



2021 Division Road North  
Kingsville, Ontario N9Y 2Y9  
(519) 733-2305  
[www.kingsville.ca](http://www.kingsville.ca)  
[kingsvilleworks@kingsville.ca](mailto:kingsvilleworks@kingsville.ca)

**Date:** November 2, 2021  
**To:** Committee Members  
**Author:** Richard J.H. Wyma,  
Director of Community and Development Services  
**RE:** Framework for a Main Street Strategy  
**Report No.:** CADS 2021-02

---

## COMMITTEE OF THE WHOLE

---

### RECOMMENDED ACTION

1. That Administration proceed with finalizing the Main Street Strategy Framework;
2. That the Committee recommend to Council that the 2022 Budget include \$100,000 for development and implementation of the Main Street Strategy Framework; and
3. That Administration draft Official Plan amendments related to the Main Street Strategy for Council approval, to be included in Planning Services response to the County of Essex related to the Official Plan Amendment.

### BACKGROUND

In February 2020, in response to issues facing Main Street corridor, Council directed Administration to review current policy (Official Plan, zoning, approvals processes) and create an Ad Hoc Committee of stakeholders to review, provide recommendations for updates and changes to inform a comprehensive plan for development on Main Street, address traffic management and other issues identified by the Committee.

The Main Street Policy Development Review Committee was established to:

- Review: what policies are currently in place and how they help or hinder, create or fragment;

- Explore: through the facilitation of an open, broad discussion on the vision for the Main St. corridor;
- Focus: on what is the initial study structure to yield the best overall result for development along the Main St. corridor;
- Create: an interconnected policy or policies that provide the Town and its residents with a conveyable vision of the future.

The Committee split into four sub-committees, who presented their ideas to council as summarized below (and included in Appendix 1:

1. **Traffic** – to review and provide recommendations to the committee on how to best address the traffic concerns related to areas such as but not limited to safety, volume, routing and active transportation. The Committee brought forward ideas related to traffic congestion, traffic and pedestrian safety, and active transportation.
2. **Heritage** – to review the location of both designated and properties of interest currently identified in the Kingsville Official Plan. The Committee brought forward ideas related to protecting designated and other key properties in the core, enhancing heritage elements in the core through by-law controls (e.g. building height, setbacks, cladding, signage), parking, and heritage-themed design standards for residential and commercial development.
3. **Urban Design** – to review the current mix of architectural design, scale and placement of buildings along Main St. and provide recommendation to the committee on possible development of specific guidelines for future development related to style, scale, placement etc. The committee presented ideas related to gateways, greenspace, public art, wayfinding, and commercial and residential building design standards.
4. **Zoning, Landscape and Signage** – to review of the current zoning regulations along Main St. The group proposed the development of a greenspace bylaw, property standards and signage by-laws, enforcement and compliance of existing bylaws and regulations, and secondary planning for the Downtown core.

These four areas were supported by a fifth area: **Policy Development**, which spoke to policies that would need to be changed or created to support downtown redevelopment and could include site-specific special policy areas, downtown Community Improvement Planning, and reworking current policy to focus more specifically on the Main Street corridor. In all cases, policy would need to be consistent with applicable local, County and Provincial policy.

## DISCUSSION

### The Need for a Strategy

Main Street is an area in transition. Given its location, its prominence, and the opportunities associated with anticipated future changes, the Town has a chance to

revitalize and transform the traditional 'main street' and surrounding community into a unique, vibrant, mixed-use destination based on principles of sustainability and resilience, economic and social vitality, place-making, cultural diversity, increased accessibility, connectivity and high quality design.

In recent years, Main Street, along with much of the community have experienced strong growth. Much of the growth has been residential in nature however new commercial development, redevelopment and residential intensification and conversions have also played a role. This growth has added to existing traffic and created increased conflict between land uses, and tensions between those encouraging growth and those in the community concerned that growth will change the character of the Main Street 'experience'. There was also a perceived lack of public input into these changes, and a noted lack of cohesive vision for downtown.

### **Framework for a Main Street Strategy**

In response, Administration has developed a Framework for a Main Street Strategy that includes short, and longer-term planning, design and policy initiatives that respond to ideas presented by the Main Street Policy Development Review Committee and places them in a planning and design context.

The Framework also proposes expanding the Main Street Corridor Study Area, consistent with discussions during the tenure of the Committee, to include additional lands that should be considered as part of an overall plan for the Main Street Corridor (e.g. public school, vacant lands in the downtown core) and promote physical connection to existing parks and green spaces/valley lands and

- 1. Vision and Principles.** The Committee noted the increase in development along Main Street has taken place in a perceived *ad hoc* manner and with public comment on a project by project basis, rather than a more comprehensive plan. With the anticipated opportunities for reuse and redevelopment of the elementary and high schools, and the renewed interest in the downtown, there is a need for the Town to work with the community to establish a clear vision and principles to guide development along the Main Street Corridor. This vision and principles can balance growth with character, traffic and active transportation, intensification with tradition, and economic growth and tourism with local values and priorities; and consider principles of inclusion, economic revitalization, resilience, vibrancy, identity, energy/environment, and liveability.
- 2. Main Street Plan.** The Committee presented ideas regarding building heights, reduced setbacks, architectural design and features, greenspace and civic spaces in the core, public art and residential and non-residential densities, building typologies and land uses, and wayfinding among with other elements. Some of these ideas need to be considered as part of a Plan for the Main Street Corridor, others should be considered through the development of Urban Design Policies as described later in this report.

Defining and planning for a new vision for Kingsville's Main Street Corridor will require careful consideration of how to maintain the strong existing character with new planning requirements such as affordable housing, higher density neighbourhoods, open spaces, walkability and complete streets, traffic speeds, downtown parking, and other changes as presented by the Committee. These are 'big moves' in thinking, and will require broader discussion and engagement with all residents of Kingsville.

As part of a rigorous planning process, there are also opportunities to appropriately include affordable/attainable housing in the corridor, promote mixed-use development, support energy and environmental aspects of development, and create a liveable Main Street.

The Plan should also look at how the Main Street Corridor is connected to the broader community, connect existing green spaces and park lands/valley lands, and connectivity to other 'nodes' in town (e.g. Recreation Complex, Waterfront Lands, etc.). As suggested by the Committee, a Main Street Corridor plan may need to be expanded to include lands to the north and south of the study area (the area around the public school, residential areas in the 'core', and vacant lands in the central portion of the corridor); parks, green spaces and valley lands to the east (Wigle Creek) and west (Mill Creek to provide potential trail corridors/connections between Main Street and the waterfront area and include downtown park lands (e.g. Lions Park, Carnegie Arts and Tourism Centre).

3. **Urban Design Policies.** In keeping with the Main Street Plan, Urban Design Policies are required to embed the principles of 'placemaking' and the existing character of the downtown corridor through:
  - Built Form: building height/transition in relation to heritage resources, building envelopes, orientation and setbacks, architectural building materials, architectural building features, gateways and vistas, lighting, façade design, commercial signage, amenity areas, sidewalk life, parking
  - Public Realm: heritage nodes, spines/connectivity to broader community, neighbourhoods, open space, trails, green streets, etc.
  - Movement: Main St./Secondary Streets, laneways, trails (based on Transportation Master Plan outputs)
4. **Streetscape Design Guidelines.** Streetscape Design Guidelines *ground* the Main Street Plan and Design Policies on the street and describes, visually, design treatments and strategies for the walking zone, planting and furnishings zone, streetscape easement, shared bike lanes/facilities, on/off-street parking, lighting, signage and wayfinding, public art and universal accessibility.
5. **Incentives.** To inspire investment/re-investment in the Main Street Corridor, and to encourage alignment with the Plan/Policies, the Town will review its current incentive programs for Main Street, and identify potential incentive/loan programs to support investment. This may include the creation of a Downtown CIP that includes support

for planning, Design and Architecture, Building rehabilitation or Façade improvements, 'sidewalk life', public arts, affordable/attainable housing, etc.

6. **Implementation.** As may be required, Administration will need to amend the Kingsville Official Plan and/or Zoning Bylaw to accommodate planning and policy direction for the Main Street corridor. Similarly, the Town may need to create strategies to promote and support streetscape improvements, vacant/underutilized site improvements, 'sidewalk life', marketing or other programs. The Town will also need to establish implementation phasing and monitoring of progress, and explore opportunities for investment and support from senior levels of government and other partners.

Creating a vibrant downtown does not just happen. It is the result of a rigorous planning process, informed by public engagement, integrated within the broader community, and mindful of Main Streets past, its present, and its future. Development of the Main Street Strategy, as described above, will be developed over time. Each step will require research, review, and engagement within the community, and will require external supports and associated funding commitments (see below).

## **NEXT STEPS**

### **Official Plan Amendments**

In January 2021, Council approved amendments to the Kingsville Official Plan as part of the Five-Year Review process. Following Council approval, the amended OP was provided to the County of Essex, as the approval authority. The County of Essex reviewed the amended plan and identified some editorial changes and other comments. Kingsville Planning Services are revising the OP based on County comments and will be submitting an updated OP to Council for approval in early 2022.

Administration is also recommending that Planning Services include new amendments related to the Main Street Corridor based on ideas presented by the Main Street Development Review Committee, discussions and direction from Council, and other best practices related to downtown/Main Street development. Adding amendments now to the OP for approval by County of Essex will provide clearer guidance and direction to the development of the strategy and guide future development on lands included in the Main Street Corridor.

Administration is proposing to draft amendments for Council approval that defines a 'Main Street Corridor' overlay to identify lands where specific policies will apply to facilitate more cohesive and complimentary development/re-development; and defines new goals for lands within the overlay that will:

- require a higher standard of design and planning to lands within the corridor and to:
  - ensure that development/re-development complements and respects the scale, density and mix of uses

- create a distinct and vibrant community
  - enhance connectivity and accessibility
  - integrate sustainability and resiliency
  - preserve built heritage, cultural and natural resources; and
  - inspire creativity and innovation
- provide for a full range of housing types that are compatible with existing development;
  - limit increases in density, height and scale of development consistent with surrounding uses;
  - require additional planning justification;
  - provide for the development of urban design policies, site specific zoning provisions, development of one or more Community Improvement Plans, and secondary plans (e.g. Kingsville District High School and Public School areas) to guide planning, design and implementation.

Further to these goals, Administration will propose specific policy guidance in the Amendments for lands within the corridor which could include that:

- new development or redevelopment shall be required to demonstrate how any increase in density above 20 units per hectare (low density) is consistent with the density, height and scale of the uses surrounding the subject site(s);
- For those lands with direct frontage on Main St.:
  - development shall be limited to a maximum of 3 storeys or no greater than the average height of development within 60 m, whichever is less;
  - development which increases traffic volume and/or requires additional access to Main St. will be discouraged;
  - new development or redevelopment for commercial use shall be encouraged to provide a mix of ground floor commercial and upper floor residential which is complementary to and supportive of the community;
  - lands including or abutting a property which is designated under the Ontario Heritage Act or included on the Town's inventory of properties of heritage interest must prepare a detailed heritage impact assessment which demonstrates no negative impact to the protected heritage property or property of interest;
  - development proposed on a property of interest shall, in all cases, be encouraged to preserve or incorporate the buildings and structures of interest into a development or redevelopment through adaptive reuse.
  - Development shall be required to provide a higher quality standard of landscaped open space and be encouraged to explore alternative and low-impact methods of storm water management.

Much of the policy that will form the final amendment to the Official Plan, applicable within the Main St. Development Corridor Overlay, will be implemented through regulations in the Kingsville Comprehensive Zoning By-law.

These goals and policies presented here are intended to be an initial framework for the Strategy. It is expected that as work continues that additional policy may be developed and included as part of the final documents. The committee presented a wide variety of ideas, however not all of these translate into policy development and either are being addressed as part of other exercises such as capital projects already planned or will need to be addressed through other means.

For example, Active Transportation was strongly supported by the Committee, and is strongly supported by Administration, though its implementation in the Corridor will require further research and consideration of options within a limited corridor. Active Transportation plans also need to be connected to areas outside the corridor which are being explored through the Transportation Master Plan which is expected to be completed in 2022. Similarly, specific signage and wayfinding design guidelines need to be based on the Main Street Plan and the development of urban design policies to ensure consistency within the Corridor and within the Town.

To that end, the Strategy will incorporate the ideas from the Committee where it is most appropriate for them to be developed.

### **Funding the Framework**

Administration is exploring opportunities for funding to implement the steps in the framework as described above, in collaboration with Kingsville Planning.

FedDev Ontario has recently launched its My Main Street program which includes two streams:

- **Community Activator Program** to provide support for community projects in Southern Ontario including main street policy and partnership development designed to increase local vibrancy. The MyMainStreet program, delivered through the Canadian Urban Institute and Economic Developers Council of Ontario, supports sustainable placemaking strategies as a means of reimagining and reshaping public space to maximize its value.
- **Local Business Accelerator Program** to help support the revitalization of Main Street neighbourhoods throughout Southern Ontario. Its goal is to revitalize and 65 Main Streets through Main Street Ambassador(s), market research, data analysis and funding contributions to support small businesses.

Administration is preparing applications for both programs for 2022 to help fund a planning and design consultant to collaborate with Administration on the Main Street Strategy and support Main Street revitalization.

### **FINANCIAL CONSIDERATIONS**

Downtown/Main Street Development Plans are typically completed with support from planning and design consultants. Most municipalities do not maintain the broad capacity

required to complete the varied nature of the work. Administration has discussed the plan with other local municipalities that have undertaken similar plans, and with consultants that have collaborated with municipal planning staff to complete these plans. Based on these discussions, it is estimated that the cost to develop the Main Street Plan, Urban Design Policies, and Streetscape Design Guidelines is \$100,000. As noted above, Administration will apply for funding through the FedDev Ontario MyMainStreet program which, if successful, will provide funding to the Town to complete this work.

Administration proposes including \$100,000 in the 2022 Budget for consideration by Council.

## **CONSULTATIONS**

Manager of Planning  
Senior Management Team  
Invest WindsorEssex



---

Richard J.H. Wyma, CSLA  
**Director of Community and Development Services**

REVIEWED BY:



---

John Norton  
**CAO**

## **LINK TO STRATEGIC PLAN**

Strive to make the Town of Kingsville a more accessible community.

Promote the betterment, self-image and attitude of the community.

To promote a safe community.

Support growth of the business community.



Manage residential growth through sustainable planning.

Manage growth through sustainable planning.

### **Link to Council 2021-2022 Priorities**

- ☐ COVID-19 and the health and safety of the community
- ☐ Customer Service: Training, Technology, Staff, Review Standards/Level of service
- ☒ Housing: Affordability (lot sizes, developer incentives, second dwellings, density, etc.)
- ☐ Greenhouse: lights & dark sky, odours (site plan compliance, bylaws, other tools)
- ☐ Programming Increase: Youth and Seniors
- ☒ A development plan for Downtown Kingsville / Main Street
- ☒ Financial savings: Schools closings, Migration Hall
- ☐ Economic Development: strengthen tourism/hospitality
- ☐ COVID - economic recovery
- ☐ Communications: Strategy – Policy (social media), Website refresh and other tools, Public engagement
- ☐ Housing: Migrant Worker Housing – Inspections (Building/Fire), regulate, reduce, or increase
- ☐ Committees / Boards: Review and Report
- ☐ Policy Update: Procedural Bylaw
- ☐ Economic Development: diversify the economy, create local jobs, industrial, Cottam
- ☐ Infrastructure (non-Municipal): Union Water expansion & governance
- ☐ Infrastructure (Municipal): Asset Management Plan update, the infrastructure funding deficit
- ☐ No direct link to Council priorities