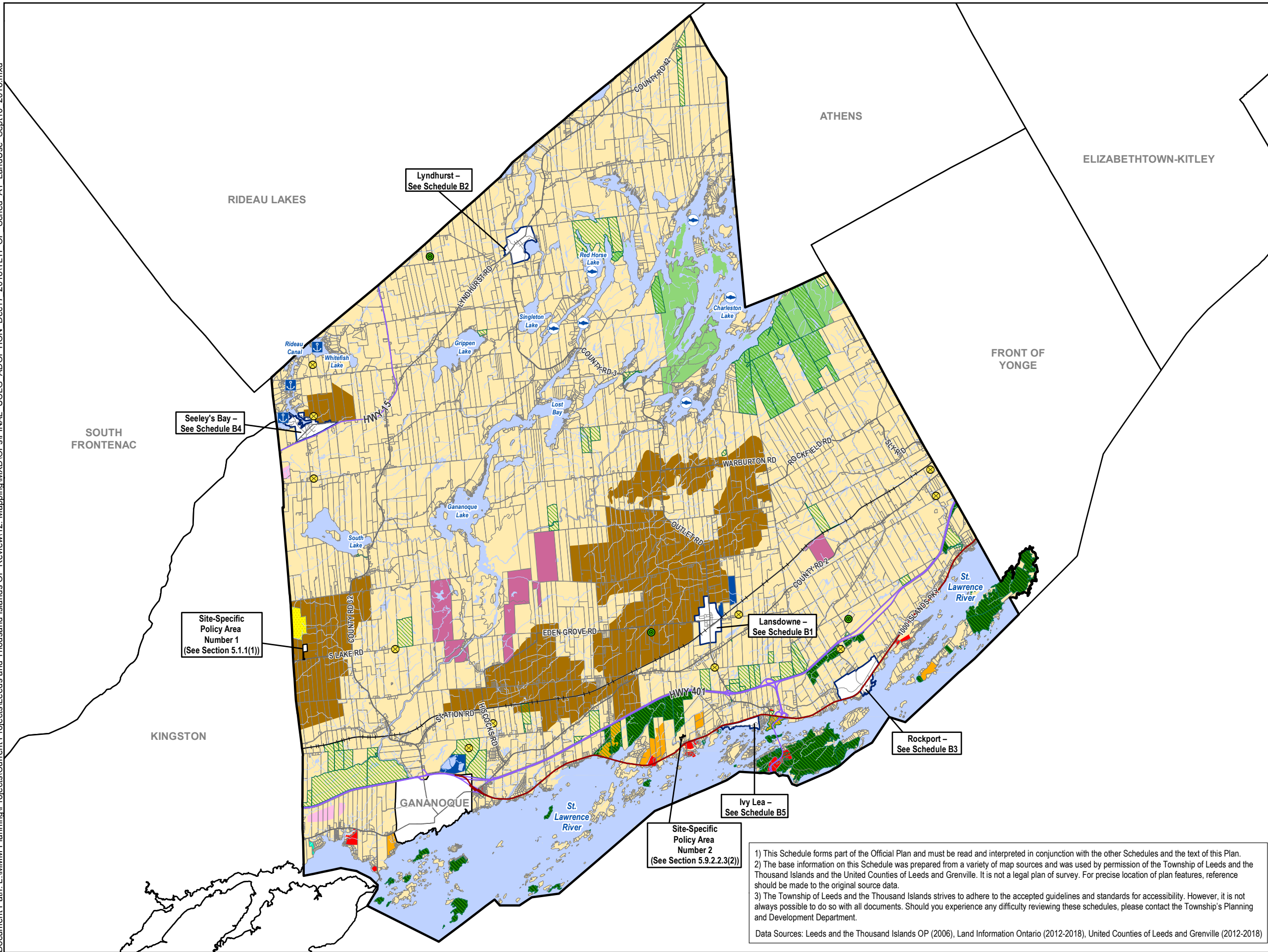
- Municipal Boundaries
- Leeds and the Thousand Islands Boundary
- Provincial Highway
- Thousand Islands Parkway
- County Roads
- Township Roads
- Active Railway
- Rideau Canal National Historic Site, Canadian Heritage River, and UNESCO World Heritage Site
- Settlement Area
- Agriculture
- Rural
- Provincial Park
- Cataraqui Region Conservation Authority Land
- Crown Lands
- Mineral Resources - Wollastonite
- Airport
- Environmental Protection (Applies to all land under waterbodies; see Section 5.2 of the Official Plan)
- Waste Management**
 - Active Waste Disposal Site
 - Former Waste Disposal Site
 - Sewage Disposal Site
- Special Policy Area**
 - Highly Sensitive Lake Trout Lakes
- Special Policy Area - Thousand Islands (South of Highway 401)**
 - Rural
 - Tourist Commercial
 - Active Recreation
 - Township Parkland
 - National Park



COORDINATE SYSTEM:
NAD 1983 UTM Zone 18N



September 2018



Site-Specific Policy Area Number 2
(See Section 5.9.2.2.3(2))

1) This Schedule forms part of the Official Plan and must be read and interpreted in conjunction with the other Schedules and the text of this Plan.
2) The base information on this Schedule was prepared from a variety of map sources and was used by permission of the Township of Leeds and the Thousand Islands and the United Counties of Leeds and Grenville. It is not a legal plan of survey. For precise location of plan features, reference should be made to the original source data.
3) The Township of Leeds and the Thousand Islands strives to adhere to the accepted guidelines and standards for accessibility. However, it is not always possible to do so with all documents. Should you experience any difficulty reviewing these schedules, please contact the Township's Planning and Development Department.

Data Sources: Leeds and the Thousand Islands OP (2006), Land Information Ontario (2012-2018), United Counties of Leeds and Grenville (2012-2018)

Appendix C

Township of Leeds and the Thousand Islands Zoning By-law Map



Zoning By-Law No. 07-079

Township of Leeds and the Thousand Islands

Ward 1 Shoreline

Schedule "B"

Scale 1:10000



Zone Classifications:

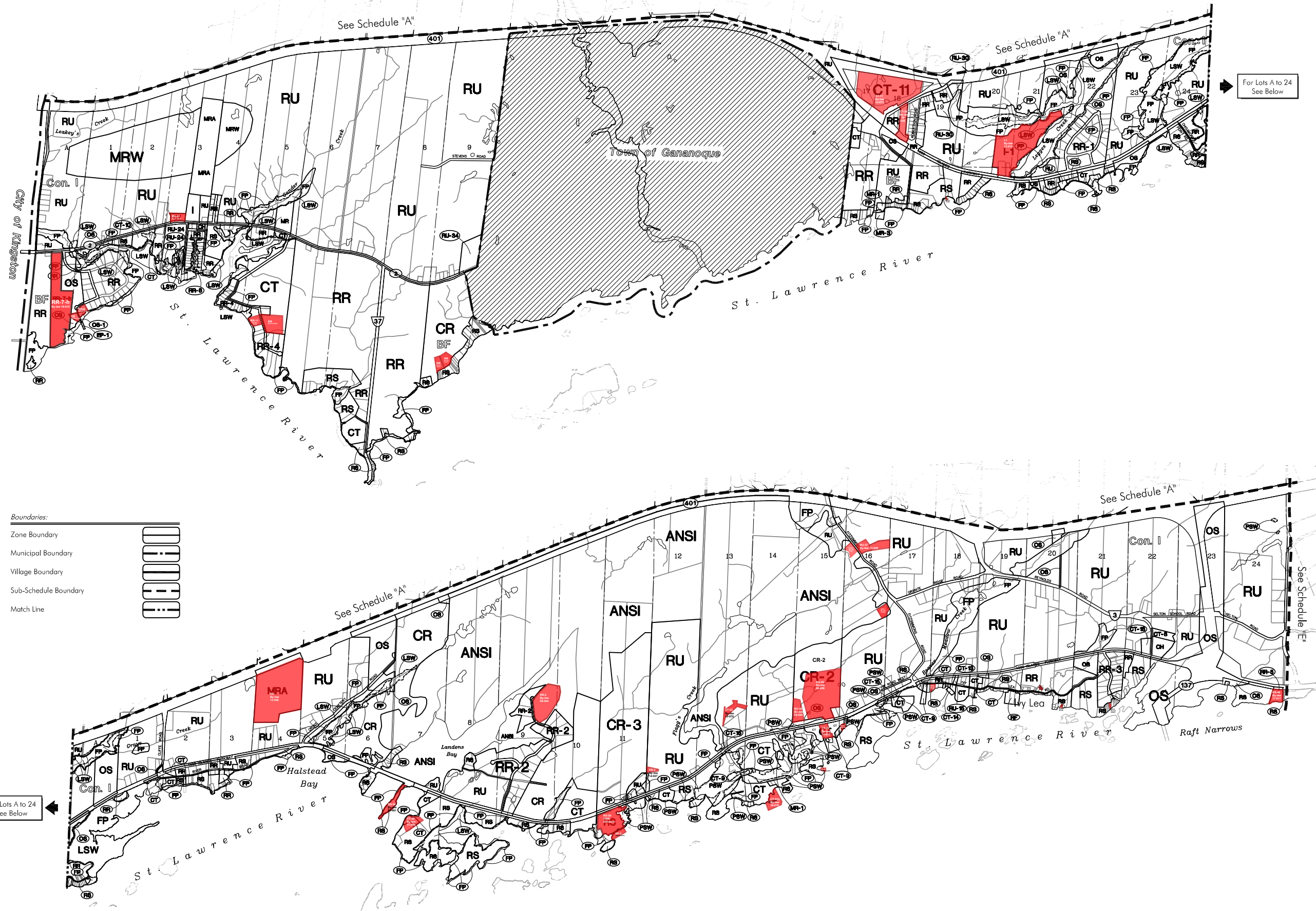
First Density Residential	R1
Second Density Residential	R2
Hamlet Residential	RH
Rural Residential	RR
Shoreline Residential	RS
Island Residential	RI
Mobile Home Park Residential	RMP
Floating Residential	RF
General Commercial	CG
Highway Commercial	CH
Tourist Commercial	CT
Recreational Commercial	CR
Light Industrial	ML
Rural Industrial	MR
Institutional	I
Open Space	OS
Agricultural	AG
Rural	RU
Mineral Resource, Pit	MRP
Mineral Resource, Quarry	MRQ
Mineral Resource, Bedrock	MRB
Mineral Resource, Wallastone	MRW
Mineral Resource, Aggregate	MRA
Wrecking Yard	WY
Waste Management	WM
Sewage Disposal	SD
Flood Plain	FP
Area of Natural and Scientific Interest	ANSI
Species at Risk	SR
Parking Lot	PL
Provincially Significant Wetland	PSW
Locally Significant Wetland	LSW
Sensitive Lake Trout Lakes (Charleston and Red Horse) See Section "3.29"	

Land within 120m of a PSW zone, 200m of a SR zone, 50m of an ANSI zone or 50m of a LSW zone are regulated in accordance with Section "3.30(c)" of this By-law.

All Crown beds of waterbodies up to the high water mark are zoned Environmental Protection (EP) unless otherwise indicated.

Unless otherwise indicated all islands are zoned Island Residential (RI).

Revised: 28/11/07
Revised: 06/06/07
Date Prepared: 19/06/06
J.R. No: 21063



See Schedule "A"

See Schedule "A"

For Lots A to 24 See Below

See Schedule "A"

See Schedule "A"

See Schedule "B"

For Lots A to 24 See Below

Boundaries:

Zone Boundary	
Municipal Boundary	
Village Boundary	
Sub-Schedule Boundary	
Match Line	