



Date: December 15, 2025

To: Mayor and Council

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Director of Planning and Development

RE: Local Municipal Growth Planning – Land Analysis and Recommendations

RECOMMENDED ACTION

1. That Council **DIRECTS** Administration to prepare Official Plan and Zoning By-law Amendments to include approximately 62.4 hectares of land west of the current Primary Settlement Area boundary; approximately 38.6 hectares of land southwest and east of the current Primary Settlement Area boundary; and approximately 16.9 hectares of lands east of the current Primary Settlement area Boundary for residential and population related employment lands to accommodate County of Essex Growth Projections for presentation at a future Public Meeting of Council; and further,
2. That Council **DIRECTS** Administration to prepare Official Plan and Zoning By-law Amendments to include an additional 58.1 hectares of lands north of the current Primary Settlement Area boundary; and further,
3. That Council **DIRECTS** Administration to undertake an Industrial Lands Analysis to determine how to develop, operate and manage industrial lands to maximize benefit to Kingsville's economic development, workforce retention, economic sustainability and Kingsville's prosperity.

BACKGROUND

The Town of Kingsville initiated a Local Comprehensive Review to evaluate the ability of the Town to accommodate forecasted residential, housing, and employment growth over the next 25 years with its supply of developable lands, and to determine if an expansion to the Town's Settlement Area boundaries is required.

The Town's LCR process was aligned with the County of Essex Official Plan process which confirmed population, households / dwellings and employment forecasts commissioned by the County to the year 2051, which included the Town of Kingsville and assessed candidate lands within the provincial, county and local planning policy context.

The Town engaged WSP to assist in the Town's land needs analysis, and the review of County employment forecasts for Kingsville to derive industrial and population-serving employment projections. WSP worked with Town planning staff to assess candidate lands with direct inputs from Town staff, the County and Statistics Canada.

DISCUSSION

The first step of the LCR process is to conduct a Land Needs Analysis to confirm if there are sufficient lands available within the Town's Settlement Areas to accommodate forecasted growth. The findings of the LNA are used to inform updates to the Town's Official Plan and settlement area boundaries to ensure growth is accommodated in accordance with Provincial and County growth management policies. The LNA includes:

- Providing an overview of the location, configuration, character and development status of Kingsville's Settlement Areas, including the estimated quantity and development capacity of any remaining undeveloped lands;
- Estimating the degree to which additional residential and (industrial) employment growth can reasonably be accommodated on remaining undeveloped lands within Kingsville's Settlement Areas, based on the Town's current planning framework;
- Assessing whether Kingsville currently has sufficient remaining undeveloped lands within its Settlement Areas to meet projected residential and industrial growth over the next 25 years; and,
- Compiling options for efficiently maximizing Kingsville's Settlement Area land supply, including consideration of the Town's current Settlement Area land use designations and boundaries as well as additional specialist studies that may be warranted.

The LNA reviewed data from the town on existing and proposed developments, and the 2022 County of Essex Growth Analysis Report (CEGAR) which provided population, households/dwellings, and employment growth forecasting undertaken as part of the County of Essex Official Plan.

Residential and Housing Growth

The CEGAR forecast low, medium and high growth scenarios as shown below. Recognizing the increase in development across Windsor Essex, the County Official Plan is based on the high growth scenario.

The CEGAR notes that though housing appreciation, declining affordability, inflation and increasing geo-political uncertainty are anticipated to moderate housing demand in the near term, housing demand across Essex County is anticipated to remain strong over the next five to 10 years and beyond, largely fueled by continued outward growth pressure from the Greater Golden Horseshoe as well as continued local employment opportunities, particularly within the County's export-based economy. It further

anticipates that there will be an increasing demand for higher density housing options such as townhouses and apartments as the local and regional population base continues to grow, age, and diversify. Housing demand will be driven by new families, largely from in-migration, in search of competitively priced housing located within proximity to local urban amenities; and the 55-74 age group, largely from the existing population base, which is anticipated to place increasing demand on medium- and high-density forms of housing.

Within this context, Kingsville is anticipated to grow at an annual rate between 0.9% and 1.5%, which is significantly higher than the growth rate observed over the most recent 20-year Census period of 0.6% annually. This population growth for Kingsville represents approximately 11% of the County-wide population growth.

POPULATION FORECASTS					
YEAR		KINGSVILLE		COUNTY OF ESSEX	
2021		22,800	--	199,100	--
2051	LOW	30,100	7,300	268,100	69,000
	MEDIUM	33,100	10,300	295,000	95,900
	HIGH	35,200	12,400	315,000	115,900

Based on these forecasts, the Town will need to accommodate 4,425 new housing units between 2021 and 2051. The 2021 Census reported that 87% of the homes in Kingsville were low density with homes in medium (7%) and high (5%) density, though the housing mix in approved and proposed development is shifting toward a broader mix of housing formats and densities. Based on trends and provincial and county policy, these new units will be expected to 48% low density (25 units/ha), 27% medium density (50 units/ha), and 25% high density (80 units/ha). These targets will be applied to any reallocated lands intended to be used for residential development.

HOUSING UNIT FORECASTS					
YEAR		KINGSVILLE		COUNTY OF ESSEX	
2021		8,290	--	71,395	--
2051	LOW	11,360	3,070	101,155	29,760
	MEDIUM	12,130	3,840	108,670	27,275
	HIGH	11,145	4,425	114,425	42,930

Based on this population growth and demand for housing, the Town's LCR and County Official Plan determined that the Town has sufficient lands within the Primary and Secondary settlement area boundaries to accommodate the anticipated growth.

However, the CEGAR was based on the settlement area boundaries included in the 2014 County Official Plan, which included approximately 90 hectares of lands outside the 'urban' part of Cottam, not zoned for development, and include rear lots of rural residential properties that would not be easily developed. These lands are outside the Cottam service area, and were not included in calculations for upgrades to Cottam's infrastructure which was designed to accommodate the approximately 300 homes in development, or proposed for development within the Cottam's urban area. In addition, through the Town's LCR process, a high-level review of 2016 and 2017 census results found that the number of private dwellings occupied by usual residents outside the 'urban areas' of Kingsville's Settlement Areas had declined. As a result, the entirety of the housing growth forecast is anticipated to be accommodated by new development in the Town's Primary Settlement Areas.

This is consistent with Provincial, County and Town planning policy that focuses growth in primary settlement areas where the majority of growth is expected to be concentrated; where there is greater access to parks, schools and multimodal transportation; and where sewer and water services are available or planned to be available. Secondary settlement areas are generally planned to remain smaller in size, with less services available and be primarily residential in nature. Historically, secondary settlement areas have not been the focus for growth in Essex County.

For these reasons, the County OP (4.A.9.3 (k)) removed approximately 90 ha of land from the Cottam Secondary Settlement Area to be added to the Kingsville Primary Settlement Area:

4.A.9 Local Settlement Area Review

4.A.9.3 (k) For Kingsville, this relates to approximately 90 hectares of land in Secondary Settlement Areas to be removed from the Secondary Settlement Area and added to the Primary Settlement Area. The Local Settlement Area Reviews will address the preferred location for the lands to be added to the Primary Settlement Area.

Employment Growth (Industrial, Commercial and Institutional)

The CEGAR data estimated the number of new jobs that will need to be accommodated in the Town's Settlement Area, and more specifically, in lands designated for industrial use and in areas that permit commercial and institutional use. The employment base of Kingsville is anticipated to grow at an annual rate of 1.7 %, which is significantly higher than the employment growth rate observed between 2006 and 2021, estimated at 0% annually.

Commercial employment (office and retail) represents the County's largest major sector with respect to local employment, driven by demand generated from an increasing

population base. Commercial employment growth is forecast to increase, accounting for 25% of total economic growth.

Additionally, Essex County is anticipated to add institutional-related employment over the 30-year forecast. This includes employment growth in education, health and social services and other institutional facilities. Increase in population will require increase in demand for schools, public administration, health and social service facilities, retirement homes and other related developments.

Based on these projections, growth in Kingsville is expected to include 5,000 new jobs between 2021 and 2051.

EMPLOYMENT FORECASTS					
YEAR		KINGSVILLE		COUNTY OF ESSEX	
2021		7,400	--	72,300	--
2051	LOW	10,900	3,500	107,900	35,600
	MEDIUM	11,800	4,400	117,000	45,300
	HIGH	12,400	5,000	124,200	51,900

The County Official Plan confirms that this projected increase in employment growth means that the Town of Kingsville requires an additional 31.1 hectares of “employment lands” to accommodate new jobs between 2021 and 2051, and an additional 4.7 hectares of land for commercial and institutional employment needs to meet the demands of increased population.

4.A.7 Local Municipal Growth Planning

4.A.7.3 *Local Municipalities shall plan for the following Settlement Area expansions in their growth planning. Based on work that has been completed as part of this Official Plan, the following settlement area expansion are required at this time:*

- c) *31.1 hectares of additional land for employment purposes and 4.7 hectares of additional land for population related employment in the Town of Kingsville;*

It should be noted that these employment estimates do not fully factor greenhouse-related population and employment related growth needs. Greenhouses are the largest economic sector for Kingsville, however the studies assume that since greenhouse facilities are located on Agricultural lands, their growth does not influence the employment land needs which is primarily concerned with employment land within settlement areas. This may be accurate for traditional forms of agriculture, however, Kingsville administration identified this as a concern in that greenhouse and

greenhouse-related employment on agricultural lands are significantly higher than traditional agriculture and do influence and impact settlement areas unlike other forms of agriculture.

Local Settlement Area Review Recommendations

The County OP policies require that the municipalities conduct a Local Settlement Area Review to identify changes to settlement area boundaries to accommodate the reallocation of residential land, and the growth needs related to commercial and industrial lands.

The Town held a Public Information Meeting on April 7, 2025, to introduce the Local Settlement Area Review project, and present background, current status and next steps in the process. At the same time, the Town invited landowners to submit an Expression of Interest to have their lands considered as part of the settlement area boundary review.

The Town received 25 Expressions of Interest, representing 289 hectares of land. Lands were reviewed and evaluated based on Provincial and County policies and municipal priorities, that are adjacent to existing Settlement Area boundaries, and that complete the Settlement Area boundaries.

Based on the review, Administration is recommending boundary adjustments to the West, Southwest, and East of the Kingsville Primary Settlement Area (see attached), totalling 117.9 hectares/291.3 acres

Administration is also recommending boundary adjustments to the North of the Kingsville Primary Settlement Area, totalling 58.1 ha/143.6 acres, lands which include a mix of existing central and rural commercial, rural residential, and agriculture.

Boundary Adjustments	Hectares	Acres
Kingsville West	62.4	154.2
Kingsville Southwest	38.6	95.4
Kingsville East	16.9	41.8
Total Adjustment	117.9	291.3

Boundaries were selected to align with existing property boundaries. As described in the Land Assessment below, lands were further reduced to accommodate setbacks from lagoons, active and suspended oil and gas wells, designated natural heritage, infrastructure, and other property features.

As discussed below, there were Expressions of Interest received for lands to the North of the Settlement Area boundary, and in Ruthven. These lands are not being

recommended at this time for inclusion in settlement areas. Expressions of Interest were also received for lands not contiguous to municipal boundaries, that were not serviced and not planned to be serviced, and as such do not meet provincial, county or town planning policy.

These boundary adjustments do not consider Industrial Lands. Industrial lands are a key contributor to the future of economic development, workforce retention, economic sustainability and the prosperity of Kingsville. The County's Official Plan confirms that Kingsville requires additional employment lands; however, it is recommended that the Town undertake an Industrial Lands Analysis to determine where lands should be located based on market needs, how to develop, operate and manage industrial lands to ensure industrial development continues to support Kingsville in the most efficient and effective way.

Evaluation of Candidate Lands

The Provincial Planning Statement (2024) and County Official Plan require municipalities to:

- **Demonstrate need for additional lands to accommodate a range and mix of land uses.** The need for additional lands and boundary adjustments to accommodate range and mix of land uses was based on growth projections included in the approved County of Essex Official Plan.
- **Confirm capacity of existing or planned infrastructure and public service facilities.** The identified lands are within areas where infrastructure and public service facilities exist or where upgrades to accommodate infrastructure needs are underway or planned:
 - The Town of Kingsville has initiated a Master Servicing Study to review existing water distribution, storage infrastructure, sanitary and sewage collection and treatment infrastructure. The study will also include a review of future growth forecasts and potential future water and wastewater servicing requirements to 2051 as they relate to key infrastructure. The Master Plan will also identify recommended projects and outline estimated timelines or triggers for implementation. Union Water has initiated a planning study to improve water treatment capacity.
 - The Town is undertaking improvements to the waterline to service the South West Service Area to support approximately 1,500 new residential dwellings currently in planning stages within the existing Settlement Area boundary, and 1,500 new residential dwellings on the west side; in addition to providing relief for additional residential development within the Kingsville core. It is expected that the project, which was awarded \$9.03 million from the Housing Enabling Water Systems Fund (HEWSF), will be complete by end 2026.

- The Town is constructing a new West Side Collector road, extending Heritage Road to Road 2 to provide a bypass to Main Street. The project, which was awarded \$7.4 million from the Housing Enabling Core Servicing Stream under the Municipal Housing Infrastructure Program, is expected to be complete by end 2027.
 - The Town has initiation of a Municipal Class Environmental Assessment that identified upgrades and expansions to the wastewater system. It is expected that detailed design will begin in 2026 to be completed in 2027, with construction to follow.
 - The Town is investigating options for improvements to service the proposed lands to the east of the existing settlement area boundary. We are advancing this work while we work through the Master Servicing Study.
 - Proposed lands include an approximately 250 metre setback from the Town's sewage treatment lagoons in the west. The Ontario Compatibility between Sewage Treatment and Sensitive Land Use guidelines recommends 150m minimum separation distance for lagoons with capacity greater than 500m³/day but less than 25,000 m³/day. A larger setback is recommended to further buffer from objectionable noise/odour associated with the lagoons.
 - The proposed lands also include active, suspended and closed/capped oil and gas wells. In keeping with Ontario's Oil, Gas and Salt Resources of Ontario Provincial Operating Standards, any dwelling, agricultural, commercial, industrial building, school, church or place of public assembly will require a 75m setback on uncapped or operating wells. In keeping with Provincial policy, known closed and capped oil and gas wells will require lesser setbacks, however, the town would include policies to restrict sales or conveyances of lands with known closed and capped wells for residential or public use. Developers will also be required as part of Subdivision Approvals, to identify any unknown wells that may be found during development at which time plans will be reviewed.
- **Protect prime agricultural areas. Minimize fragmentation of prime agricultural lands. Minimize impact on agri-food network including agricultural operations. Ensure compliance with Minimum Distance Separation (MDS) formulae.** The lands in the Focus area contain Class 2 soils under the CLI, making them Prime Agricultural Lands. It should be noted:
 - The adjustments to the Town's primary and secondary settlement areas, as required by the County Official Plan, results in a 'swap' of agricultural lands with settlement area lands in Cottam. To that end, there is no net loss of primary agricultural lands because of the adjustment.
 - The identified areas in the west side of the Kingsville Primary Settlement Area do not contain any specialty crop areas or greenhouse operations. Adjacency to

greenhouse operations to the northeast and east were considered in land selection in the northeast and east.

- There are no livestock related agriculture in the west side that would require any Minimum Distance Separation (MDS) to minimize or mitigate conflict or nuisance complaints from agricultural operations, so new development does not adversely affect existing agricultural activities.
- **Avoid Natural Environment/Natural Environment Overlay, and provincial natural heritage systems. Avoid and protect natural features and areas for the long term. Climate Change mitigation and adaptation.** Proposed boundary adjustments, including associated servicing avoids, or mitigates any potential negative impacts on natural environment and natural heritage features, including water resources systems and the quality and quantity of water.
 - Lands identified for adjustment do not include any designated Natural Environment features.
 - Natural Environment Overlay features include areas along the Greenway. In keeping with County and Town Official Plan policies, development abutting these lands will be required to complete an Environmental Impact Assessment to demonstrate no net loss, or mitigate against any potential impact to these features.
 - Water quality and quantity are considered at the time of development and through stormwater management planning as is required under the Town's Official Plan.
 - There are no municipal drains within the lands identified for adjustment. Development will need to consider drainage outlets and capacity of drains at the time of development. Stormwater management or upgrades to drains under the Drainage Act will be required.
- **Support/protect cultural and archaeological resources.** Lands identified for adjustment do not include any known archaeological or cultural resources.
 - In keeping with the *Ontario Heritage Act*, and the Town of Kingsville Official Plan policies (Section 4.1), development will be required to complete an Archaeological Assessment to discover any archaeological resources on the lands proposed for development. Depending on the outcome of the Assessment, developers will also have to evaluate the cultural heritage value of any archaeological resources found on the property and recommend the most appropriate strategies for conserving archaeological sites prior to land development. Mitigation of development impacts may also be required where warranted.

- The Town Official Plan permits development and site alteration on lands containing archaeological resources or areas of archaeological potential only if the archaeological resources have been conserved by removal and documentation or by preservation on site when performed by a licensed archaeologist, as per Section 48 of the *Ontario Heritage Act*. Where archaeological resources must be preserved in situ, only development and site alteration which maintain the heritage integrity of the site may be permitted.
- **Plan for phased progression of urban development.** Development will be tied to planned infrastructure upgrades and when capacity is available. The Official Plan Amendment will include policies requiring the coordination of shared interests to ensure stormwater management, roads and transportation patterns, active transportation, parkland, land uses and densities are planned and designed for the entire area rather than on an individual basis.
- **Achievement of Complete Communities.** The County of Essex Official Plan policies require planning authorities to support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and land uses, and prioritizing planning, and investment in the necessary infrastructure and public service facilities.
 - The proposed lands abut and infill gaps in existing settlement area boundaries. Infilling these areas facilitates efficient growth and continuity of services, transportation patterns, and community resources. The lands represent a logical extension of the municipal boundary.
 - As part of the required Official Plan Amendment for boundary adjustments, the Town will include policies requiring intensification and redevelopment targets be extended to lands added to the primary settlement area. These policies will reflect the County OP policies related to complete communities; providing a mix of housing, jobs and services; and promote walkability, connectivity and integration with existing settlement area.
 - The OPA will also consider extending the existing Main Street Gateway (MS3) policies where appropriate along County Road 20 to promote mixed commercial/residential land uses and associated Zoning By-law regulations.
 - The Town's 2022 Comprehensive Transportation Master Plan (CTMP), which includes Active Transportation, supported the construction of a new West Side Collector Road connecting Main Street West and Road 2 to provide a bypass to Main Street. The project, which was awarded \$7.4 million from the Housing Enabling Core Servicing Stream under the Municipal Housing Infrastructure Program, is expected to be complete by end 2027. In keeping with the CTMP, the Town has also made improvements to Concession Road 2, access improvements along Main Street East, and traffic signalization to improve traffic

flow and to accommodate future growth within the Primary Settlement Area. The Town has also supported County Wide Active Transportation System projects which promote connectivity.

Additional Lands

Administration is recommending an additional 58.1 hectares/143.5 acres to the north of the existing Settlement Area Boundary.

Boundary Additions	Hectares	Acres
Kingsville North	58.1	143.6
Total Additions	58.1	143.6

In keeping with the PPS 2024 and County Tests, and further to the comments above regarding the application of the tests to adjustment lands:

- **Need for Additional Lands.** The Town would have to justify the need for additional lands as part of the Planning Justification Report required in support of the Official Plan Amendment
- **Existing or Planned Infrastructure.** The lands are serviced by water line, which has been upgraded as part of the Southwest Service Area Waterline improvements. The Town is considering installing sanitary servicing to support development of these lands as part of the construction of the West Side Collector Road, and will be including these lands in the Master Servicing Study. Development in these lands can also be added to the Municipal Class Environmental Assessment for Sanitary upgrades.
- **Agricultural Impact.** Of the 58.1 hectares, approximately 30% is currently zoned central or rural commercial, rural residential, or environmental reserve district (ERD). Approximately 40 hectares are current agriculture.
- **Archaeological or Cultural Resources.** Lands identified for adjustment do not include any known archaeological or cultural resources.
- **Phased Development/Complete Communities.** Including these lands minimizes fragmentation of agricultural land, and aligns settlement area boundaries to the east. Inclusion would also support additional commercial interest at the Road 2/Division Road intersection

Lands Not Recommended

- Gosfield North: The town received six expressions of interest for lands that are not contiguous to Primary or Secondary Settlement Areas, in areas for which there are no existing servicing or plans for servicing.
- Kingsville East: The town received an expression of interest for a property on Kratz Road, east of the current Kingsville Recreation Complex. The Recreation Complex is not included within the Kingsville Primary Settlement Area, and as such the lands are not contiguous to the Settlement Area. They are also north and west of existing greenhouse operations which would potentially result in conflict with sensitive uses.
- Ruthven (5.9 hectares/14.6 acres): The Town received an expression of interest to expand the Secondary Settlement Area to support expansion of a proposed plan of subdivision to the west of Ruthven. In August 2023, following an extreme rainfall event which surcharged sanitary sewers and basement flooding, the Municipality launched an investigation to find ways to make the system more robust. Council put an Interim Control By-law in place that prohibits any additional discharge into the sanitary system until flow rates and capacity of the Ruthven sanitary system. The Town is implementing short-term improvements, but at this time, it is uncertain if improvements will support any further subdivision development in Ruthven. Additionally, the proposed expansion lands directly abut existing greenhouse developments, which could lead to conflict between agriculture and sensitive uses.

Next Steps

Following discussion and approvals, Administration will complete Official Plan and Zoning By-Law Amendments and the full Planning Justification Report required to support the proposed boundary adjustments and additions. As noted in this report, the OPA and ZBA will include policies and regulations to align the Town Official Plan with the County Official Plan related to density, intensification targets, and land use.

The Official Plan and Zoning By-law will be presented to Council at a future Public Meeting of Council.

FINANCIAL CONSIDERATIONS

Development of the west side collector road and waterline is, in large part, supported by Development Charges related to new development. Increase in development will result in increased tax revenue.

ENVIRONMENTAL CONSIDERATIONS

As described throughout the report, settlement area boundary adjustment will require consideration of natural heritage features, water quality and quantity, complete

communities (including walkability and active transportation), as well as efficient growth and continuity of services.

CONSULTATIONS

- Senior Management Team
- Senior Manager of Engineering and Capital Planning
- Manager of Planning
- County Planner (to confirm County Official Plan requirements)
- WSP (Director of Urban and Community Planning; Senior Planner, Urban and Community Planning)

PREPARED BY:



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Director of Planning and Development

REVIEWED BY:



John Norton
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