

Bayfield Street Community Design Plan

Draft Background Review & Vision Report

January 2026

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Executive Summary

The Bayfield Street Community Design Plan is a planning and design exercise aimed at introducing a new vision to bring the Bayfield corridor towards a more vibrant, pedestrian friendly, and economically viable future. This project is conducted alongside the Bayfield Transportation Improvements Environmental Assessment project with the intention that results from both studies inform a single future for the corridor. The purpose of the project is to produce a Community Design Plan which will respond to and complement the Official Plan vision for the corridor. This Background Review and Vision Report outlines the existing land use, market, and transportation conditions within the corridor, provides analysis of the current policy directions, and reviews best practices from other municipalities in order to develop a proposed vision and a series of recommended “Big Moves” which would assist in the transformation of Bayfield Street into a vibrant, livable mixed-use corridor.

The Bayfield Corridor is a 3.4 kilometer stretch of Bayfield Street, which runs from Grove Street to the City limits past Hanmer Street. The corridor is defined by its large, auto-oriented commercial properties such as the Bayfield Mall, the Koslov Centre, the Georgian Mall, and the SmartCentres complex. Between these major sites are a series of smaller properties with varying levels of commercial activities, as well as a low-density residential community to the south of Highway 400. Bayfield Street itself is a major arterial roadway which connects North Barrie to the Downtown core. This road consists six travel lanes and a centre two way left turn lane above Highway 400, and shrinks to a four lane road south of Highway 400. The two way left turn lane is a significant safety concern, and can be linked to the higher prevalence of roadway collisions in the corridor. The removal of this lane is a significant recommendation of the Municipal Class Environmental Assessment project which is connected to the Community Design Plan.

Parcel Economics Inc. was contracted to conduct a review of the commercial real estate market, and forecast future demand for commercial space in the corridor. This review found that demand for commercial properties will grow significantly through to 2051 as a result of forecasted population growth in the City, necessitating potentially up to 1.2 million square feet of new commercial space in North Barrie (generally north of Dunlop Street), depending on how businesses adapt and how the retail landscape evolves. This review also highlighted the importance of municipal development incentives, as many of the existing properties are well performing, and may be reluctant to change. The project team reviewed residential markets as well to support analysis, finding that residential demand is expected to continue to rise through to 2051 to support a projected doubling in the City’s population by 2051.

The City of Barrie received approval for a new Official Plan in 2024 which had already proposed a new vision for the corridor, applying land use designations and growth policies to bring mixed-use development and mid-rise building typologies to the corridor. This vision is echoed in the Draft Zoning By-law which is currently under development, which applies residential mixed-use zoning to most of the corridor. The proposed zoning for the corridor also introduces form-based regulations which would require existing large sites to subdivide in order to become meaningfully developable. This project seeks to expand upon this vision to create a fine-grained framework for transformation in the corridor.

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A review of similar projects was conducted to glean lessons learned from other municipalities who have sought to transform aging shopping centres and underutilized suburban corridors into vibrant communities. Key lessons learned from this exercise include:

1. Placemaking is critical to the success of a transformative project;
2. Transportation planning must begin early to support the new context;
3. Large projects will drive momentum and build excitement for the corridor;
4. Existing businesses must be protected, as they are the driving force behind the transformation; and
5. Pre-zoning for organic growth will ensure that the vision will be realized, even without direct interventions.

The report reviewed the existing conditions and policy context to develop a series of priority issues and opportunities. These issues and opportunities are written to guide this the transformation of the corridor towards the proposed vision through phased redevelopment, retention and integration of successful existing businesses, and the introduction of mid- to high-density residential uses supported by strong urban design. Targeted transportation, public realm, and environmental interventions are recommended to improve safety, connectivity, walkability, stormwater management, and placemaking, while reducing long-term car dependency. The vision also emphasizes social equity through affordable housing, a broader mix of unit types, and expanded public amenities to support complete communities. Successful implementation will require coordinated policy and zoning updates, integration with infrastructure and servicing plans, proactive community engagement, and early action to protect key elements such as a future local road networks, ensuring incremental development aligns with the long-term corridor revitalization strategy.

The report concludes by introducing a series of “Big Moves”, which are high-level actions, policies, and directions to advance the Bayfield corridor towards the proposed vision statement:

- **Big Move No. 1:** Improving mobility along Bayfield Street for all modes of transportation.
- **Big Move No. 2:** Creating new public streets and connections through large properties.
- **Big Move No. 3:** Diversify and future-proof the commercial base.
- **Big Move No. 4:** Creating a unique and distinctive Bayfield Street community identity.
- **Big Move No. 5:** Building compete communities through a mix of land uses, parks, greenspaces, and public services.
- **Big Move No. 6:** Using tools and incentives to kickstart intensification and redevelopment.
- **Big Move No. 7:** Preparing Bayfield Street for future transit improvements.
- **Big Move No. 8:** Encouraging improved sustainability through architecture and design.

The Background Review and Vision Report outlines a clear proposed vision and accompanying Big Moves which direct the future evolution of the Bayfield Corridor. Grounded in site observations, policy review, and lessons from comparable projects, these recommendations form the foundation for upcoming consultation with community members, property owners, and businesses. This engagement will help validate the findings of the report and build support as the project advances to the next phase: developing land use concepts that translate the vision into a more detailed plan with initial policy directions.

1. Introduction

Bayfield Street is a major commercial corridor, as well as a vital artery and a gateway into the City. The City, in collaboration with a consulting team led by WSP Canada Inc., has initiated a comprehensive Community Design Plan for the Bayfield Street corridor. The Bayfield Street Community Design Plan will create a community vision and development framework to guide the future growth and redevelopment of commercial properties into mixed-use neighbourhoods that support a range of uses and transportation options, while recognizing Bayfield Street as a major vehicle transportation route. The study area, shown in Figure 1-1, encompasses lands fronting onto Bayfield Street between Sophia Street and the City limits (near Hanmer Street).



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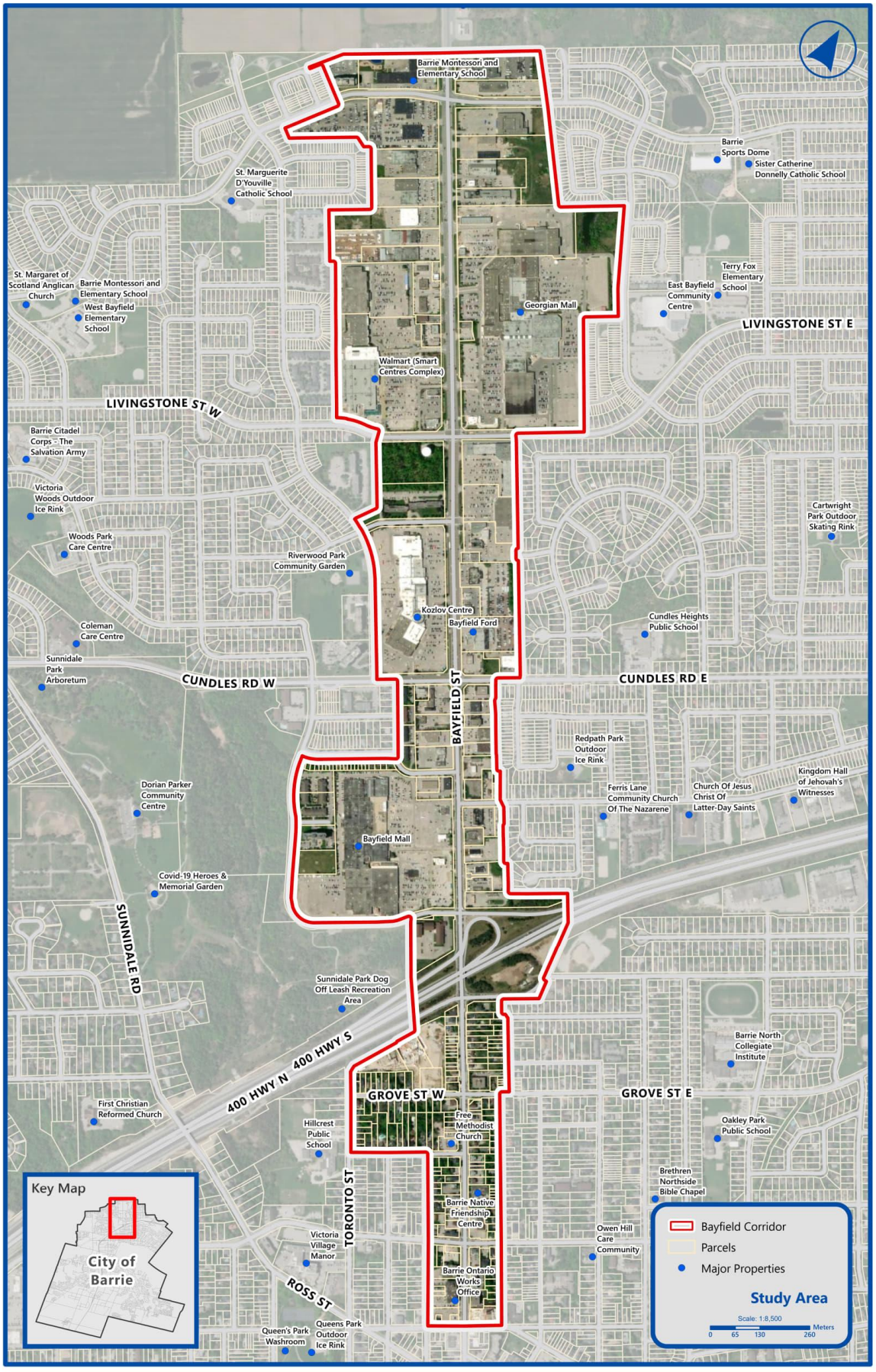

Figure 1-1: Study Area

The Community Design Plan expands on the work being done by the Bayfield Street Transportation Improvements Project by addressing a new, integrated land use, urban design, and transportation vision for the corridor. In response to planned reconstruction of the Highway 400 interchange by the Ontario Ministry of Transportation, the City of Barrie retained WSP Canada Inc. to conduct a Schedule 'C' Municipal Class Environmental Assessment on proposed transportation improvements to the Bayfield corridor. With major infrastructure investment coming into the corridor, the City of Barrie expanded the scope of the transportation improvements project to include a comprehensive land-use and visioning review. The resulting transportation improvements, coupled with a detailed vision, have the potential to transform the Bayfield Street corridor entirely. The findings from both reports will be reviewed in tandem to ensure any transportation decisions are made with land-use in mind, and vice versa.

The purpose of this project is to conduct a comprehensive community planning and urban design study for the Bayfield Street corridor. This Background Review and Vision Report will provide the foundation for the project by clearly defining the project background, existing site context, and a review of some best practices related to revitalizing and transforming this corridor. This report concludes with a section highlighting key recommendations, and a high-level draft vision based on the initial review of the corridor and best practices. On the basis of this report, land use and urban design options will be prepared for further exploration.

1.1 Project Objectives

The Bayfield Street Community Design Plan (BSCDP) is a comprehensive community planning and design initiative aimed at creating and implementing a vision for the future of a portion of the Bayfield Street corridor, as shown in **Figure 1-1**. To assist in the development of this vision, the following objectives have been identified for the project, as contained in the Terms of Reference:

1. **Enhance the role and identity of the corridor as a vital multi-modal thoroughfare, regional hub, and focal point in Barrie;**
2. **Create attractive, walkable and transit-oriented mixed-use neighbourhoods along the corridor;**
3. **Create a safe, connected, sustainable, and balanced transportation network that encourages more walking, cycling, and transit use;**
4. **Maintain and enhance opportunities for commercial uses;**
5. **Enhance the City's network of parks, open spaces, as well as cultural and community facilities;**
6. **Promote developments which benefit the public, the environment, and the property owners through sustainable, attainable, and attractive and building practices;**
7. **Integrate public realm improvements and land use and zoning changes to support the development of complete streets, and the potential future introduction of rapid transit facilities on Bayfield Street;**

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8. **Expand the range of housing choices and building types; and**
9. **Balance infrastructure and circulation for business traffic, pedestrian mobility, access to future transit infrastructure, bicycle network, parking, and truck traffic needs.**

1.2 Purpose of this Report

The BSCDP project will be completed through six phases. A breakdown of the phasing for this project is shown in Figure 1-2:



Figure 1-2: Project Timeline

Phase 1 of this project involves a review of the baseline conditions and policy context for the study area. This Background Review and Vision Report will provide an overview of the existing conditions on the site, as well as all relevant Provincial and municipal policies, plans, and documents. This report will also review and summarize the existing conditions in the transportation network in and around the study area. The report will then provide five case studies: Three master-planned commercial corridor revitalization projects, and two examples of large commercial site redevelopment. Section 5 of the report will review the commercial and residential market trends, and provide reflections which will guide the development of recommendations. Section 6 will introduce the proposed vision statement and guiding principles for the project. The final section of the report outlines key issues and opportunities, and highlights eight Big Moves which will support the implementation of the proposed vision for the corridor.

This report sets the stage for community consultation, which will seek input on the proposed vision for the corridor and inform the development of concepts and options in the next phase. Consultation for this project will be informed through an engagement strategy codeveloped between WSP Canada and the City of Barrie. The final vision, concepts, and options for the project will be informed through three rounds of consultation, utilizing surveys, workshops, open houses, and virtual events to reach as many voices as possible. The project will also be supported by a City-appointed Project Advisory Committee which will provide technical input at key points throughout the project.

The findings of this report will be referred to throughout the BSCDP project, and will be used to inform the visioning process, scope out potential opportunities and challenges, and help provide the necessary context to create a secondary plan which will ultimately usher in the new vision.

1.3 Role of a Community Design Plan

Community Design Plans are non-statutory planning documents which provide comprehensive reviews of a neighbourhood or corridor in order to develop a new vision for the subject area. The Bayfield Street Community Design Plan will represent the City's first Community Design Plan, setting the stage for future processes. Once approved, Community Design Plans can become council-endorsed visions for an area and be used to guide changes to existing planning documents, or they can be used as the basis for a secondary plan, updated Official Plan policies, updated zoning or other implementation tools, as determined through the preparation of the Community Design Plan.

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2. Existing Conditions



The Bayfield Corridor study area comprises a roughly 3 kilometre long stretch of Bayfield Street, and includes all properties fronting onto the street, as well as a portion of properties which front onto Grove Street. The overall character of the study area is typical of a suburban commercial corridor, with large, underutilized parcels, expansive surface parking, primarily big-box retail and commercial uses, and little to no greenspace. With changing market dynamics and an ongoing housing shortage, the Bayfield Street corridor presents an opportunity to reimagine itself as a vibrant mixed-use neighbourhood. Section 2 of this report details throughout the corridor, including discussions on existing land uses, as well as transportation conditions.

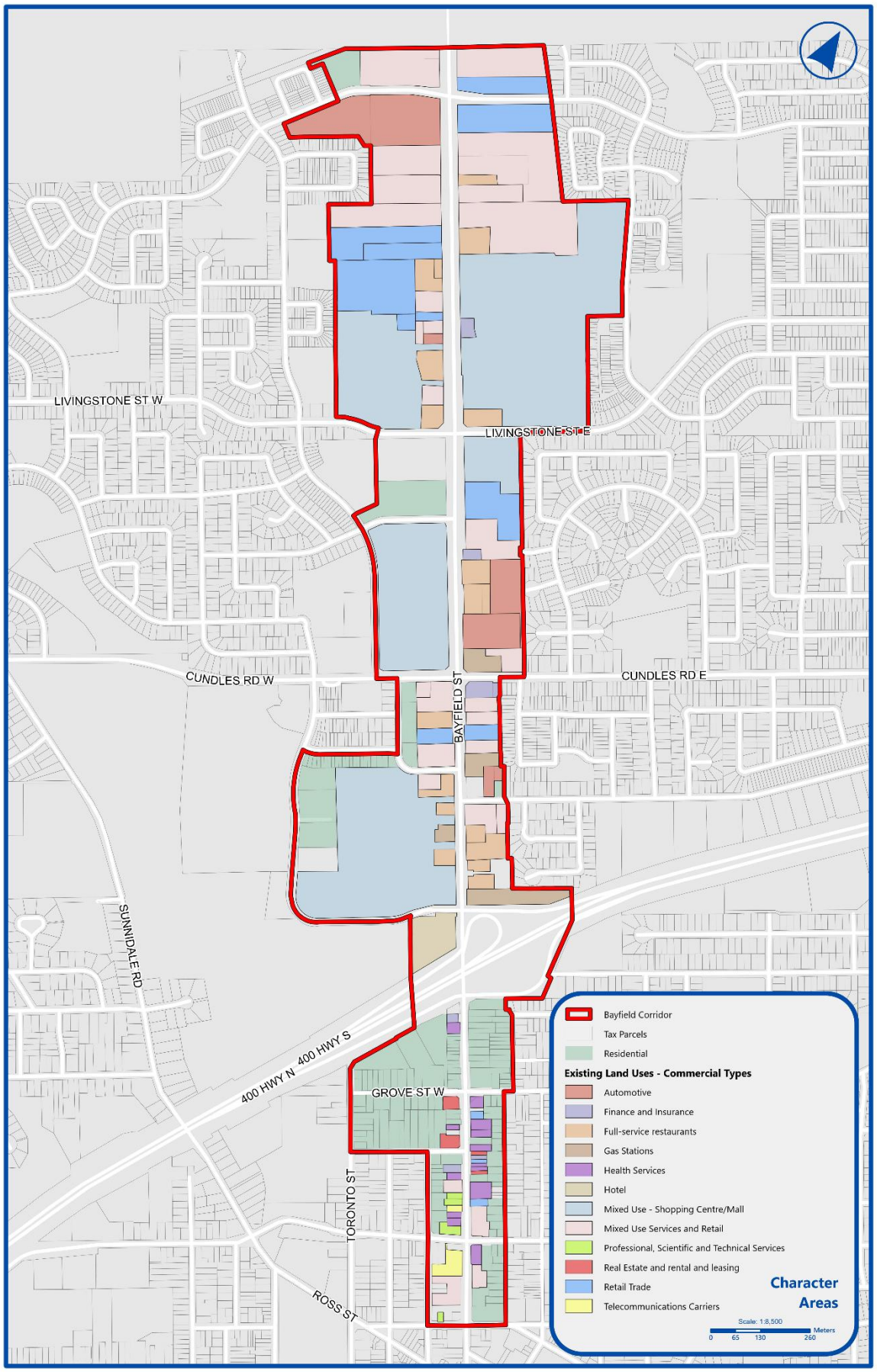

Figure 2-1: Public Space Framework and Existing Land Use

2.1 Existing Land Use Conditions

The Bayfield corridor runs along Bayfield Street between Sophia Street in the south and the northern City limit, past Hanmer Street. The corridor is characterized by a mix of smaller, urbanized lots to the south of Highway 400, and larger auto-dependent commercial properties to the north of Highway 400. The development pattern in the northern portion of the corridor is consistent with a traditional "highway commercial" corridor, where businesses are supported by their proximity to a major arterial road instead of pedestrian traffic. The resulting built form typically features large parking lots, generous setbacks of buildings from the road, and a large number of vehicle access points road, necessitating a two-way turning lane in the centre of the road.

With a study area of this size, it is helpful to split the analysis into sub-areas with similar built forms and lot fabric, in order to assess the redevelopment and revitalization challenges in a meaningful way. **Figure 2-1** illustrates the land uses and spread of public spaces across the study area. In this study area, three areas with distinct characters have been identified. These "Character Areas" will be analyzed independently to identify the baseline conditions within the Bayfield corridor. The Character Areas were delineated generally for the purposes of providing a fulsome assessment of existing conditions, and will not necessarily translate into future land use recommendations.

Character Area 1: South of the Highway 400 Interchange. This portion of the corridor is the closest to Downtown Barrie, and is separated from the rest of the corridor by the Highway 400 overpass. This area also has the most uniform lot fabric, and exhibits a more urban built form than the rest of the corridor. This Character Area also has the highest prevalence of existing residential uses, with many single detached homes directly fronting onto Bayfield Street. This Character Area demonstrates a consistent form which is unique from the rest of the corridor, and will likely face a different kind of development pressure due to its closer proximity to the Downtown core and the existing residential context.



Character Area 2: East Side of Bayfield, North of Highway 400 Interchange to Livingstone. This portion of the study area was identified as a distinct Character Area due to the relatively uniform lot fabrics in the two distinct sections of the Character Area above and below Cundles Road. This area is

also unique in that the urban form is not interrupted by large indoor shopping centres or major big-box retail. Similar to Character Area 1, this Character Area shows a somewhat consistent urban fabric which contains lots that are roughly the same size, and generally uniformly organized facing Bayfield Street. The existing structures are largely single-tenant commercial buildings with relatively consistent setbacks from the street. Many of the businesses located in this Character Area are in the personal service, restaurant, or small-scale retail sectors, and face increasing pressures from the surrounding indoor shopping centres. While this area may be a prime candidate for redevelopment, the aging commercial buildings provide valuable incubator spaces for small businesses, and form a vital part of the economic profile of the corridor.



Character Area 3: West Side of Bayfield, North of Highway 400 Interchange / East and West side of Bayfield, North of Livingstone Street. The final Character Area consists of the remaining areas of the study area, where lot fabric and urban form are repeatedly interrupted by shifts in building type, land use. Due to the dominance of the four major commercial sites in the area, the lot fabric of surrounding properties are inconsistent and disjointed, bending around the interrupted street network which accommodates these large properties. These properties are characterized by very large building setbacks from the street and sprawling parking lots. To the north of the Georgian Mall and the SmartCentres complex, lots return to a comparatively smaller fabric, though they remain much larger than the rest of the Character Areas. Some intensification has already begun within the Bayfield Mall and SmartCentres parcels to accommodate low-density commercial developments along Bayfield Street, accommodating restaurants and other ancillary uses to the larger shopping centres. This Character Area contains all the key sites in the corridor, and presents the greatest opportunity for change.



The three Character Areas also differ greatly in lot characteristics, such as average lot size and average lot frontage (i.e., lot width facing Bayfield Street), as shown in **Table 2-1**. Lot coverage was similar amongst the Character Areas. Note that lot coverage refers to the percentage of a parcel's land area that is occupied by a structure or building, with the remainder of the site being used for things such as parking lots, driveways, vacant space, or landscaping.

Table 2-1: Average Lot Characteristics, by Character Area

	Character Area 1	Character Area 2	Character Area 3	Bayfield Corridor
Total Area (ha)	23.28	18.87	103.04	145.20
Average Lot Area	1041.24 m^2	5469.90 m^2	12926.84 m^2	6479.32 m^2
Average Lot Frontage	28.09 m	73.70 m	107.98 m	69.92 m
Average Lot Coverage	21%	19%	21%	20%

2.1.1 Character Area 1: South of Highway 400 Interchange

The first Character Area is the portion of the study area located to the south of the Highway 400 interchange, extending to Sophia Street, and including Grove Street. This area was chosen as a distinct Character Area because of the tighter road network, smaller parcels, and uniform urban fabric when compared to the rest of the study area, as shown in **Figure 2-2**. **Figure 2-3** illustrates land uses. The average lot size in Character Area 1 is 1041 m^2, which reflects the dominantly urban lot fabric including some single detached houses. These smaller lots have 28-meter frontages, resulting in far more access points to Bayfield Street and surrounding roads than in other areas.

The predominant land use within Character Area 1 is low-rise residential, with some larger commercial buildings fronting onto Bayfield Street. With the exception of a small commercial strip, the commercial uses in this area are typically service uses such as restaurants, personal service shops, and smaller professional service firms. The elevation in Character Area 1 slopes downward from the Highway 400 interchange towards Downtown Barrie, with the structures getting gradually taller towards Downtown Barrie. One of the larger parcels in this area contains a five-storey commercial and office building which has Collège Boréal as a key tenant. The tallest structure in this Character Area is a seven-storey mixed-use residential building with some smaller commercial on the ground floor.

The Barrie Veterinary Hospital is located on the corner of Bayfield and Dalton Street and is zoned Institutional. Along the Western portion of Grove Street, a 928-unit residential development is under construction, consisting of three high-rise buildings (23 to 27 storeys), one mid-rise building (9 storeys), and a block of townhouses fronting onto Grove Street. This development signifies a shift in the neighbourhood character away from single detached residential but does not introduce ground-floor commercial uses in this portion of the corridor.

This Character Area is also unique for its inclusion of properties which front onto surrounding streets, and not just those fronting onto Bayfield Street. Aside from a few medium-density commercial buildings, the commercial character of the Bayfield streetscape is less automobile oriented, with smaller setbacks from the street, wider sidewalks, and a significantly narrower road right-of-way. While the properties in this Character Area appear to be far better utilized than the rest of the study area, lot coverage remains at only 21%, which is comparable to the rest of the corridor.



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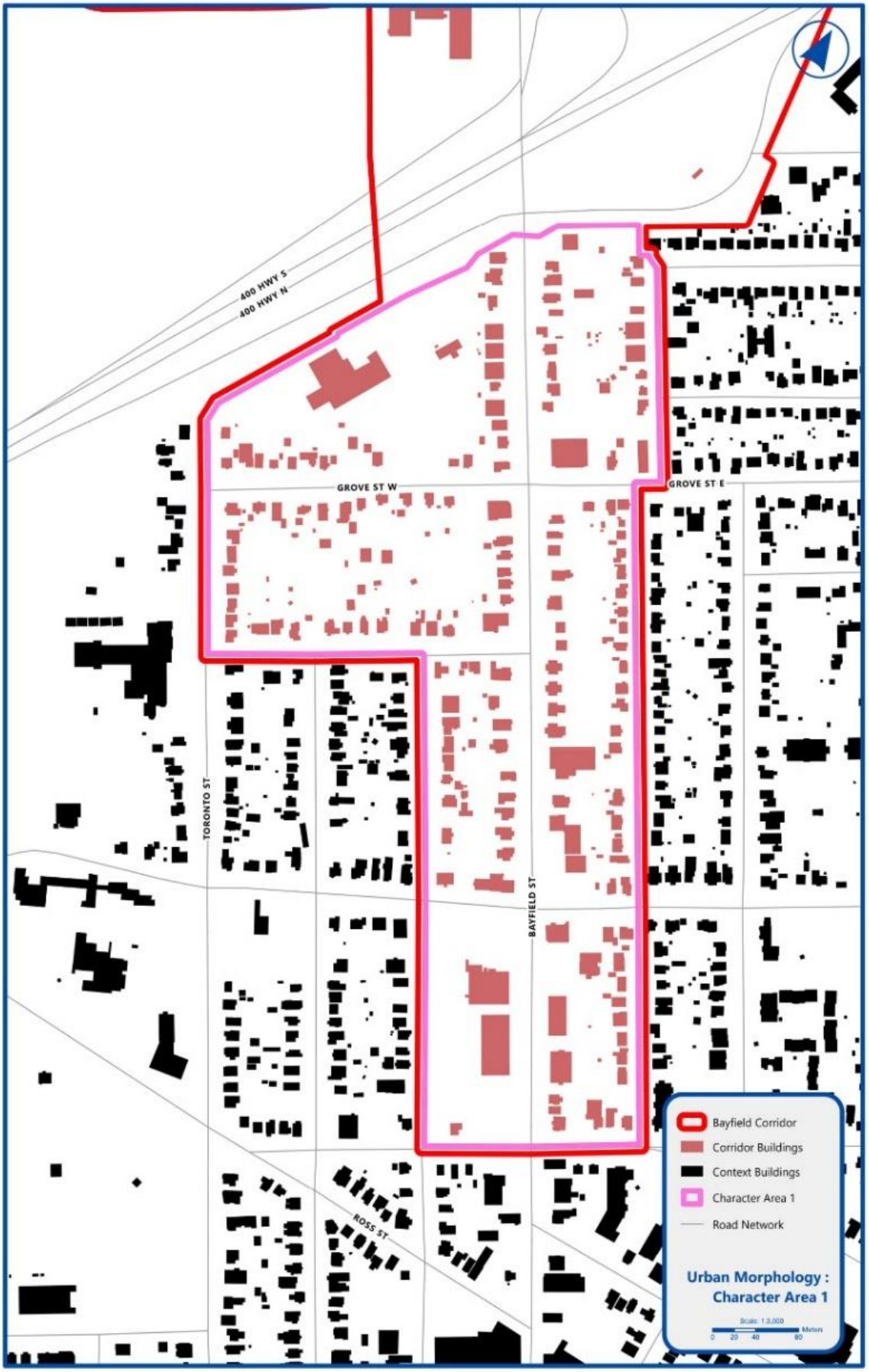

Figure 2-2: Urban Morphology of Character Area 1

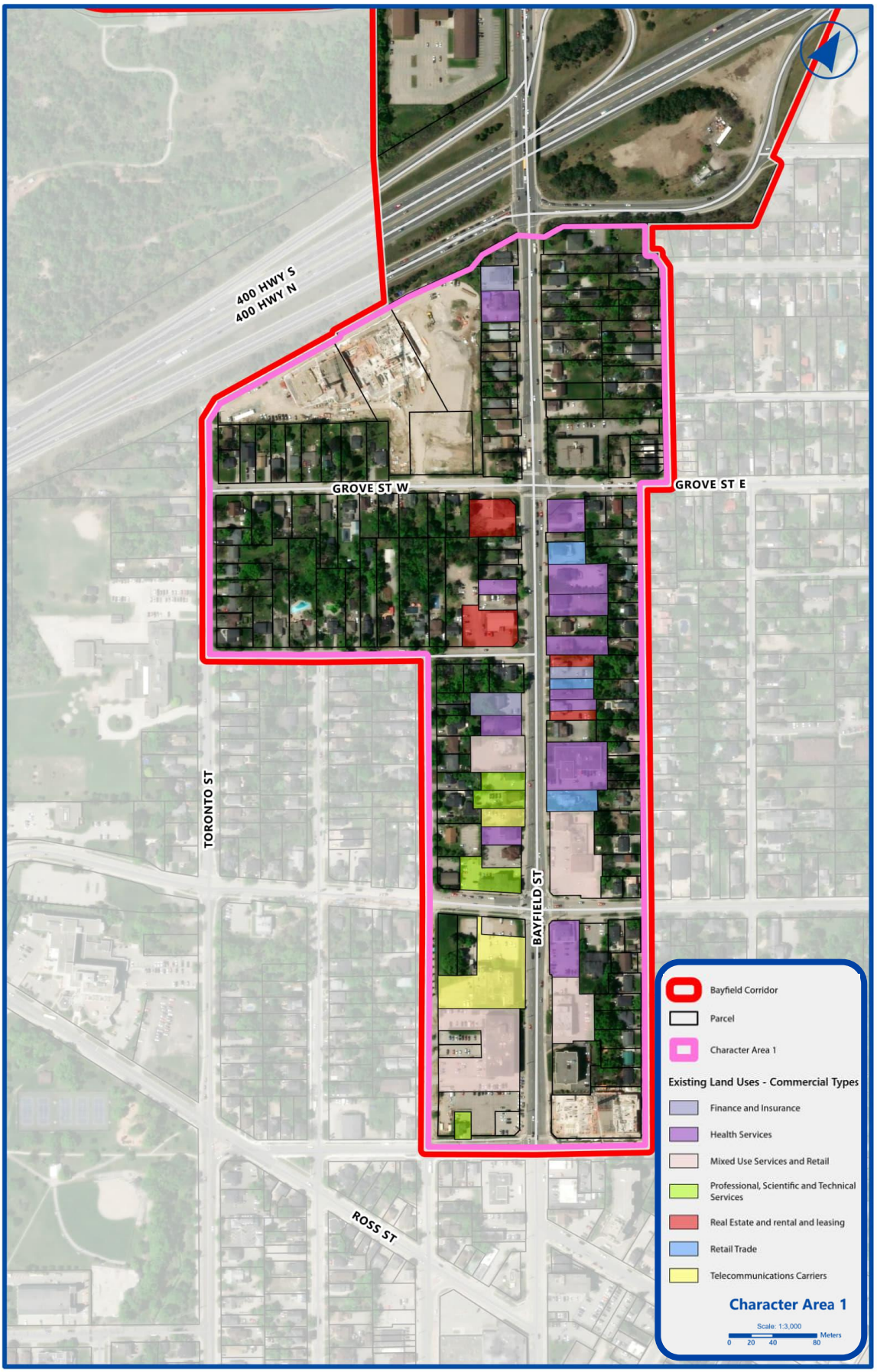

Figure 2-3: Character Area 1

2.1.2 Character Area 2: East Side of Bayfield, North of Highway 400 Interchange to Livingstone

The second Character Area in the study area encompasses all commercial properties on the east side of Bayfield Street, north of Highway 400, as shown in **Figure 2-5**. These properties are relatively uniform in size and composition within their respective blocks. South of Cundles Road, the predominant land use is low-density commercial in either stand-alone buildings or strip malls. The typical tenant for these buildings is fast-food restaurants with drive-thrus, car service stations or repair businesses, and some personal service businesses in the smaller strip malls. North of Cundles Road, the properties are larger and contain more single-tenant structures and larger commercial strips. Notable properties include Bayfield Ford, which occupies a significant portion of the block, and the Springwater Marketplace, which includes national chain retail stores and a supermarket.

Figure 2-4 shows that the urban fabric in Character Area 2 is less uniform than Character Area 1, but is typical for a low-density commercial corridor with smaller sized businesses. The pedestrian realm is negatively impacted by the inconsistent setbacks from the street, ranging from 9.0 metres to 100 metres in some areas. The larger Bayfield Street right-of-way, narrower sidewalks, and larger catchment areas for the businesses are conducive to automobile use and inconvenient for pedestrians.

The lot fabric in Character Area 2 is consistent with a traditional, low-density highway commercial corridor, though it is more uniform and consistent than Character Area 3. The average lot size in this area is roughly 5,470 m^2, with an average frontage of nearly 74 metres. Larger parcels accommodating single-tenant commercial buildings are common throughout this Area. While all areas in the corridor can be described as underutilized, Character Area 2 has the lowest average lot coverage at only 19%.





Figure 2-4: Urban Morphology of Character Area 2

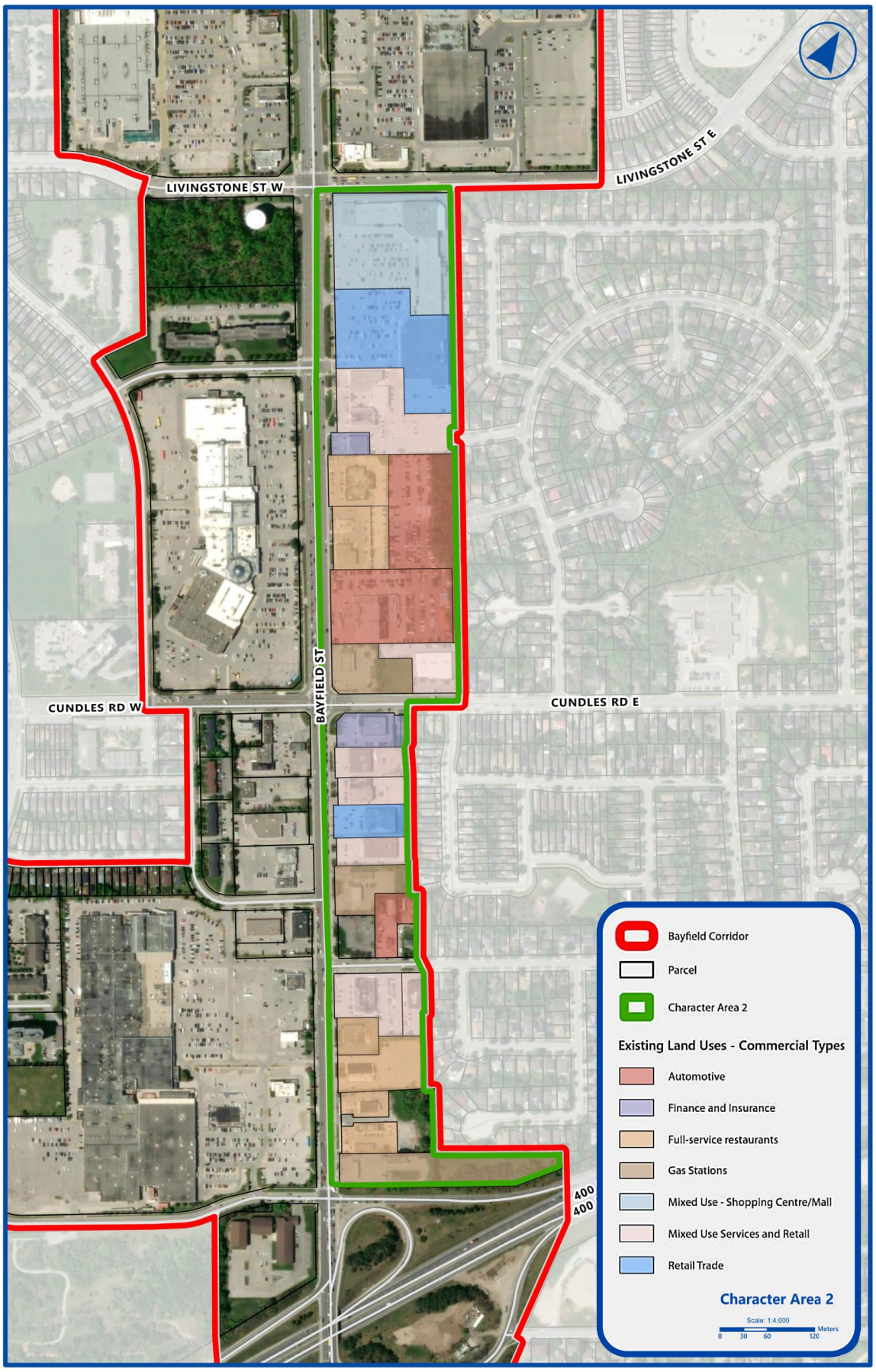

Figure 2-5: Character Area 2

2.1.3 Character Area 3: West Side of Bayfield, North of Highway 400 Interchange / East and West side of Bayfield, North of Livingstone Street

The third Character Area in the study area is the relatively least cohesive and uniform, and contains all properties north of Highway 400, excluding some lands on the east side of Bayfield, which form Character Area 2. Character Area 3 is defined by the four major commercial shopping centres plus other uses. Land uses in Character Area 3 are shown on **Figure 2-7**. The four major shopping centres are as follows:

- **The RioCan Georgian Mall** is a major, regional mall with a wide selection of national retailers and premium retail outlets. The mall occupies the majority of the property, with a modest amount of surface parking available.
- **The Bayfield Mall** is a Canadian Tire anchored indoor shopping centre with a range of businesses and service providers. The mall has a very generous amount of surface parking, with some standalone businesses developed along the Bayfield street frontage of the property.
- **The Koslov Centre** is an aging indoor shopping centre anchored by a Metro grocery store. The centre houses a range of tenants from specialty retail, thrift stores, personal services and government services. The centre has a large parking lot which has not seen any subdivision or development.
- **The SmartCentres Power Centre** is a Walmart anchored shopping centre with large footprint retailers in the rear of the property, and a number of single-tenant commercial buildings along Bayfield Street.

Outside of the major shopping centres, the land uses in this Character Area include car dealerships, building supply outlets, specialty retail, and smaller commercial strips. Unique land uses in the area include the Barrie Water Tower, the Heather Forest Apartments, and the Bayfield Tower Apartments.

Figure 2-6 shows that the lot fabric in this area is broadly inconsistent within the Character Area, with the large commercial parcels disrupting smaller transportation routes and isolating surrounding residential neighbourhoods. The lot coverage in this area is very low at 21%, which is consistent with other Character Areas, and reflective of the vast parking areas and large building setbacks. The average lot size is almost 13,000 m^2, with very large frontages stretching 108 meters on average. The low lot coverage, large parcels, and low lot coverage are combined with large setbacks to result in a very poor pedestrian environment, with most businesses being set back at least 40 metres from the street.

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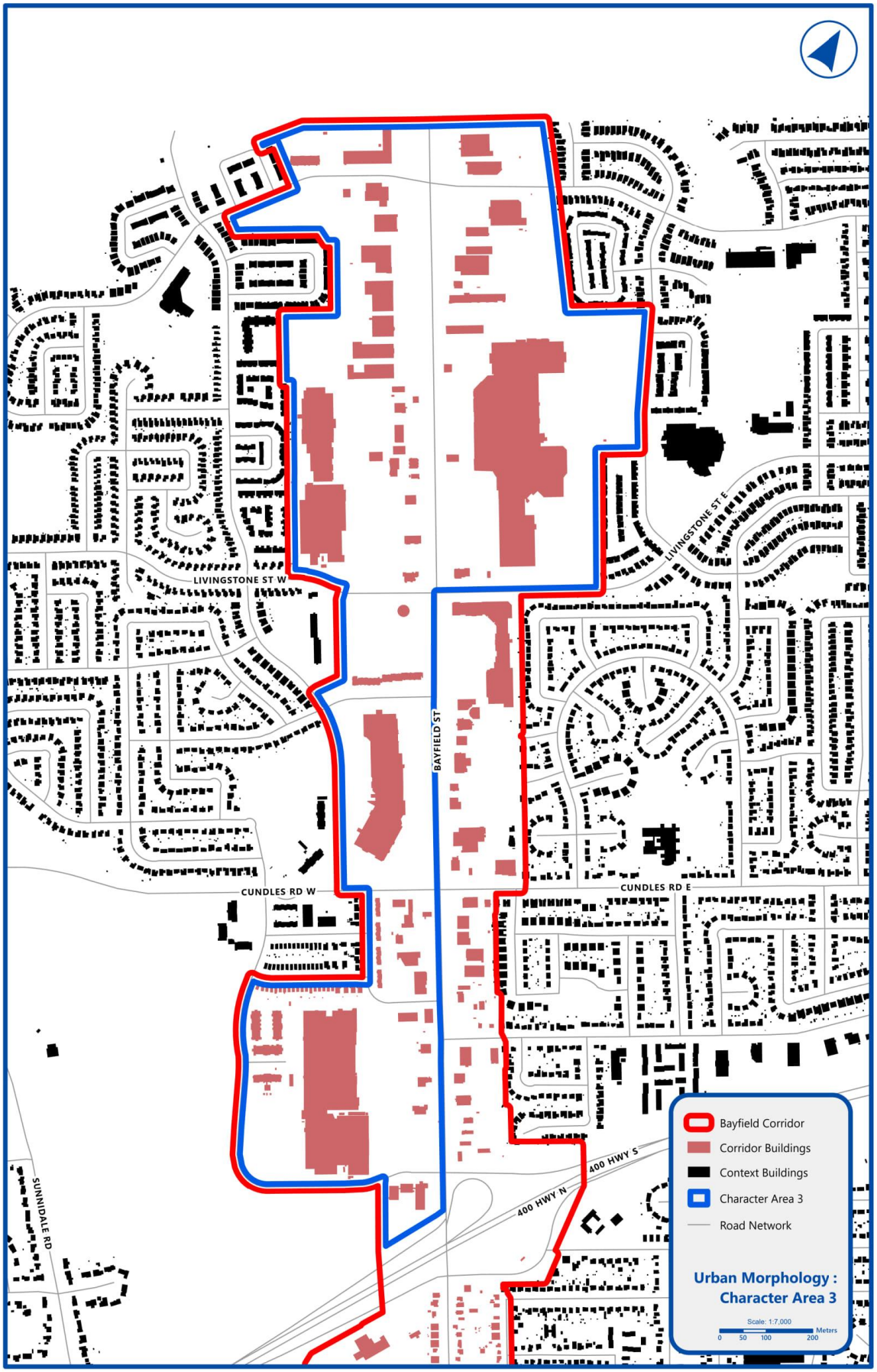


Figure 2-6: Urban Morphology of Character Area 3

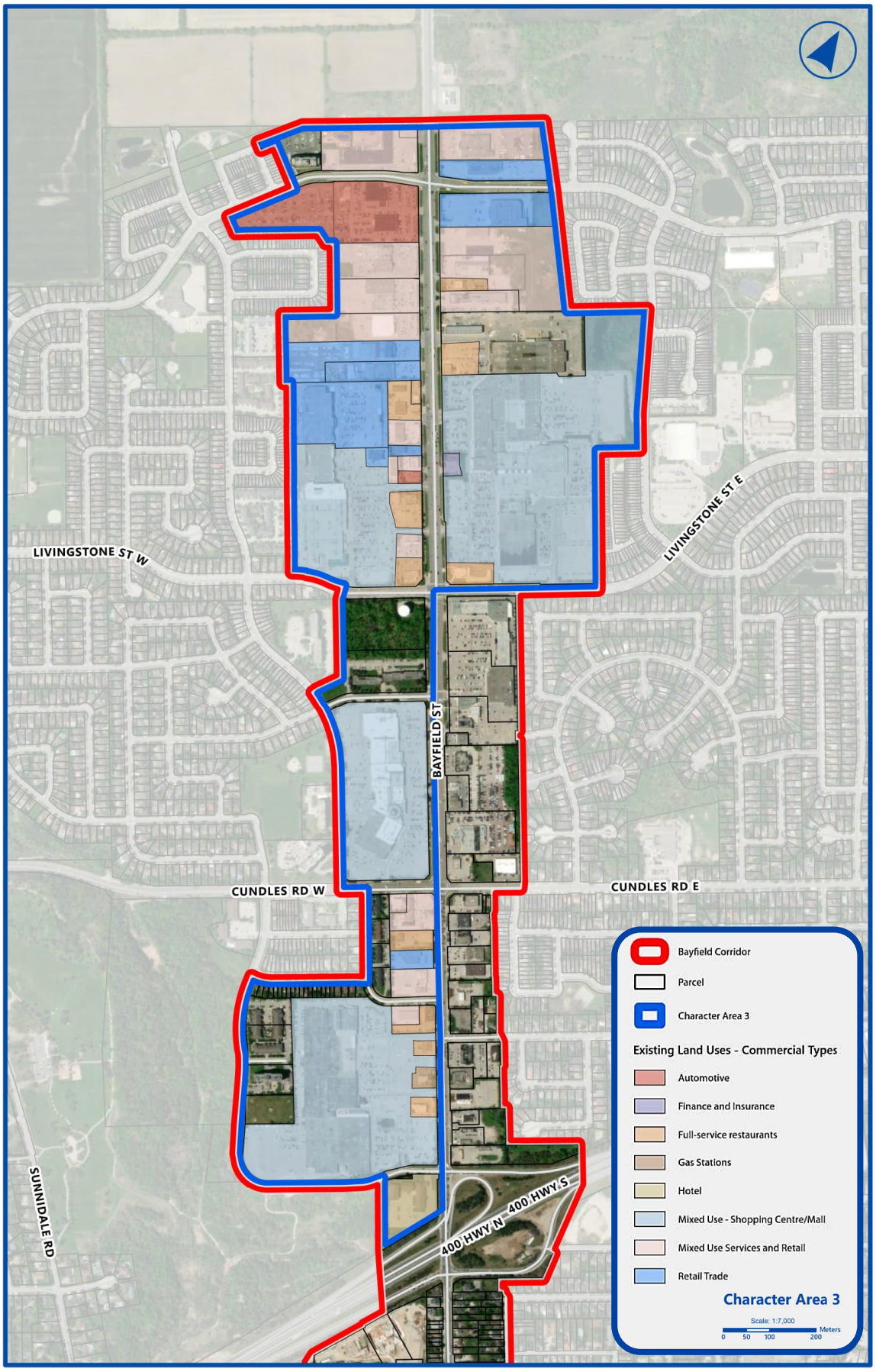


Figure 2-7: Character Area 3

2.2 Existing Transportation & Mobility Conditions

This corridor is recognized as a significant regional transportation artery, and the Bayfield Street Community Design Plan (BSCDP) strives to foster sustainable, accessible, and vibrant communities through an integrated approach to land use and transportation planning. Though separate from the BSCDP, key findings from the City-led Schedule 'C' Municipal Class Environmental Assessment (MCEA), supported by WSP Canada Inc., have been instrumental in informing this report's understanding of the corridor's existing transportation and mobility conditions. The MCEA study provided detailed analysis on lane configurations, intersection types, traffic volumes, and operational performance, which has been used to frame the current transportation context.

In addition to the MCEA, this report also draws on a variety of other sources to develop a comprehensive picture of the Bayfield corridor's transportation conditions. These include data from the City of Barrie's Open Data Portal, the most recent Barrie Transportation Master Plan (TMP), and the City's Active Transportation Strategy. The TMP, updated in 2019 to address projected growth to 2051, provides a long-term roadmap to creating a balanced, multi-modal transportation network that meets the evolving needs of residents and businesses. The Active Transportation Strategy complements this by emphasizing safer, well-connected networks for walking and cycling, aligned with broader goals of sustainability, equity, and livability.

Similar to the existing land use conditions, this section will split the corridor into three Transportation Segments for more detailed analysis, as shown in **Figure 2-8**. While the land use analysis in Section 2.1 is organized by Character Areas based on built form and lot fabric, the transportation analysis in this section uses a slightly different segmentation. For the purposes of transportation planning, the corridor has been divided into three transportation segments based on roadway cross-section characteristics and functional performance. This segmentation approach aligns with the structure of the Municipal Class Environmental Assessment (MCEA) and supports a more targeted assessment of infrastructure conditions, traffic operations, and multimodal opportunities along the corridor.

This section is organized into thematic subsections, which provide detailed assessments of the existing conditions:

- **2.2.1: Existing infrastructure by Roadway Segment**
- **2.2.2: Traffic Volumes and Operational Performance Analysis**
- **2.2.3: Active Transportation and Public Transit Considerations**
- **2.2.4: Implications for Redevelopment, Mobility, and Accessibility**

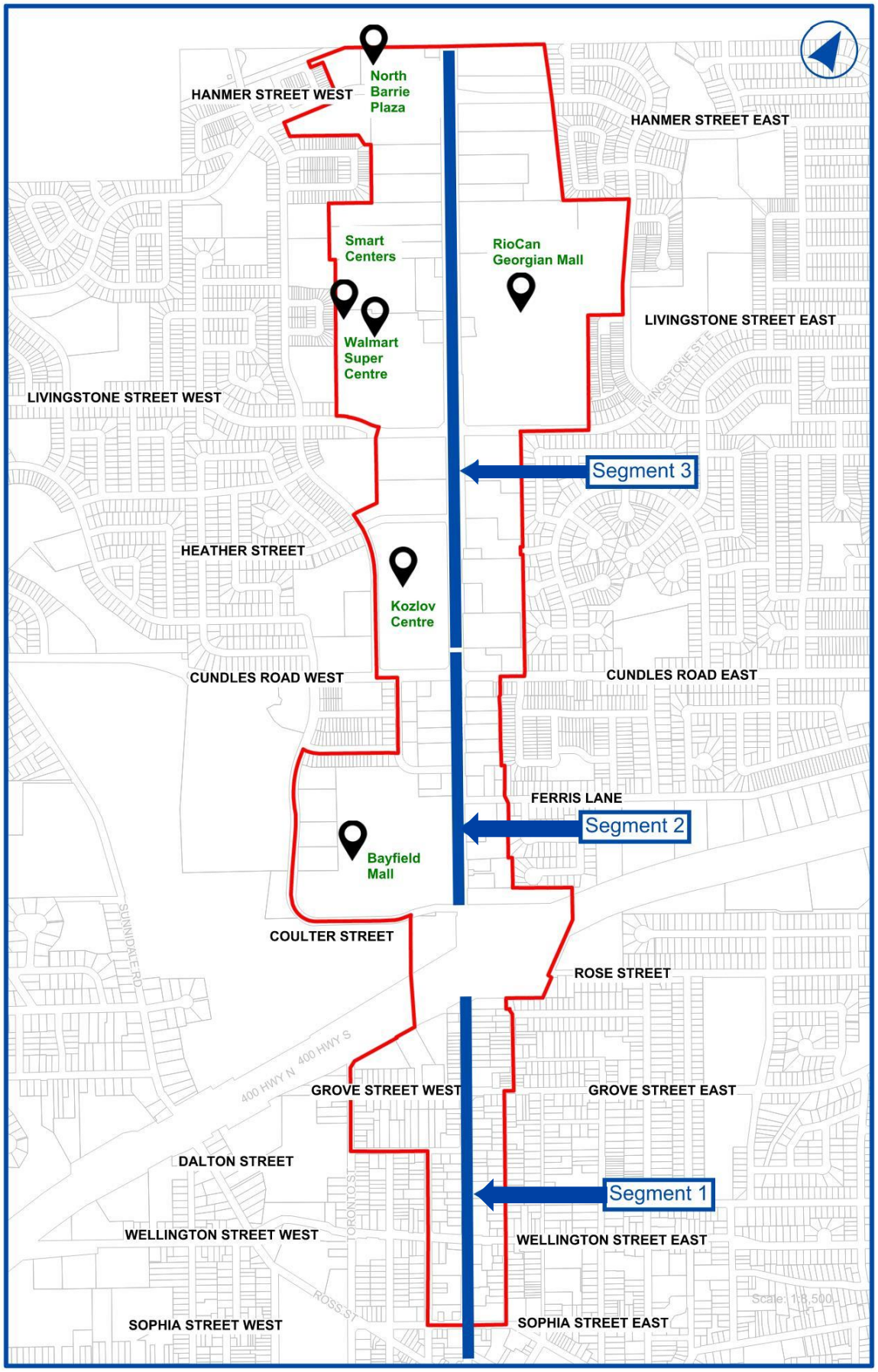


Figure 2-8: Bayfield Street Roadway Segments

2.2.1 Existing Transportation Infrastructure by Segment

Segment 1: Sophia Street to Coulter Street

The southern segment, extending from Sophia Street to Highway 400, serves as the gateway to the Urban Growth Centre and presents an opportunity for transformative urban renewal. It benefits from a historic grid street network with relatively smaller block sizes. This segment is predominantly residential with some low-density housing and limited commercial uses. Land use is mostly characterized by low-density residential neighbourhoods with individual homes fronting onto Bayfield Street, and some larger commercial uses closer to Sophia Street. **Figure 2-9** illustrates the standard lane configuration of Segment 1, which is 4 lanes with dedicated left-turn lanes at key intersections. This segment also benefits from full sidewalks on both sides of the road.



Figure 2-9: Segment 1 View (Google) (above) and Segment 1 Typical Cross-Section (below)

As shown in **Figure 2-10**, between Grove Street and south of Highway 400, there are roughly 26 access points, nearly all serving residential properties except for several commercial driveways. Two homes feature dual driveways, while the remaining have a single access each. Most driveways extend to the property line, and many are double-width with minimal setback, resulting in frequent turning movements and limited spacing that contribute to congestion during peak periods.



The MCEA identifies access management as a key consideration in this segment, particularly due to the proximity of the Highway 400 northbound ramp. MTO plans to buy out the properties on the east side from the NB ramp to Grove, except for the apartment building at Grove.

This reinforces the need to manage and consolidate existing driveways and explore alternative access strategies. The MCEA supports the introduction of rear-lot service lanes and shared access points to reduce the number of direct connections to Bayfield Street.

Figure 2-10: Access Types in Segment 1

Segment 2: Coulter Street to Cundles Road

This segment is the immediate focus for near-term transportation capacity enhancements, largely driven by the need to support the provincial Ministry of Transportation of Ontario's (MTO) replacement of the Highway 400 interchange at Bayfield Street. Focused transportation improvements are planned to address identified auto capacity deficiencies and support interchange operations, particularly in coordination with the MTO's replacement of the Highway 400 / Bayfield Street interchange. These include widening sections of Bayfield Street, adding separated cycle tracks, and improving sidewalks, contributing to safer and more efficient traffic movement.

This segment contains predominantly commercial land uses. It features strip commercial businesses, mid-sized retail outlets, and the Bayfield Mall, an aging indoor shopping centre. The area around Bayfield Mall serves as the primary commercial node, incorporating a large retail complex with associated parking and service access. Several smaller commercial properties dotted along the corridor support local shopping and services.

The typical lane configuration in segment 2 is a five-lane road with two travel lanes in either direction and a two-way left-turning lane (TWTL) in the centre of the road, as illustrated by **Figure 2-11**.



Figure 2-11: Segment 2 Typical Cross Section

As shown in **Figure 2-12**, north of Highway 400, the corridor transitions to a more homogenous commercial landscape, with numerous wider access points ranging from 6.0 m to 14.9 m. Most properties have two accesses, either both on Bayfield Street or one connecting to a side street. Access spacing varies from 1.9 m to 30.0 m, averaging 17.2 m. The west side between Coulter Street and Glenwood Drive exhibits stronger access management. Notably, Bayfield Mall features a signalized access at Ferris Lane and a right-in/right-out access, supported by additional side-street entries.



Figure 2-12: Access Types in Segment 2



Segment 3: Cundles Road to City Boundary

The northernmost segment extends from Cundles Road to the northerly City limit. This area includes commercial plazas and automotive-related land uses. The area also includes key commercial hubs like the Georgian Mall and the SmartCentres complex, generating substantial travel demand and necessitating improvements to vehicle access, public transit reliability, and pedestrian/cycling connections.

This area also encompasses light industrial and office park employment lands, creating a significant commercial activity node. Residential use is limited to outlying areas, with this segment being a key regional business corridor. This segment has the largest roadway in the study area, consisting of a seven-lane cross-section with three travel lanes in either direction, or a TWLTL in the centre, as shown in **Figure 2-13**.

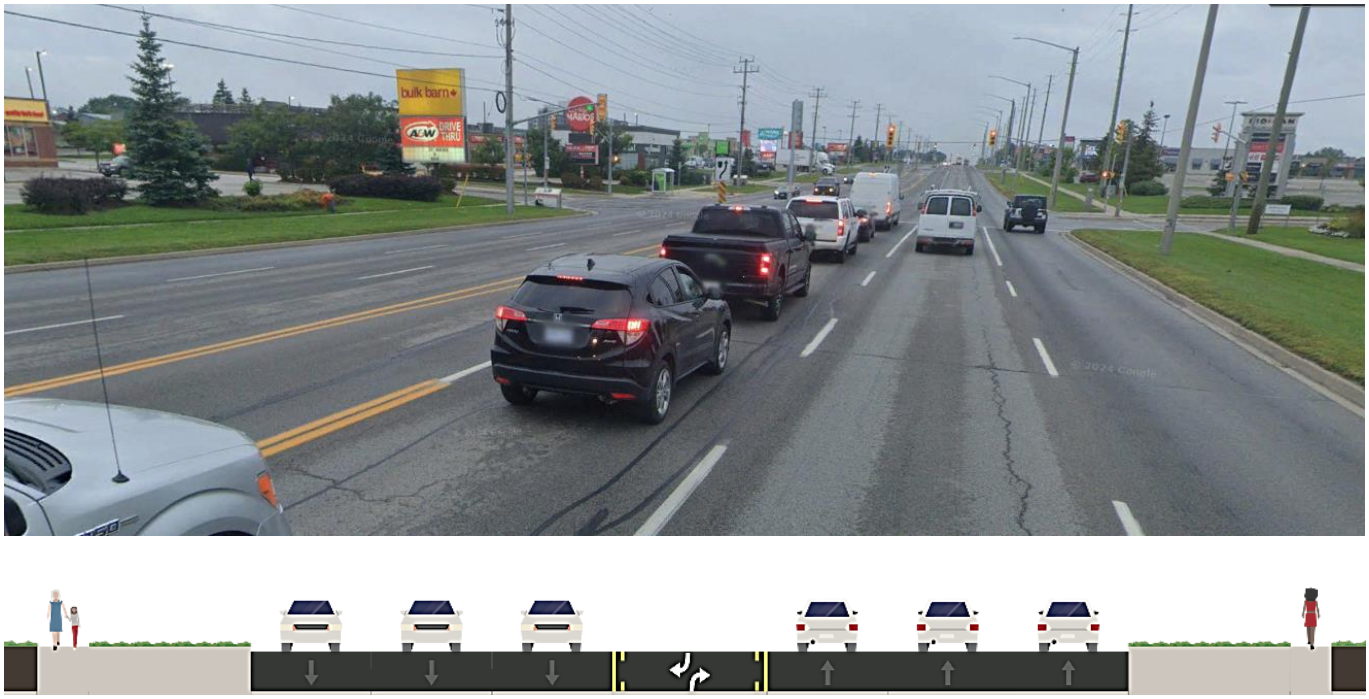


Figure 2-13: Segment 3 Typical Cross Section

This segment contains larger commercial parcels with more structured access control. However, access frequency increases around Glenwood Drive to Cundles Road, where driveways are closer together on both sides of the street. North of Cundles Road, particularly between Livingstone Street and Hanmer Street, access conditions improve due to right-in/right-out restrictions and signalized high-volume entries. **Figure 2-14** shows that in this section, there are 15 access points, of which 7 provide full-movement unsignalized connections, typically maintaining 20 m or more spacing.

The MCEA notes that while Segment 3 (Cundles Road to the City Boundary) exhibits more structured access control overall, the clustering of driveways, particularly between Glenwood Drive and Cundles Road, continues to present operational and safety concerns. Closely spaced access points in this area contribute to turning conflicts and limit opportunities for introducing active transportation infrastructure. Although access conditions improve north of Cundles Road due to right-in/right-out restrictions and signalized entries, the MCEA emphasizes the importance of further consolidating driveways and introducing internal circulation strategies. These strategies are framed as essential to improving safety and traffic operations along the corridor.



Figure 2-14: Access Types in Segment 3

The two-way left-turn lane (TWLTL), shown in **Figure 2-15**, a common feature in Segments 2 and 3, is identified in the MCEA as a contributing factor to mid-block collisions and inefficient traffic flow. The MCEA recommends replacing the TWLTL with a raised center median to address these issues. Raised medians are widely used on multi-lane arterial streets and are shown to significantly enhance safety by reducing mid-block collisions and improving intersection performance. The MCEA cites that such improvements could prevent at least 50 collisions annually, resulting in societal cost savings exceeding $5 million over five years. Additionally, current development policies requiring right-in/right-out access controls have the similar safety benefits provided by medians.

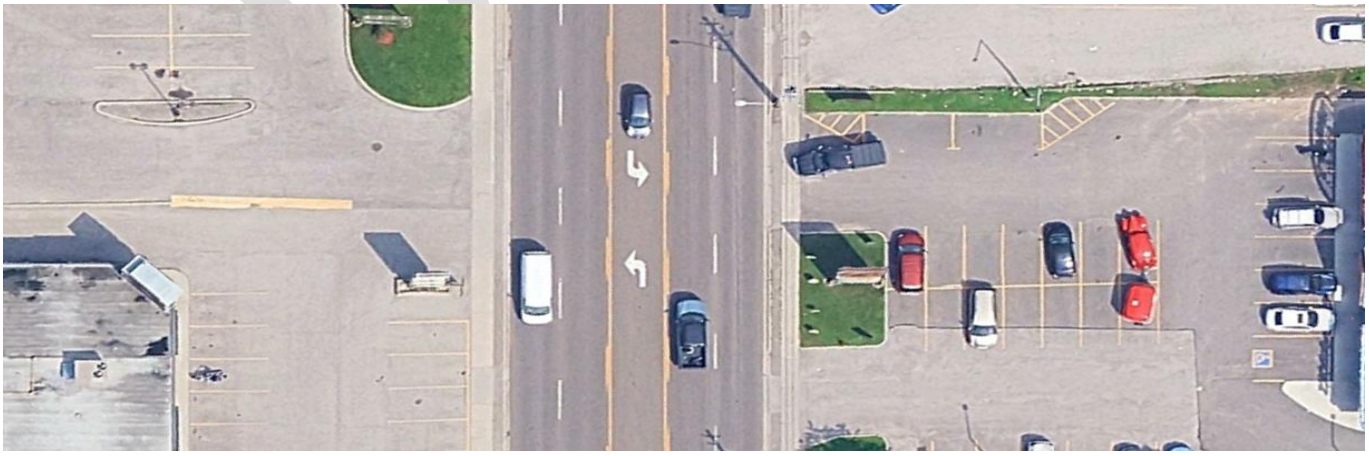


Figure 2-15: Two-Way Left-Turn Lane (TWLTL) at Glenwood Dr and Bayfield Street (Google Maps)

2.2.2 Corridor Traffic and Operational Analysis

The Bayfield Street corridor serves as a crucial arterial spine within the City of Barrie, accommodating substantial volumes of vehicle, transit, and active transportation movements. A detailed understanding of the road network's characteristics, including lane configurations, intersection controls, and facility provisions, is essential for informed transportation planning and the prioritization of future infrastructure improvements. This is reflected in the City of Barrie's 2023 Official Plan Map 4B, Mobility Network Road Classification, as shown in **Figure 2-16**, which classifies Bayfield Street predominantly as a major arterial roadway.



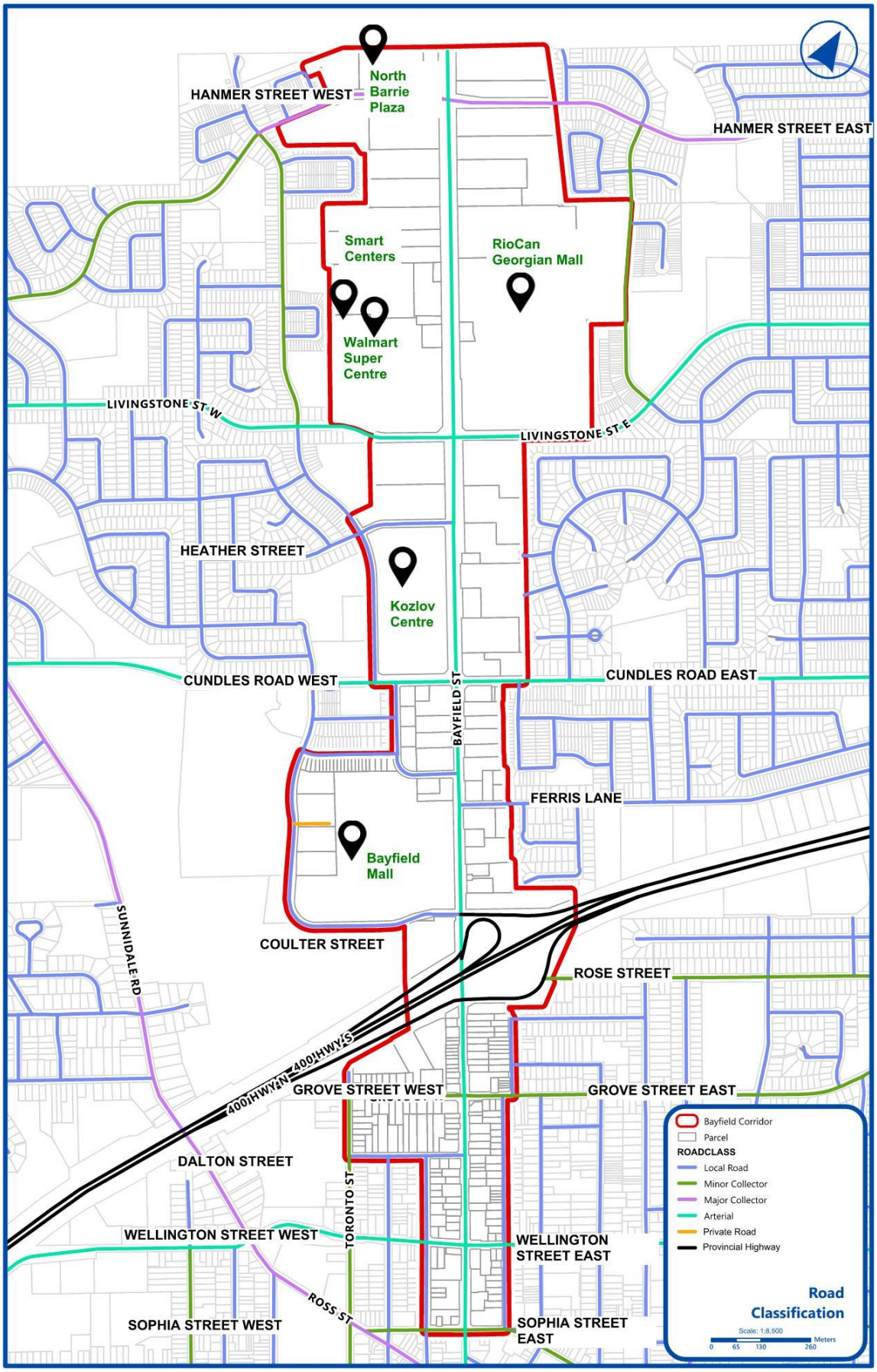


Figure 2-16: Road Classifications

Bayfield Street Intersection Types

The Bayfield Street corridor features a variety of intersections. **Figure 2-17** indicates the intersection typologies observed within each corridor segment.

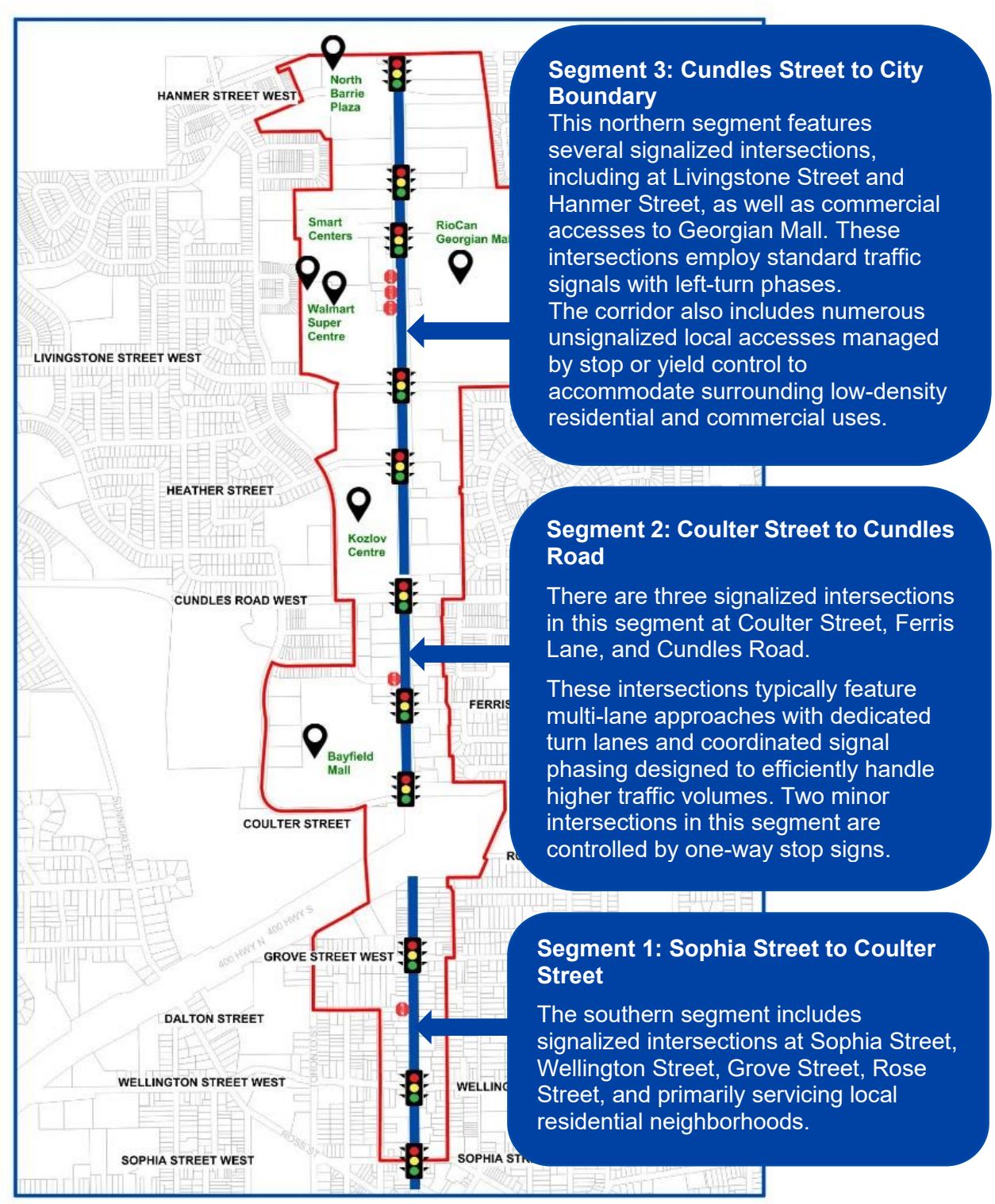
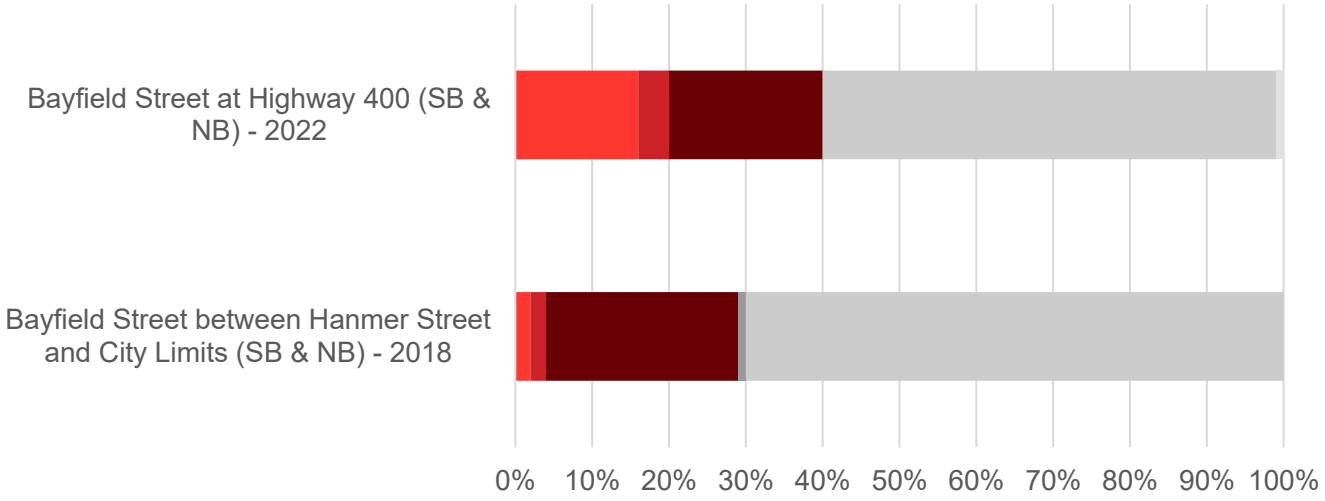


Figure 2-17: Intersection Type by Roadway Segment

Traffic Volume Characteristics

This section summarizes key findings from the traffic report prepared for the Environmental Assessment of Bayfield Street improvements. The analysis is based on the data from the City of Barrie mid-block Automatic Traffic Recorder (ATR) volume counts for two key sections of Bayfield Street — one south of Hanmer Street and another near Highway 400. These 24-hour counts highlight daily traffic characteristics and vehicle composition.

Cars comprise approximately 70-75% of the total traffic volumes on Bayfield Street, reflecting their dominant presence in daily traffic. As shown in **Figure 2**Error! Reference source not found.**-18**, buses and bicycles make up a minimal share of total traffic volumes (around 0-1%). Light and medium trucks combined represent approximately 24-27% of total vehicles, underscoring the corridor's importance for freight and commercial movements. The presence of heavy trucks notably rises to 16% near Highway 400, indicative of regional distribution activity, while remaining low at about 2% south of Hanmer Street.



	Bayfield Street between Hanmer Street and City Limits (SB & NB) - 2018	Bayfield Street at Highway 400 (SB & NB) - 2022
Heavy Trucks (%)	2%	16%
Medium Trucks (%)	2%	4%
Light Trucks (%)	25%	20%
Buses (%)	1%	0%
Cars (%)	70%	59%
Bikes (%)	0	1%

Figure 2-18: 24-hour % of vehicle Trips on Bayfield Street

Table 2-2 presents estimated Annual Average Daily Traffic (AADT), Seasonal Adjusted Daily Traffic (SADT), and truck percentages along different sections of Bayfield Street. The table highlights an increase in traffic volumes projected for 2041 without and with widening, with AADT as high as 78,000 vehicles in 2041 widening scenario. Medium and heavy truck percentages are moderate across sections and higher north of the highway, emphasizing the corridor's significant freight role.

Table 2-2: Estimated AADT, SADT, Truck % on Bayfield Street Sections

	Existing (2023)				Future 2041 – Without Widening		Future 2041 – With Widening	
Road Section	AADT	SADT	Medium Trucks %	Heavy Trucks %	AADT	SADT	AADT	SADT
Bayfield St South of Grove St	23,200	27,608	1.9%	0.8%	26,800	27,608	31,300	37,247
Bayfield St North of Grove St	26,300	31,297	1.6%	0.6%	36,600	31,297	44,100	52,479
Bayfield St at Hwy 400 crossing	42,400	50,456	2.4%	1.0%	48,100	50,456	58,100	69,139
Bayfield St North of Coulter Street	47,500	56,525	3.1%	1.3%	53,600	56,525	66,100	78,659
Bayfield St South of Cundles Rd	44,000	52,360	3.2%	1.3%	49,600	52,360	62,400	74,256
Bayfield St North of Cundles Rd	43,400	51,646	3.2%	1.3%	53,000	51,646	56,700	67,473
Bayfield St South of Livingstone Street	40,100	47,719	3.2%	1.3%	48,400	47,719	52,400	62,356
Bayfield St North of Livingstone Street	36,000	42,840	3.2%	1.3%	48,600	42,840	50,700	60,333

Figure 2-19 and **Figure 2-20** show summaries of intersection evaluation results using Synchro for the existing (2023) AM and PM peak hours, respectively. Additionally, the following figures illustrate existing link operations for these peak periods.

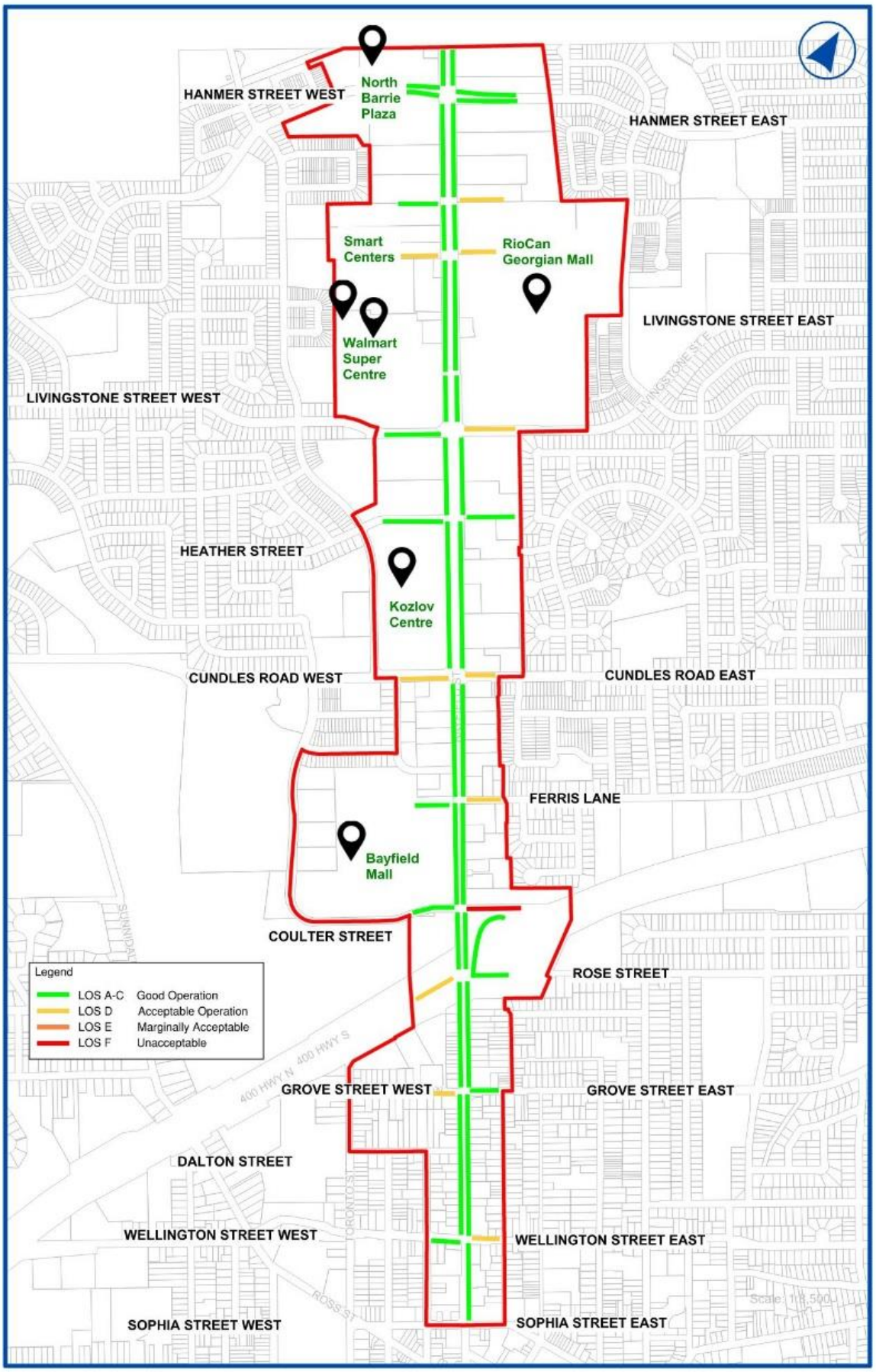


Figure 2-19: Intersection Evaluation Results Using Synchro for the Existing (2023) AM Peak Hours

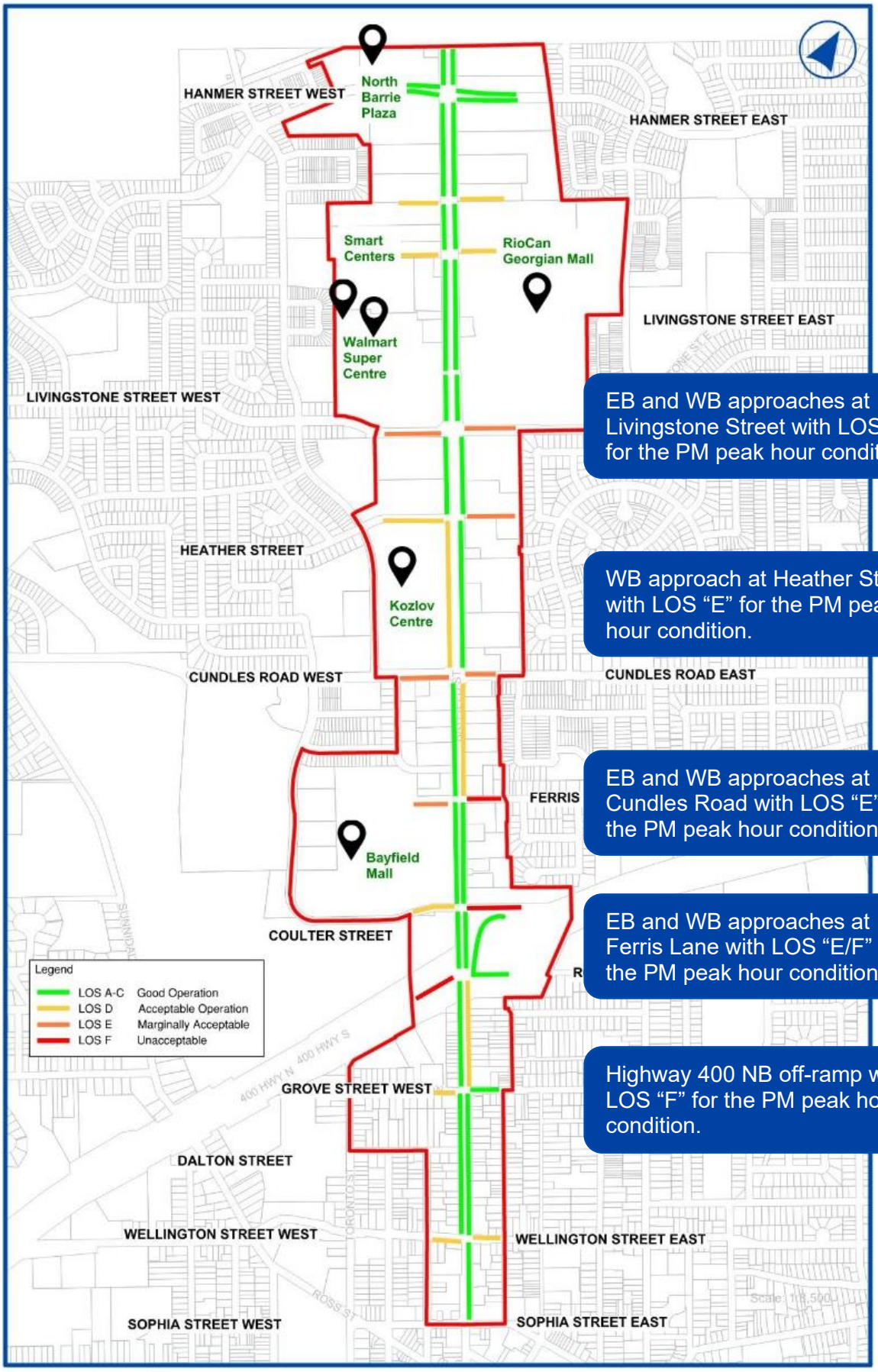


Figure 2-20: Intersection Evaluation Results Using Synchro for the Existing (2023) PM Peak Hours

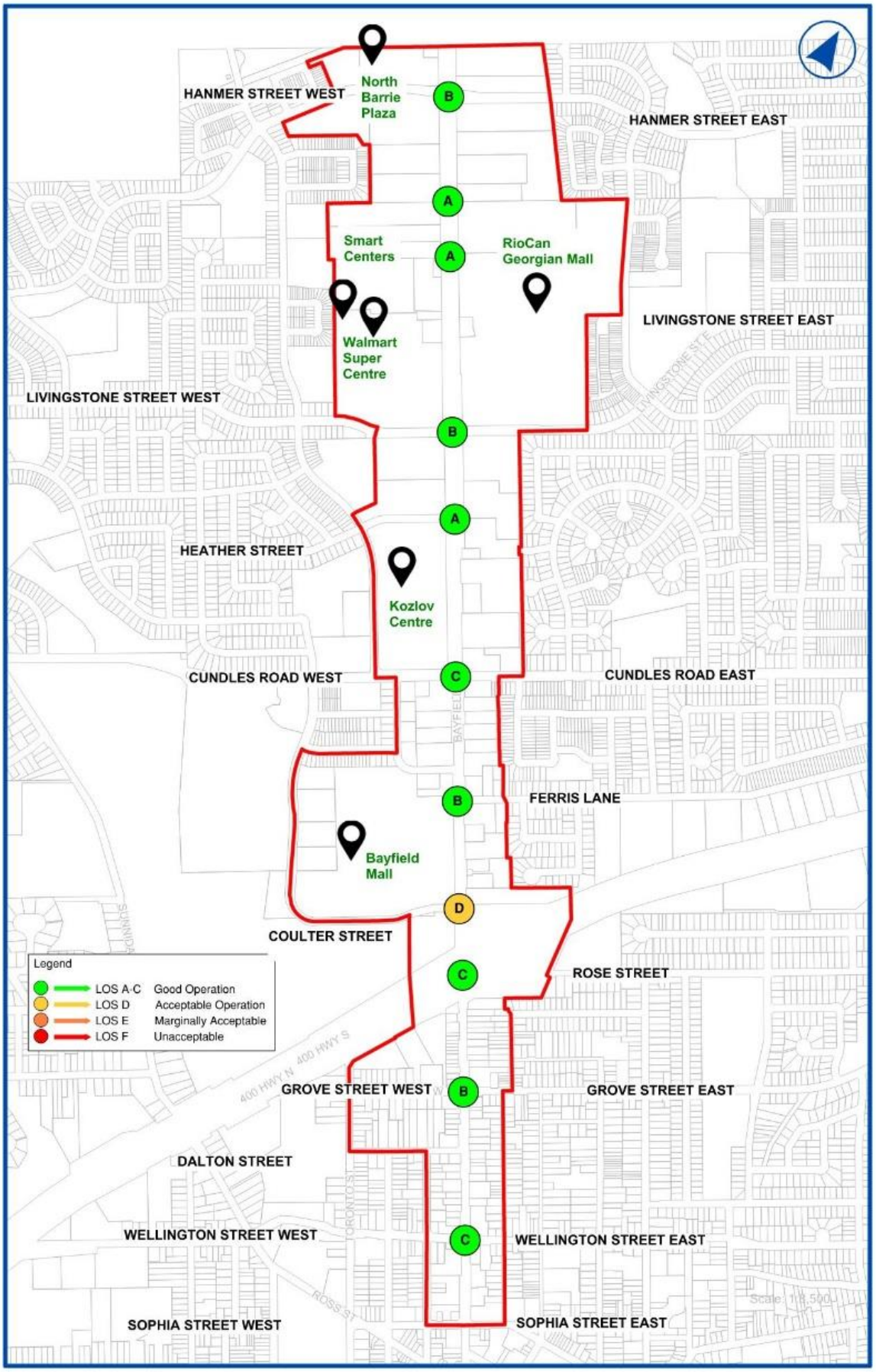


Figure 2-21: Existing (2023) Link Operation AM Peak Hours

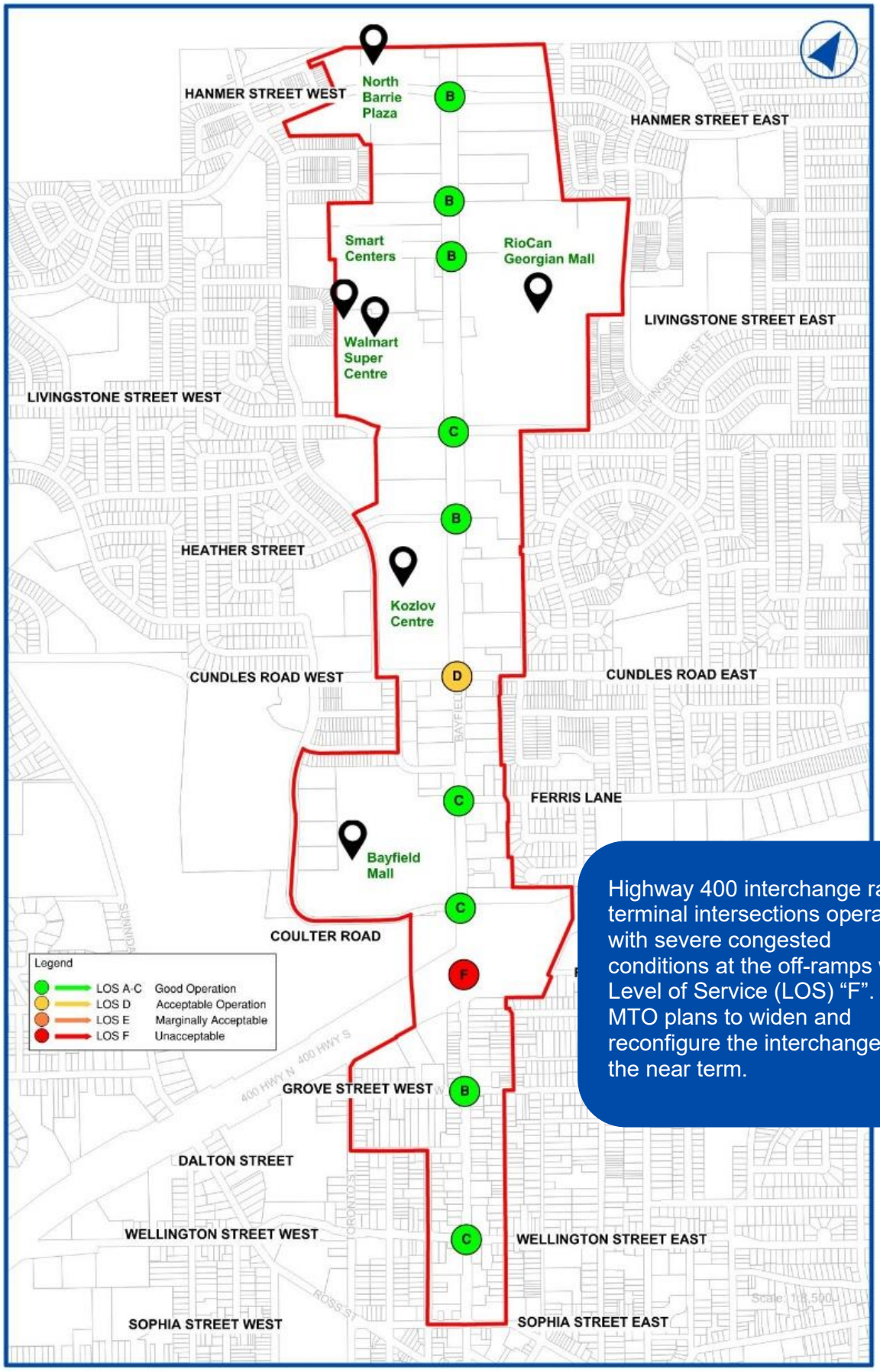


Figure 2-22: Existing (2023) Link Operation PM Peak Hours

Safety and Collisions

Collisions at intersections often result from a combination of factors as shown in **Figure 2-23** including traffic volume, signal timing, turning movements, visibility, and pedestrian activity. Safety analysis focuses on identifying patterns and hotspots of collisions, understanding contributing factors, and recommending interventions to mitigate risks.

Bayfield Street experienced a total of 1,055 collisions over the five-year period from 2018 to 2022. A significant contributing factor to these collisions is the presence of numerous uncontrolled private accesses, or driveways, which result in drivers performing unsafe maneuvers. These unsafe movements lead to a considerable number of preventable angle and sideswipe collisions. Moreover, the lack of restrictions on turning movements along the corridor creates a hazardous environment not only for drivers but also for pedestrians. This absence of control further inhibits the possibility of introducing cycling infrastructure and reduces the overall efficiency of the Bayfield Street corridor.

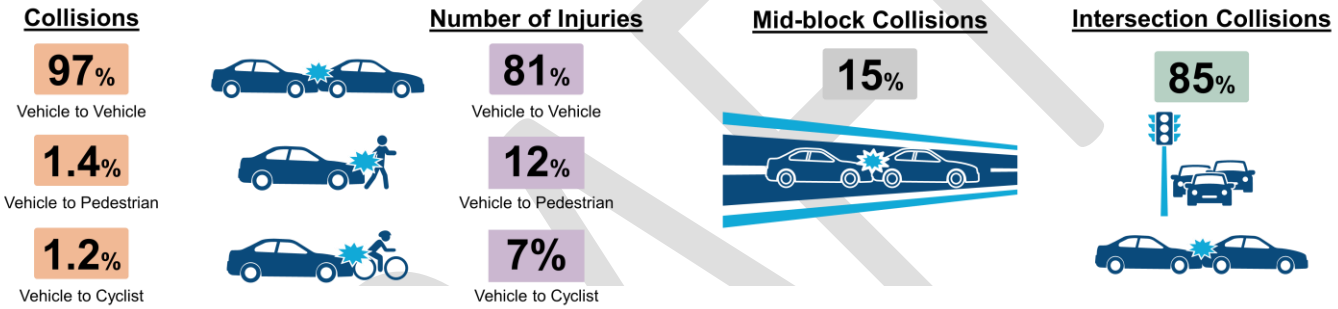


Figure 2-23: Bayfield Street had 1,055 collisions over a 5-year period (2018 to 2022).

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2.2.3 Active Transportation and Public Transit

Pedestrian Infrastructure

To provide a more structured assessment of pedestrian conditions along the Bayfield Street corridor, the following analysis is organized into three categories:

1. Pedestrian Realm Dimensions and Compliance with Standards, which examines sidewalk dimensions in relation to municipal standards and accessibility requirements;
2. Pedestrian Connectivity and Block Structure Constraints, which explores walkability challenges related to large block patterns, limited mid-block connections, and implications for redevelopment; and
3. Crosswalk Conditions and Pedestrian Activity, which highlights pedestrian volumes and the distribution of crossing infrastructure.

Pedestrian Realm Dimensions and Compliance with Standards

A review of existing sidewalk conditions on Bayfield Street reveals that sidewalk widths are generally below the City's current standard of 2.0 metres, with most segments constructed before modern standards were established. **Table 2-3** below summarizes the most constrained sidewalk widths and buffer presence along both the east and west sides of each segment.

Table 2-3: Sidewalk Width (m)

Segment	East Side Widths (m)	West Side Widths (m)
Segment 1: Sophia Street to Coulter Street	1.4 (Grove–Rose), 1.5 (Rose–Coulter), 1.2 (Coulter–Heather), 1.1 (Heather–Livingstone)	1.3 (Grove–Coulter), 1.2 (Coulter–Ferris Lane), 1.3 (Ferris Lane–Cundles)
Segment 2: Coulter Street to Cundles Road	1.5 (Rose–Coulter), 1.2 (Coulter–Heather), 1.1 (Heather–Livingstone)	1.3 (Coulter–Ferris Lane), 1.2 (Ferris Lane–Cundles)
Segment 3: Cundles Road to City Boundary	1.6 (Livingstone–Georgian Mall), 1.4 (Heather–Georgian Mall North), 1.4 (Georgian Mall South–Georgian Mall North), 1.5 (Georgian Mall North–Hanmer), 1.6 (Georgian Mall North–Hanmer)	1.4 (Heather–Georgian Mall North), 1.5 (Georgian Mall North–Hanmer), 1.6 (Georgian Mall North–Hanmer)

Bayfield Street's narrow sidewalks, many only 1.1 to 1.6 meters wide (vs. the City's 2.0 m standard), pose a direct challenge to Barrie's Official Plan (OP) complete streets policies, the Transportation Master Plan (TMP) goals for walkability, and Accessibility for Ontarians with Disabilities Act (AODA) requirements. Below is explained each policy context and how the existing sidewalk conditions conflict

with them, underscoring the need for sidewalk widening and pedestrian realm improvements in any future Bayfield Street redevelopment.

1. Official Plan Complete Streets Policy

Barrie's new Official Plan 2051 explicitly embraces a Complete Streets approach. In the Official Plan's Mobility Network mapping, Bayfield Street is classified as a Major Arterial and a designated Intensification Corridor, with a clear expectation that it will evolve into a multi-modal corridor supporting higher densities. The Official Plan policies state that arterials "must be designed to accommodate all transportation modes" and follow Complete Streets principles, with careful management of access for safety. In practical terms, this means generous, safe sidewalks and cycling facilities are not optional; they're required elements of Bayfield's planned function.

Today's sidewalk conditions directly undermine this Official Plan policy. Many sections of Bayfield have sidewalks as narrow as 1.1–1.3 m with little or no buffer from traffic. The Official Plan's complete streets policy implies features like adequate sidewalk width, boulevard separation (e.g. greenspace or furnishing zone), and accessible design. Because those features are largely missing on Bayfield today, the corridor is falling short of Official Plan policy objectives.

2. Transportation Master Plan Goals and Policies

Barrie's Transportation Master Plan (TMP) 2019 reinforces the Official Plan's direction by setting detailed modal targets and network improvements to 2041. A core theme of the TMP is promoting active transportation and transit to achieve a balanced network. The TMP's Active Transportation Strategy articulates a vision where "the City of Barrie offers a continuous, well-connected and safe active transportation network for residents and visitors that supports users of all ages and abilities". This vision is backed by ten guiding principles, which include enhancing connectivity, ensuring safety, and increasing the attractiveness of walking and cycling. In line with that, the TMP identifies Bayfield Street as a key corridor for improvement; it specifically calls for physically separated cycle tracks and better sidewalks along Bayfield in the medium-to-long term (2031–2041) to integrate it into the city's planned cycling network. The TMP also notes that high-traffic arterials need pedestrian improvements for safety, and it includes Bayfield in its list of corridors where Multi-modal improvements (like HOV lanes for transit and active mode facilities) are desirable.

The TMP identifies the corridor for upgrades because it recognizes that without significantly better walking conditions, the City cannot achieve its Vision Zero safety goals or its mode share targets. Thus, from a policy perspective, widening Bayfield's sidewalks (and adding buffers like landscaping or bike lanes between the sidewalk and traffic) is crucial to realizing TMP objectives.

3. AODA Accessibility Requirements

Under Ontario's Accessibility for Ontarians with Disabilities Act (AODA), municipalities must ensure that new or redeveloped public spaces meet certain accessibility standards. For sidewalks and other "accessible exterior paths of travel," the AODA's Design of Public Spaces Standard (part of the Integrated Accessibility Standards Regulation) sets minimum technical requirements. One of the key requirements is the minimum clear width of the pedestrian route. According to the

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standard, sidewalks should provide at least 1.5 metres of clear width (1500 mm) so that two people using mobility devices (such as wheelchairs or walkers) can pass one another comfortably. (In constrained conditions, this can be reduced to 1.2 m only at specific pinch points like curb ramps, but generally 1.5 m is the rule.) This standard also facilitates someone with low vision and a guide dog passing others on the sidewalk.

By this measure, the majority of Bayfield's sidewalks are technically below AODA's minimum width for new construction. Many segments range from ~1.1 m to 1.3 m on one side and 1.3 m to 1.5 m on the other. A person using a wheelchair or a motorized scooter would have difficulty navigating around someone coming from the opposite direction; one party might have to stop or find a driveway curb cut to bypass, which is not only inconvenient but also potentially dangerous if it forces someone closer to the roadway.

Walkability and Local Access Challenges

Segment 1 (Grove Street to Coulter Street)

This southern segment benefits from a historic grid street network with relatively small blocks, providing multiple crossings (Sophia, Wellington, Grove, etc.) and better inherent connectivity. Pedestrians have several route options, and intersections are fairly frequent, which is good for walkability.

Much of Segment 1 is older residential fabric with narrow sidewalks (often only ~1.2–1.5 m wide) directly beside traffic, and numerous closely spaced driveways serving individual homes. In the short 300 m stretch between Grove Street and the Highway 400 ramps, there are roughly two dozen driveway entrances as shown in **Figure 2-24**. This means the sidewalk is repeatedly interrupted by curb drops, creating frequent conflict points where cars turn in or out. The narrow sidewalk, combined with these constant driveway crossings, can make walking less comfortable and less safe. Pedestrians need to watch for vehicles at every property. The lack of a boulevard or buffer (many sidewalks here abut the curb) further exposes walkers to fast-moving traffic.



Figure 2-24: High Frequency of Driveway Access Points Between Grove Street and Highway 400

Because Segment 1 already has a fine grid, the main opportunities are upgrading the pedestrian environment and managing access. A significant opportunity lies in coordinating with the planned

Highway 400 interchange replacement at Bayfield Street. As part of that project, Bayfield Street from Grove to Coulter is expected to be reconstructed and widened by the Ministry of Transportation (MTO). While this is primarily a highway project, it presents a chance to secure better pedestrian and cycling infrastructure through the interchange area. For example, ensuring that new sidewalks are built to standard width and adding a buffer or barrier between sidewalks and traffic would dramatically improve safety and accessibility. The City's Bayfield Street EA is already working with MTO to incorporate such active transportation improvements within MTO's project limits.

Another opportunity is to consolidate or relocate driveways over time. As properties redevelop or if access can be provided from side streets, some front driveways could be removed or shared, reducing the number of curb cuts. For instance, if two adjacent homes are redeveloped into townhouses or an apartment, a single shared entrance or a rear laneway could replace multiple individual driveways. Fewer driveways would create longer uninterrupted sidewalk sections, improve pedestrian continuity and safety and also reducing vehicle turning collisions, which are an issue on the corridor.

Segment 2 (Coulter Street to Livingstone Street):

North of Coulter, Bayfield Street takes on a more suburban, auto-centric character. Block lengths increase compared to Segment 1, for example, between Coulter and Cundles there are roughly 400 m between signalized intersections, and the land use is entirely commercial. A defining feature of this stretch is that most businesses are set back considerably from the roadway, separated by expansive surface parking lots. This layout prioritizes vehicle access and parking over direct pedestrian connections, making the environment less inviting and practical for those on foot.

The street design and lot layout of this segment create a challenging environment for walkability. Bayfield has a five-lane cross-section with a continuous two-way left-turn lane (TWLTL) in the middle. This design enables drivers to turn left into any driveway along the segment, but for pedestrians, it means there is no refuge median, and vehicles may turn at unpredictable points. The sidewalks remain narrow and directly adjacent to the roadway (only a curb separates pedestrians from heavy traffic). Perhaps the biggest issue is the frequency of driveways: most properties have two entrances, and some driveways are very wide (6 to 15 m) to accommodate commercial traffic. In fact, access spacing along much of Segment 2 averages only about 17 m between driveways; in many spots, driveways are practically back-to-back. This means pedestrians encounter a driveway crossing every few seconds when walking; each one is a potential conflict with turning vehicles, and vehicles can enter/exit at many points. Additionally, mid-block pedestrian crossings are lacking. With signalized crosswalks only at Coulter, Ferris Lane, and Cundles, a person on foot might have to travel 250–300 m out of their way to cross the street safely. Such distances (well over the 100–150 m typical for downtown blocks) discourage walking and encourage jaywalking.

Segment 2 is currently the focus of a City-led Environmental Assessment, which is recommending changes to make this stretch more efficient and safer for all modes. One key proposal is to replace the center TWLTL with a raised median. Installing a median would channel left turns to specific openings (likely at intersections or major entrances), thereby eliminating most mid-block left turns. For pedestrians, a median offers refuge if they do cross the street mid-block or at unsignalized locations, and it also provides an opportunity to add landscaping that improves the corridor's appearance. Importantly, a raised median combined with redevelopment presents a chance to consolidate driveways.

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Many of those closely spaced driveways could be closed or combined if properties agree to share access or use new connections. In fact, current City policy for redevelopment already requires new projects on Bayfield to have right-in/right-out only access and encourages using side streets for additional access.

Another opportunity is to introduce mid-block pedestrian crossings or signals where long distances exist between intersections. For example, the Ferris Lane intersection roughly splits the 800 m between Coulter and Cundles, ensuring that crossing is safe and accessible is crucial (it is already signalized for vehicles, so pedestrian signal phases can be optimized). If pedestrian demand is observed in other mid-block areas (for example, near Heather Street/Glenwood Drive, where there's a transit stop), the City could consider a pedestrian crossover or signal in the future, coordinated with the median design. Additionally, adding new local street connections through large redevelopment sites would greatly improve walkability. In Segment 2, the east side is one large "superblock" occupied by Bayfield Mall and adjacent plazas. If that area redevelops, a new public street or private road could connect Ferris Lane to Cundles through the site, creating a shorter block and an extra intersection on Bayfield, which could include crosswalks and traffic control. Even a pedestrian pathway through the site, from Bayfield to Valrose or Stanley Street behind, would shorten walking distances for nearby residents.

Redevelopment in this segment presents a significant opportunity to transform the corridor into a more walkable, mixed-use environment. By reconfiguring site layouts to bring buildings closer to Bayfield Street and reducing the amount of surface parking fronting the street, future developments can create more direct, attractive pedestrian connections and foster active street life. Integrating residential, retail, and office uses within walking distance will encourage more people to travel by foot or bicycle, enhancing the area's vibrancy and accessibility for all users.

Segment 3 (Livingstone Street to Cundles Road):

The northern segment contains the Georgian Mall and several big-box retail centers, which are arranged in a classic large-parcel, suburban style. Livingstone to Cundles is about 600 m, with only one major intersection (at the Georgian Mall entrance, which is signalized) roughly 300 m north of Livingstone. That still leaves 300 m gaps, and indeed, the longest stretch between any two crossings in the entire corridor is here (about 350 m). Sidewalks run along Bayfield Street but like Segment 2, they are close to traffic and cross several wide driveways, especially near Cundles, where multiple commercial entrances cluster by the Kozlov Centre and Walmart. The environment is thoroughly car-centric: large parking lots, drive-thrus, and multi-lane intersections can intimidate walkers. Transit does serve the mall, but once riders get off the bus, the pedestrian routes to and from the stops are not intuitive or direct (often requiring navigation across parking lots).

For Segment 3, an opportunity is the continuation of the median and access management strategy from Segment 2 into this segment. Replacing the center turn lane with a median up to Cundles Road (as recommended by the EA) would limit where vehicles can turn, thus improving safety and potentially allowing for a mid-block crosswalk or two in the future. For example, if a new intersection is created at a mid-block street into the Georgian Mall site, a median opening and crosswalk there could serve pedestrians who would otherwise have to go to Livingstone or Cundles.

Existing Crosswalks

During the weekday PM peak hour, pedestrian activity along Bayfield Street varies significantly by intersection, with the highest volumes observed at Livingstone Street and intersections near Georgian Mall. According to **Table 2-4** of the 2024.02.02 AT and Transit Existing Conditions report, Livingstone Street recorded 171 pedestrian crossings during the PM peak, making it the most active location. Georgian Mall's south and north access points followed with 29 and 23 pedestrians, respectively. Other intersections such as Ferris Lane and Hanmer Street experienced more moderate to low volumes, with 45 and 12 pedestrians, respectively.

Table 2-4: Pedestrian Volumes (all crossings) for AM and PM Peak Hours (Source: MCEA Active Transportation and Transit Transportation Facility Assessment)

INTERSECTION WITH BAYFIELD ST	AM PEDESTRIAN VOLUMES	PM PEDESTRIAN VOLUMES
Grove Street	46	25
Rose Street	19	27
HWY 400 SB On-Ramp	9	19
HWY 400 SB Off-Ramp	25	33
Ferris Lane	30	45
Glenwood Drive	6	4
Cundles Road	37	81
Heather Street	22	85
Livingstone Street	33	171
Georgian Mall S	10	29
Georgian Mall N	5	23
Hanmer Street	2	1

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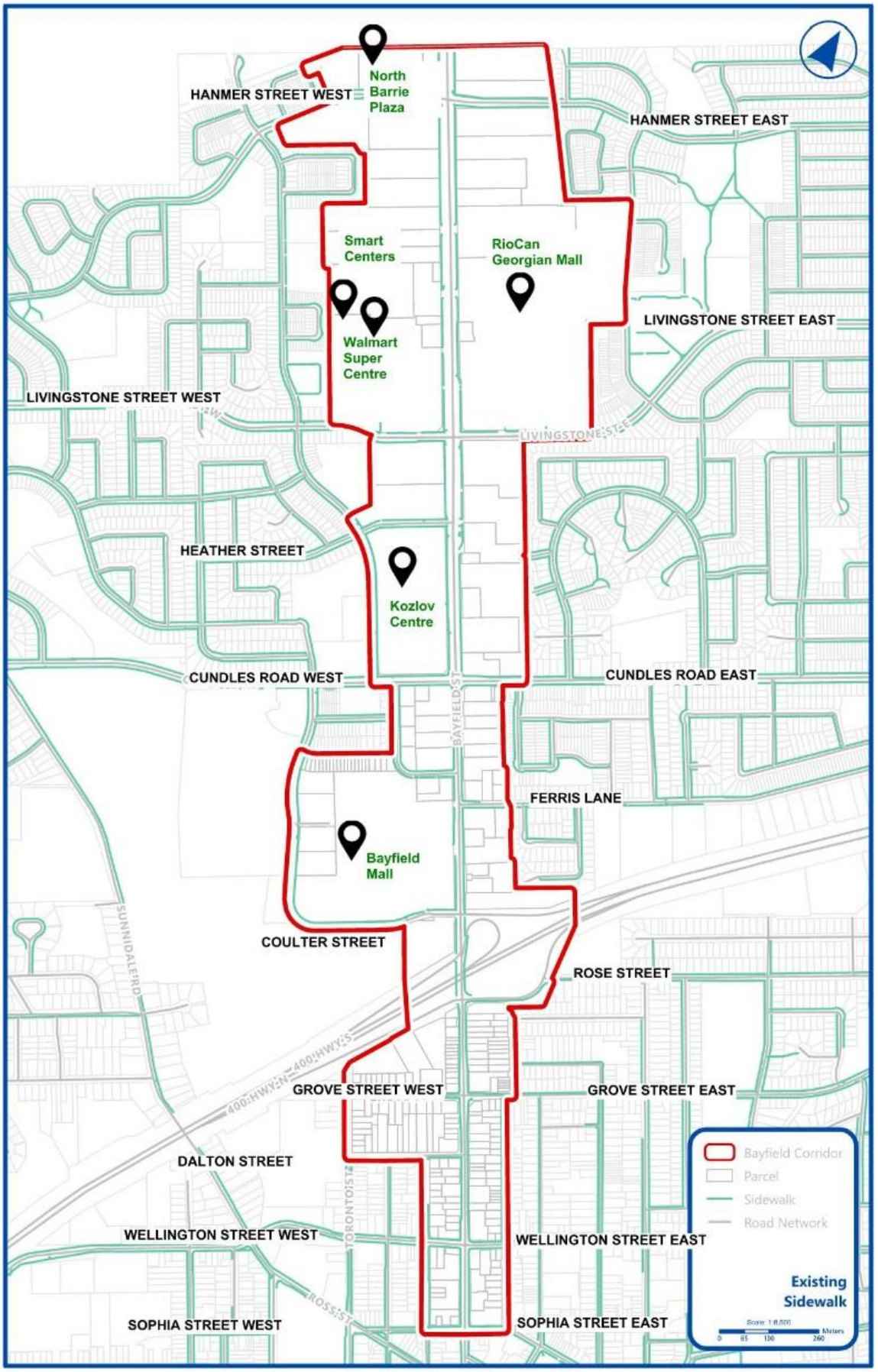

Figure 2-25: Existing Sidewalks

Cycling Infrastructure

There are no existing cycling facilities along Bayfield Street, as shown in **Figure 2-26**. Cyclists currently share the roadway with motor vehicles, which primarily consists of 5 to 7 lanes with a central two-way left turn lane, depending on segment location.

Cycling volumes recorded in 2023 indicate very low cyclist activity within the study area. As reported in the Bayfield Street MCEA Preliminary Traffic Analysis Report (2023), Automated Traffic Recorder (ATR) data collected at Bayfield Street near the Highway 400 interchange recorded 23,273 vehicles over a 24-hour period, with bicycles comprising 1% of total traffic, equating to approximately 230 bicycles. At the second ATR location, near Hanmer Street, bicycles accounted for 0% of traffic. Additionally, intersection turning movement counts from March 2023 show peak hour cycling volumes ranging from 0 to 2 cyclists per hour, further underscoring the limited existing cycling demand.

However, existing cycling infrastructure is present on Grove Street and Hanmer Street, with a bike lane on Hanmer that transitions to a buffered bike lane east of Bayfield Street. The City's Transportation Master Plan (2019) outlines a comprehensive Active Transportation Strategy that includes planned physically-separated cycling facilities (cycle tracks) for Bayfield Street. The Transportation Master Plan (TMP) indicates that cycling infrastructure along Bayfield Street, specifically a cycle track, is planned for the longer-term horizon spanning 2032 to 2041. Additionally, Grove Street has a signed bike route west of Bayfield Street and an existing bike lane east of Bayfield Street. Coulter Street and Cundles Road are proposed to receive in-boulevard pathways, while Livingstone Street is planned to have a buffered bike lane.

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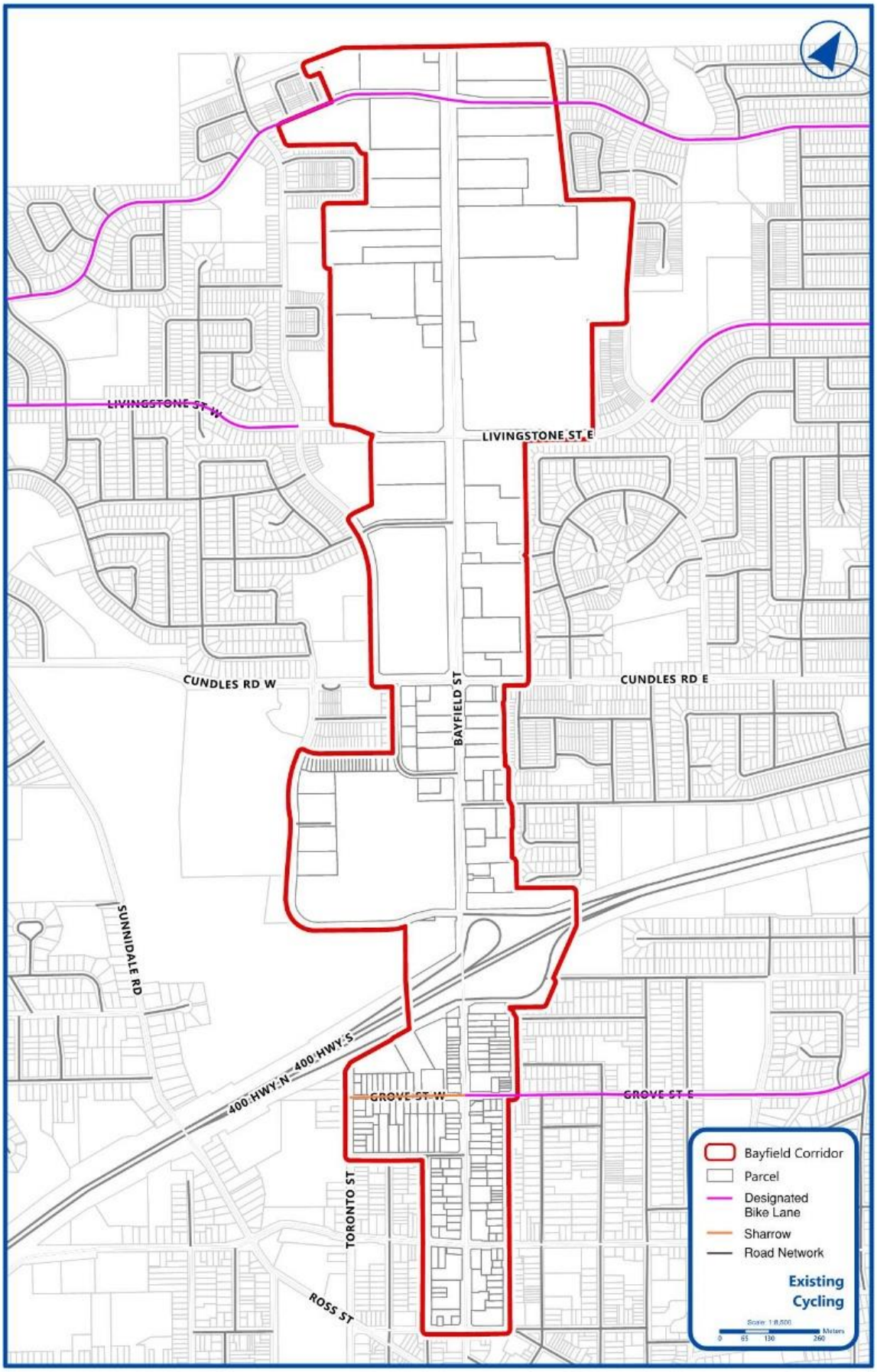

Figure 2-26: Existing Bicycle Infrastructure

Transit Infrastructure

The Barrie Transit Vision is a strategic blueprint to modernize and expand the city's transit system, developed through 2021 public consultations and approved by City Council in 2023. By early 2026, this Vision has largely been realized through a two-phase overhaul of Barrie's transit network: Phase 1 launched in June 2024 and Phase 2 was completed by September 2025.

The implementation delivered a new Barrie Transit network featuring an express route on Highway 400 (Route 400) and a citywide expansion of Transit ON Demand zones from one to five, while streamlining and extending local routes to improve service coverage. Notably, Barrie's primary north–south spine along Bayfield Street received enhanced service, a new Route 12 now connects Georgian Mall through downtown to the Barrie South GO station, and the new Barrie Allandale Transit Terminal opened in September 2025 to anchor the restructured network.

During Phase 2, the originally proposed introduction of additional "frequent" bus routes was revised in favour of targeted adjustments aimed at reliability and rider convenience; for example, Route 2 was extended into growing neighbourhoods (replacing an on-demand zone) and Route 8 was realigned to the Allandale Terminal, rather than implementing a wholly new route scheme in 2025. Alongside these service changes, transit infrastructure was upgraded: new and relocated bus stops now feature larger concrete pads, accessible shelters, tactile indicators, and bike racks to improve accessibility and integration with cycling options.

Bus Routes

As of 2025, Barrie Transit primarily operates Routes 100, 101, and 12 along the Bayfield Street corridor, with Route 7 serving a segment of Bayfield Street between Wellington Street and Grove Street. The remainder of Route 7 extends toward Grove, outside the Bayfield study corridor.

- **Routes 100 and 101** provide bidirectional express service along Bayfield Street with frequent stops on Bayfield from early morning (around 7:00 AM) to late evening (around 10:30 PM) on weekdays. These routes offer high frequency during peak periods, approximately 4 buses per hour, averaging 25 minutes between buses.
- **Route 12** serves key destinations including Georgian Mall and Barrie South GO, with stops that are accessible from Bayfield Street.
- **Route 7** covers the segment of Bayfield Street from Wellington to Grove, primarily servicing local areas south of the main Bayfield corridor. It continues beyond Grove rather than traversing the full Bayfield Street corridor.

In addition to Routes 100, 101, 12, and 7 serving the Bayfield Street corridor in 2025, Barrie Transit also operates Routes 8, 10, and 11, which provide key connections both in Downtown Barrie and at Georgian Mall:

- **Route 8** operates as two branches: 8A (RVH / Yonge) and 8B (Crosstown / Essa). This route connects important areas including the Royal Victoria Hospital and major cross streets, linking riders to Downtown Barrie. Route 8 serves as a crosstown route connecting various neighborhoods while intersecting with Bayfield Street nearby.

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- **Routes 10 and 11** are complementary circular routes constituting the "North Loop," with Route 10 running clockwise and Route 11 running counterclockwise. Both routes provide multiple connections to Downtown Barrie and Georgian Mall, offering frequent service throughout the day. The routes discussed are shown in **Figure 2-27**, which is a zoom-in on the Barrie Transit Network Map dated October 20, 2025.

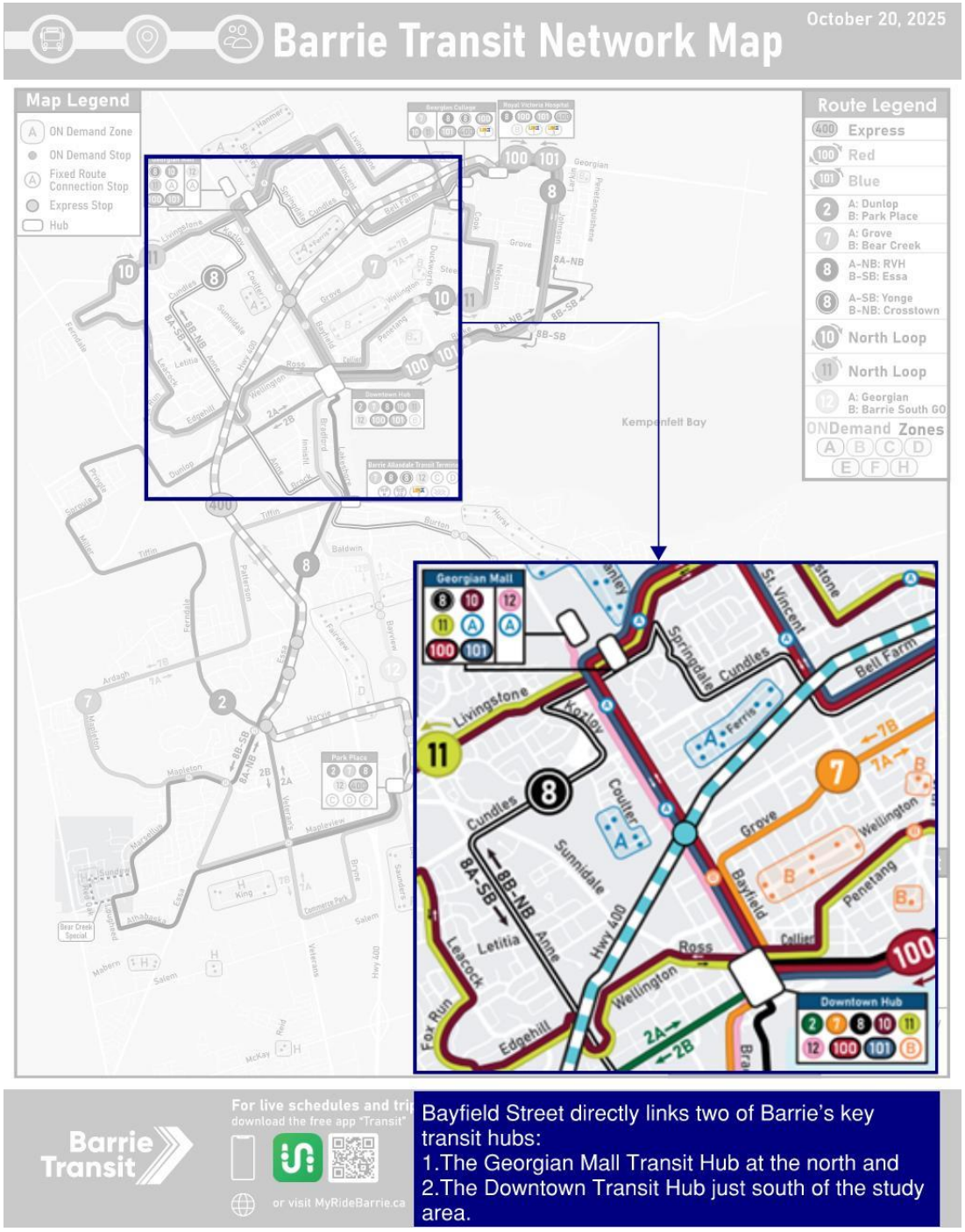

Figure 2-27: Barrie Transit Network Map October 20, 2025

Existing Bus Stops

The location of the bus stops along Bayfield Street from Sophia Street to the city border is clearly shown on **Figure 2-28**. The stops are strategically located at key intersections and hubs including Wellington Street, Dunlop Street, Mapleview Drive, Big Bay Point Road, and Edgehill Road, extending toward the city limits near Highway 400.

Proposed Bus Stops

Barrie Transit currently serves the route with three stops in Segment 2 in the northbound direction located at Coulter Street, Ferris Lane, and Cundles Road, and two stops in the southbound direction at Kozlov Centre and Bayfield Mall. The existing bus stops offer limited amenities, including shelters at three of the five locations and overhead streetlighting for night-time visibility and safety. In consultation with the City of Barrie, the EA study's preferred design alternative integrates improved transit stops featuring an extended right-of-way of 2.5 meters behind the pedestrian sidewalk to provide ample waiting space for transit users. Each stop includes a concrete pad with a bus shelter for protection from the elements, measuring approximately 6.0 meters wide by 2.0 meters long. Accessibility features such as tactile warning signal indicators (TWSIs) and pedestrian priority markings are incorporated to facilitate safe crossing of the adjacent cycle track and ease of access to the bus at the curbside. Within the project limits, all five existing transit stops are proposed for strategic relocations to accommodate changes to curb alignments at commercial access points, with further adjustments anticipated following additional consultation with the City of Barrie.

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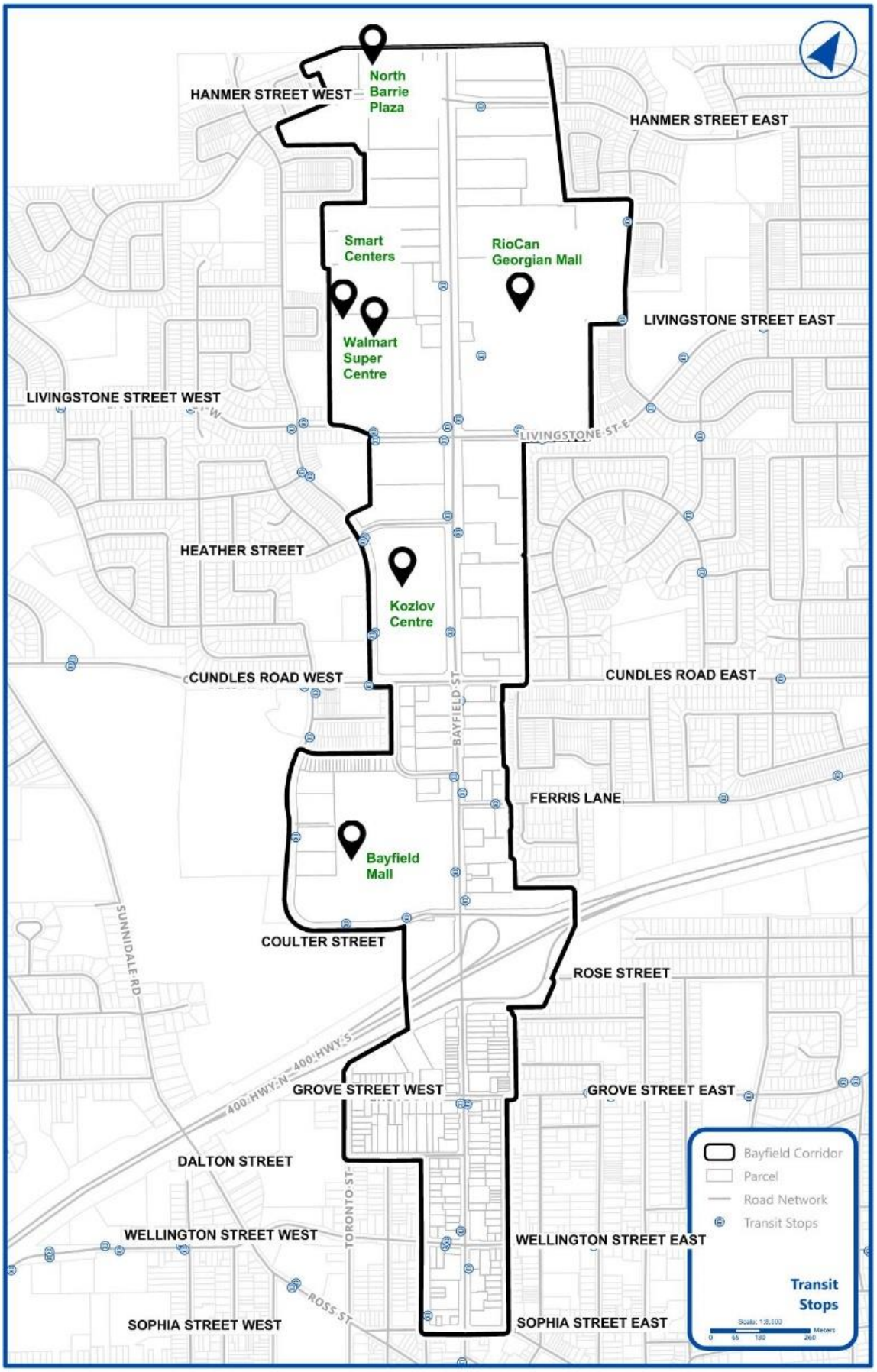

Figure 2-28: Existing Bus Stops in Study Area

2.2.4 Implications for Redevelopment, Mobility, and Accessibility

The Bayfield Street MCEA identifies Bayfield Street (Grove Street to City Boundary) as a key gateway and intensification corridor that currently faces serious transportation and safety deficiencies. The Problem and Opportunity Statement in the MCEA highlights Bayfield's role as a "prominent transportation corridor" connecting to Highway 400 and major destinations, but notes that "the current street does not meet traffic demands, has narrow sidewalks, no cycling facilities, and numerous uncontrolled private accesses that are contributing to unsafe corridor operations". In short, Bayfield Street in its existing state cannot adequately or safely serve all users. The MCEA therefore frames an opportunity to redesign Bayfield Street into a safer, complete street that accommodates pedestrians, cyclists, transit, and motorists, in line with the City's intensification and transportation goals. This comprehensive redesign is needed to support planned redevelopment along the corridor (higher-density mixed uses) and to encourage "staying" – meaning a more walkable, accessible environment rather than just a high-speed thoroughfare.

The MCEA documents existing issues along Bayfield Street that impede safety, mobility, and redevelopment potential:

1. **Frequent, Uncontrolled Driveways:**

   As the MCEA puts it, "the high number of driveways with uncontrolled turning movements are resulting in numerous preventable collisions on the corridor. The most hazardous movements include left-ins and particularly left-outs." These frequent mid-block turning conflicts create an unsafe environment, especially for pedestrians and cyclists, and contribute to congestion (vehicles slowing or stopping in the through lanes to turn).

2. **Substandard Pedestrian Facilities:**

   The Problem Statement explicitly notes that Bayfield "has narrow sidewalks and no cycling facilities" today. This not only makes walking unpleasant and unsafe (cars frequently cross the sidewalk at driveways) but also undermines transit accessibility, as bus riders lack safe, comfortable waiting areas. In addition, in Segment 2, large plazas front a 5-lane road with no safe mid-block crossings, deterring people from walking or using transit. These conditions directly limit redevelopment appeal as well, since a key aspect of intensification is a walkable streetscape.

3. **Two-Way Left-Turn Lane (TWLTL) Usage:**

   In Segments 2 and 3, the middle of the roadway is a continuous center turn lane, which vehicles use to turn left into driveways or onto side streets. While this center lane provides access flexibility, it comes at a high safety cost. The MCEA identifies the TWLTL as a major factor in mid-block collisions:

   - It creates conflicts with through traffic (cars slowing in the thru lane to merge into the turn lane)

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- Allows left turns at uncontrolled locations with poor visibility. The high collision rate includes many angle and sideswipe crashes related to these turns.
- The center lane occupies roadway width that could be repurposed for medians or other uses. From a mobility standpoint, the lack of any median refuge or control means pedestrians trying to cross Bayfield mid-block (sometimes observed near bus stops) have no safe staging point. The current TWLTL design is simply not compatible with a future vision of a multi-modal, pedestrian-friendly corridor.

4. Lack of Cycling Infrastructure:

Bayfield Street currently has no dedicated cycling facilities. Cyclists must share lanes with heavy traffic or ride on narrow sidewalks, neither of which is safe. The City's transportation plans call for cycling tracks on Bayfield (given its importance as a north-south route), but today the corridor represents a gap in the bike network. The MCEA notes that the absence of cycling infrastructure forces cyclists onto sidewalks, "negatively impacts transportation equity," and that the uncontrolled turning environment further "would prohibit the implementation of cycling infrastructure" without changes. In other words, unless the turning conflicts are addressed, adding bike lanes would not be effective or safe.

5. Transit and Accessibility Limitations:

Bayfield is a major transit corridor (multiple Barrie Transit routes serve the malls and densifying areas), yet many stops are sub-standard with limited amenities. Sidewalk deficiencies make it hard for people with strollers or wheelchairs to reach stops. The long distances between safe crossings (several hundred metres between traffic lights) mean transit riders might jaywalk or back-track significantly, which is a deterrent to transit use.

To overcome the above-listed challenges, the MCEA has developed a preferred design that transforms Bayfield Street into a complete street while still meeting vehicular capacity needs as shown in **Figure 2-29**.

This cross-section is intended for both Segment 2 (Coulter Street to Cundles Road) and Segment 3 (Cundles Road to the City Boundary). Segment 2 is prioritized for near-term implementation due to its proximity to the Highway 400 interchange and current capacity constraints. Segment 3, while not as constrained, already has a wider ROW and major commercial destinations, making it well-suited for the same design. Applying the cross-section to both segments ensures consistent infrastructure, supports redevelopment, enhances safety through access management, and fulfills long-term transportation and land use objectives.

To clearly illustrate the transformation envisioned for Bayfield Street, **Table 2-5** summarizes the key differences between existing conditions and the proposed improvements outlined in the Municipal Class Environmental Assessment (MCEA). These changes are designed to address current safety, mobility, and accessibility challenges while supporting the corridor's evolution into a complete street that accommodates all modes of transportation. The table highlights how each design element will shift from its current state to the future configuration, emphasizing the functional and safety benefits of the proposed cross-section.

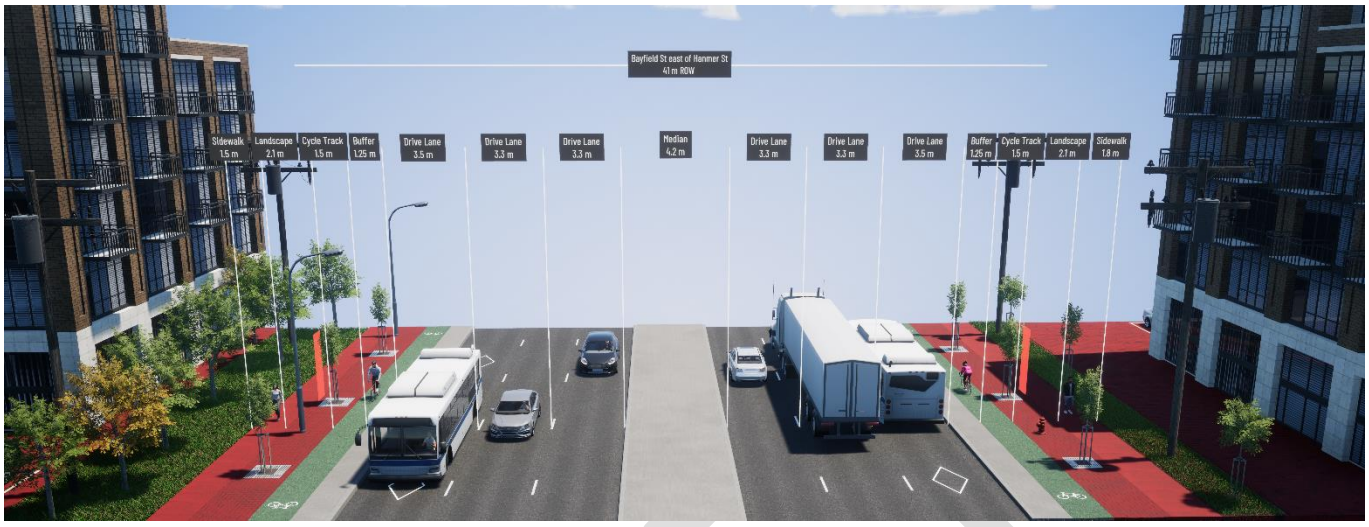

Figure 2-29 Preferred Cross-Section Design for Bayfield Street (Segments 2 and 3) – 41.0 m Right-of-Way Configuration

Table 2-5 Comparison of Existing and Proposed Conditions – Bayfield Street Corridor Cross-Section Elements

Element	Existing Condition -Segment 2 and 3	Proposed Condition (MCEA Preferred Design)
Travel Lanes	6 general-purpose lanes (3 per direction), no dedicated transit or HOV facilities.	6 general-purpose lanes (3 per direction), 3.3-3.5 m wide. Outer lanes designed for future HOV/transit use.
Center Lane / Median	Continuous two-way left-turn lane (TWLTL), enabling uncontrolled mid-block turns.	4.0–4.2 m raised center median to eliminate mid-block left turns, reduce collisions, and improve safety.
Cycling Facilities	No dedicated cycling infrastructure; cyclists share lanes or ride on sidewalks.	2.0 m uni-directional, physically separated cycle tracks on both sides, with 1.25 m buffer from traffic.
Sidewalks and Boulevards	Narrow sidewalks (as little as 1.1 m), often directly adjacent to traffic lanes.	2.0 m sidewalks on both sides, separated from traffic by 1.25 m boulevards; improved pedestrian comfort and safety.
Pedestrian Safety	No median refuge; long crossing distances; limited marked crossings.	Raised median provides pedestrian refuge; improved crossings at intersections; enhanced accessibility.

The introduction of the raised center median and associated access changes is the most significant implication for how properties along Bayfield will function. Under the preferred plan, most driveways along Bayfield will become right-in/right-out (RIRO) only by virtue of the median. This means vehicles can no longer turn left into or out of a driveway across traffic; instead, they must use intersections or

other connections to achieve those movements. To mitigate the impact on local access, the MCEA strongly encourages internal circulation and shared access solutions.

Many of the closely spaced driveways will likely be consolidated or even removed over time. The MCEA's recommended plan includes closing one problematic access, the southbound right-turn into 336 Bayfield (Baton Rouge), because that business has alternative access via Glenwood Drive. Similarly, as properties redevelop, the City will require that they integrate or share driveways. Fewer, well-defined access points (preferably aligned with median openings or side streets) will make the corridor safer and allow the median to function effectively. The median effectively forces this issue by making some existing left-turn exits unusable. Businesses may initially worry about customer convenience, but evidence shows that safety and traffic flow improvements ultimately benefit business vitality. Still, careful access planning and signage will be needed to direct motorists.

The median's presence creates a strong incentive to develop rear-lot laneways or drive connections parallel to Bayfield.

- In Segment 2, the idea of a north–south service road behind the east-side plazas (between Ferris and Livingstone) is explicitly supported, as noted above. If implemented, that laneway would let drivers circulate between multiple sites and exit at Ferris or Livingstone, where left turns are allowed (signals).
- In Segment 3, which has big box properties, the City may seek similar internal roads. For instance, the Georgian Mall and adjacent power centre could establish a connector road between their parking lots and Livingstone St., providing an alternate route for local trips.
- The MCEA itself stops short of drawing new public streets in Segment 2, but it does emphasize *"shared access"* and notes that the existing Glenwood Drive side street is already used to offset one closed driveway. Overall, the median effectively shifts left-turn access from dozens of uncontrolled spots to about 4–5 controlled nodes, so the street network feeding those nodes must handle the traffic. The plan accounts for this by including U-turn provisions at intersections.

The positive implication of the median is a significant expected drop in collisions, especially the serious angle crashes caused by left turns out of driveways. This makes the corridor safer for everyone, including pedestrians and cyclists, because there will be fewer erratic vehicle movements.

A raised median means "85% fewer conflict points" for mid-block traffic and significantly more predictable flow. Intersection function will also improve, since left turns are drawn to those points where they can be better managed with signals and turn lanes. There is a trade-off that drivers might travel a bit longer.

In summary, the access management measures (raised median + RIRO conversion + cross-access strategies) will require changes in how properties along Bayfield are accessed, but these are mitigated through planning and expected to yield a net benefit.

2.2.5 Segment-Specific Implications

While the preferred cross-section and median treatment can apply to the whole corridor, each segment of Bayfield has unique conditions and needs. Below is a breakdown of implications by segment, incorporating the MCEA findings and recommendations for each.

Segment 1 (Grove St. to Coulter St.) – Urban Node and Interchange Area:

The southern segment of Bayfield Street from Grove Street to the Highway 400 interchange presents unique challenges and opportunities for improvement. To make the implications and recommendations clearer, the following points summarize the key issues and strategies:

Existing Condition

- This area is primarily residential and includes the Highway 400 interchange.
- The road right-of-way (ROW) is narrower than other segments, with many small frontage properties and 26 residential driveways directly abutting Bayfield Street. This creates a discontinuous sidewalk and numerous conflict points for vehicles and pedestrians.

Planning Improvement and Challenges

- The planned cross-section requires a 41 m ROW to fit all street facilities (sidewalks, cycle tracks, lanes). Achieving this width will likely require acquiring additional property, either through purchase or development setbacks.
- As properties redevelop, developers will need to dedicate land or set buildings back to achieve the desired ROW.
- Multiple individual driveways create safety and traffic issues. Redevelopment should replace several driveways with a single shared access, or ideally, move access to a side street (such as Ross or Donald). The MCEA recommends rationalizing and reducing the number of driveways in this segment. A municipal laneway behind residential lots could provide alternative vehicle access. This would allow the City to close existing front driveways, improving safety and sidewalk continuity.
- The Ministry of Transportation Ontario (MTO) plans to widen Bayfield Street over Highway 400 to six lanes. The new design will implement sidewalks and, if approved, cycle tracks through the interchange, directly connecting Segment 1 improvements to Segment 2 upgrades.

In summary, Segment 1 can be transformed by widening the ROW, consolidating driveways, and coordinating with MTO to implement complete street features. These changes will reduce conflict points, improve safety, and create better connections for pedestrians and cyclists throughout the corridor.

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Segment 2 (Coulter St. to Cundles Rd.) – Commercial Corridor Retrofit:

Segment 2 is the heart of the planned near-term improvements. It is currently a strip of large commercial properties (malls, plazas) with wide access.

Existing Condition

- This segment features large commercial properties (malls, plazas) with many wide driveways.
- This segment features high frequency of commercial entrances, some as narrow as 1.9 m apart, resulting in numerous conflict points for vehicles and pedestrians.

Planned Improvements and Challenges

- The segment is planned to be widened to a full 41 m right-of-way (ROW) through redevelopment in the long-term, but a ROW of about 36.5m as part of the interim improvements.
- A raised median and new traffic lanes are planned to be added.
- The current ROW is around 30–35 m, so widening will affect the front parking lots of businesses.
- With the new median, all left turns will be restricted to the main intersections at Coulter, Ferris, or Cundles (all signalized). Many intermediate driveways will become right-in/right-out (RIRO) only. The MCEA recommends formalizing these changes by building dedicated RIRO channelizations and closing certain median breaks. For example, cross-access between multiple east-side businesses should be aligned so vehicles exit at Ferris Lane, which has traffic lights.
- A new public road or private laneway can be planned behind east-side properties between Ferris Ln. and Livingstone St. to connect sites and provide a north-south route. On the west side, Bayfield Mall already benefits from access at Ferris and a side street; other sites may need to use Mall internal roads or Coulter for access.
- The new transportation layout allows for redeveloping large parking lots into mixed-use centers. Redeveloped sites may introduce new internal street networks connecting to Bayfield at Ferris Ln and Livingstone St.
- Segment 2 is planned to showcase the “complete street” cross-section, including new cycle tracks, wide sidewalks, and upgraded transit stops.
- All five transit stops in this segment are planned to be relocated and improved with concrete pads (2.5 m x 6.0 m), tactile indicators, and other features.

In summary, Segment 2 is planned to be transformed from an auto-oriented strip into a multi-modal, pedestrian- and bike-friendly avenue. Immediate impacts include stricter control of left turns, minor property acquisitions, and a need for improved inter-parcel traffic flow.

Segment 3 (Cundles Rd. to City Boundary)

Segment 3 covers the Georgian Mall area and adjacent big-box retail north to Hanmer Street. With an existing wide right-of-way (up to approximately 45 m) and six lanes in some sections, the focus here is not on widening the street, but on optimizing and managing the current space.

Potential Improvements

- A raised median is planned to be extended throughout this segment, similar to Segment 2, to improve safety and manage turning movements.
- Existing left-turn access at driveways north of Livingstone is planned to be converted to right-in/right-out (RIRO) only. The long-term plan is to monitor traffic and add a median as redevelopment occurs, eventually extending this median to the city boundary.
- For large properties like Georgian Mall, main entrances on Bayfield may become entry-only or exit-only, with no left turns out. Side streets such as Glenwood, Heather, and Kozlov will be critical for channeling property access.
- There is consideration for potentially extending Glenwood Drive north into the Georgian Mall property, or creating a new north-south road to provide alternative access parallel to Bayfield.
- There is potential for establishing a transit hub at Georgian Mall, which is already a major Barrie Transit transfer point.
- Because the ROW is already wide, little additional land is needed, new buildings can align with current lot lines while accommodating the full street design. There is room for landscaping; for example, medians or boulevards can be vegetated where space allows, especially in the wider northern section.

In summary, the planned improvements for Segment 3 could transform Bayfield Street from a car-dominated corridor into a safer, accessible, and attractive urban avenue that supports future growth and diverse mobility choices for all.

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3. Policy Context

Section 3 of this report explores the relevant policy and Provincial and municipal planning framework that will guide this project. The highlighted policies within the relevant documents will be used to make connections to the Bayfield Street corridor, and points to both directives which must be followed and also directions which may be explored or implemented by this project.



3.1 Province of Ontario

3.1.1 Provincial Planning Statement, 2024

The Provincial Planning Statement, 2024 (PPS) is the Government of Ontario's consolidated statement of policies related to land-use planning. This document provides policy direction for all key land-use matters in the province and was last updated in October 2024. The 2024 update replaces the *Provincial Policy Statement, 2020*, and *A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019).* All planning documents in the Province of Ontario must be consistent with the PPS, including the secondary plan proposed through this project.

The updated PPS envisions an Ontario with more housing supply, stronger economies, and more compact and transit-oriented urban development. Relevant policies of the PPS require that municipalities provide for a wide range and mix of housing options through strategic planning and densification along key corridors and growth areas. This includes policies which encourage the redevelopment of underperforming commercial areas, and the inclusion of more mixed-use commercial properties. Other relevant policies include provisions for active transportation, public services, and designated employment lands.

As it relates to corridor planning and intensification, the PPS provides the following guidance:

- Planning authorities should aim to create complete communities by accommodating an appropriate mix and range of housing options, land uses, multi-modal transportation options, and access to parks and open spaces.
- Municipalities must identify Strategic Growth areas, and support their development by prioritizing planning and investment in infrastructure, ensuring appropriate density transitions to neighbouring areas, encouraging development of complete communities, considering student housing strategies, and targeting underutilized commercial lands for redevelopment.
- Planning authorities must also consider climate impacts and aim for reductions in greenhouse gases by encouraging approaches which support active transportation, consider off-site impacts of development, prioritize efficient infrastructure, and explore innovation in reductions in climate impacts.
- The policies within the PPS 2024 are broadly supportive of projects such as the Bayfield Street Community Design Plan. In order to satisfy all aspects of the PPS, the proposed vision for the Bayfield Street corridor should aspire to create a complete community by enabling appropriate density along with improved connectivity.

3.1.2 Lake Simcoe Protection Plan

The Lake Simcoe watershed is a major water source and contained important natural resources and systems which are vital to the region and province. The Lake Simcoe Protection Act was passed in 2008 and enabled the creation of the 2009 Lake Simcoe Protection Plan (LSPP), a Provincial plan which provides guidance to municipal land use and conservation activities. This plan has policies aimed at

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improving water quality, protecting natural heritage, addressing the impacts of invasive species and climate change, and promotion of sustainable recreation activities.

A significant portion of the study area is within the boundaries of the Lake Simcoe Watershed, and must therefore abide by the policies within the plan. As it pertains to the Bayfield corridor, the plan provides the following guidance:

- Policy 4.5-SA requires that municipalities develop stormwater master plans in accordance with the Municipal Class Environmental Assessment process. The recommendations from this plan are to be echoed in the intent and implementation of the municipality's Official Plan.
- Policy 4.8-DP requires that applications for major development projects be accompanied by a stormwater management plan which is consistent with the stormwater master plan, with the intent to reduce the overall impacts on the watershed. This is reflected in the Official Plan through policy 6.6.4(c), which prescribes the required aspects of a stormwater management plan which is to be submitted during the application process.

The Bayfield Corridor was almost entirely constructed before the LSPP came into effect, and contains few features which help to mitigate stormwater runoff. While the requirements of the LSPP are codified into the Official Plan, and will therefore be implemented through any developments enabled by the BSCDP, the goals of the LSPP should be incorporated into the vision for the corridor as a whole. Infiltration-based stormwater management controls have become recognized features in contemporary urban design, and the BSCDP project should encourage their implementation wherever possible.

3.2 City of Barrie

Section 3.1.2 of this report includes a summary of all relevant local policies and plans. While many policies and plans below may not be directly aimed at the study area, their impacts may spill over into the study area or provide examples of how policies have responded to similar situations in other areas.

3.2.1 Official Plan

The City of Barrie's Official Plan 2051 (OP) establishes the long-range planning vision for the municipality and provides the blueprint for land uses and resource management. The OP was approved by the Province in 2024, and incorporates a broad range of municipal strategic priorities, while also incorporating provincial interests. The OP provides detailed policies and directives which apply to the study area but also informs the regulations which exist within the Zoning By-law.

Community Structure

Figure 3-1 shows a portion of Map 1: Community Structure from Barrie's Official Plan, which contains designations to outline the future vision for overall form of the City. The study area contains two overlapping designations, which provide insight into the City's vision for these lands:

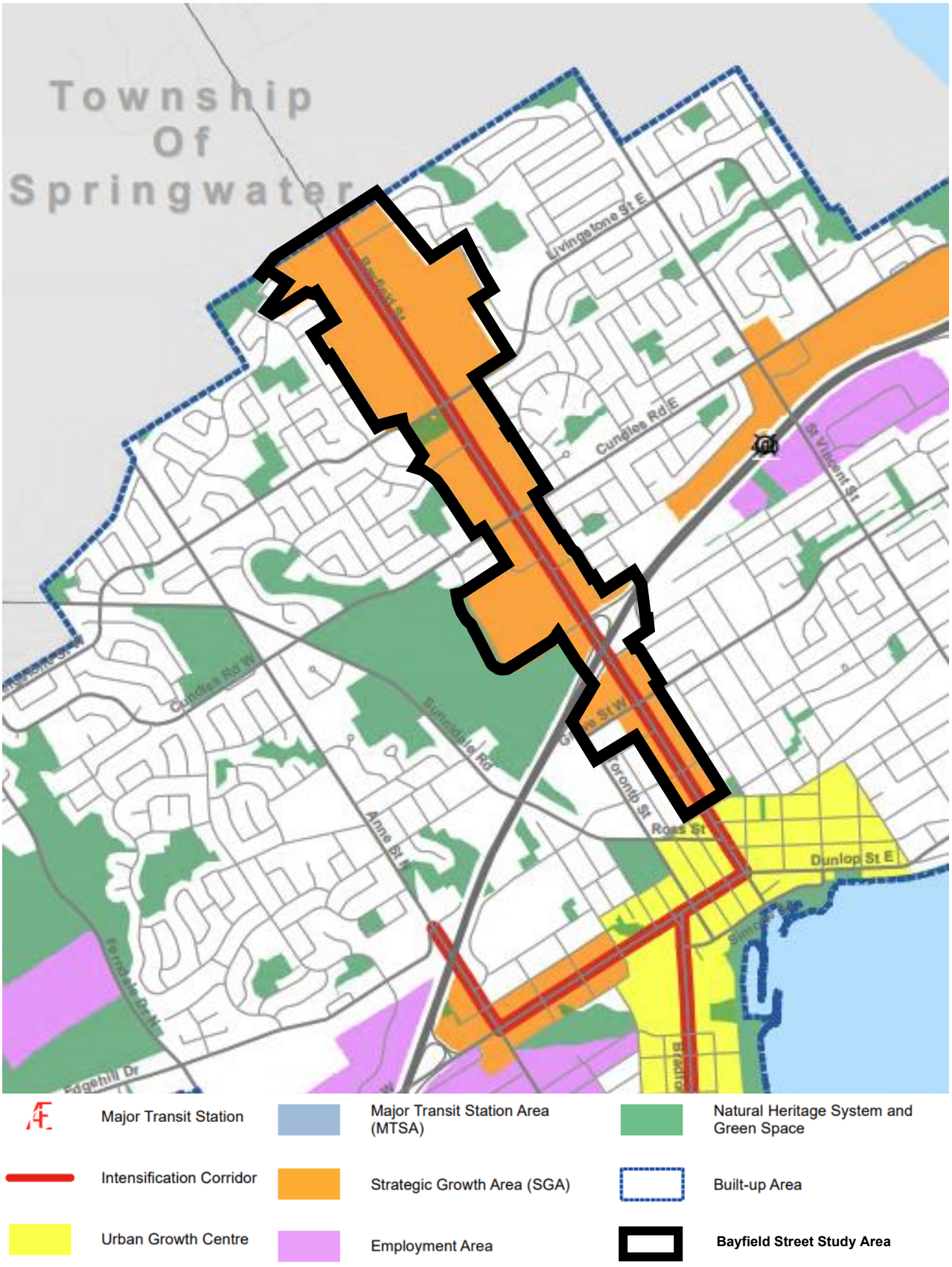

Figure 3-1: Excerpt of Map 1: Community Structure from Barrie's Official Plan

Strategic Growth Areas

Areas identified as Strategic Growth Areas (SGAs) in the Official Plan are intended to be key focal points and "long-term centers of residential growth, commerce, jobs, and social interaction." These are areas which are envisioned to become complete communities which serve both local residents and the city as a whole. These lands are identified on Map 1 of the Plan, and the relevant policies are found in section 2.3.1. These lands will be planned as mixed-use developments which consider not only residential uses, but a range of services and amenities which will be enabled by providing enough residential density to meet the critical mass needed for retailers such as grocery stores to thrive. Densities should also be concentrated along areas identified as key gateways to the city, such as the Highway 400/Bayfield Street intersection. The Official Plan also includes policies related to innovative urban design treatments which improve the pedestrian realm in SGAs, such as mountable curbs and movable furniture. Lastly, density will be transitioned to reduce the impact on neighbouring areas in different designation. The entirety of Bayfield Street within the study area is designated as an SGA.

Intensification Corridors

Intensification Corridors are identified on Map 1 of the Official Plan and highlight key arterial corridors which connect the growth centres in the City. These corridors are intended to support higher densities and mixed-use developments, and specific policies can be found in Section 2.3.6. Redevelopments along intensification corridors must be oriented towards the corridor, and should follow transit-oriented design principles. The scale and intensity of development must match the appropriate land-use designation. Lastly, drive-thrus are discouraged in intensification corridor areas.

Land Use Designations

Land use designations set out near-term development guidelines and policies which will shape land use if an application was submitted today. Land use designations within the Barrie Official Plan are outlined in Map 2, which is shown in Figure 3-2. The OP provides guidance to lands in each designation by outlining the permitted uses, land use policies, and development policies. In the study area, all lands fall within four designations: Commercial District; High Density; Medium Density; and Greenspace. This section will explore the relevant policies in each of these designations.

Commercial District

A large proportion of the lands in the study area are designated as Commercial Districts. This designation denotes major commercial facilities and areas within the city. Section 2.6.5 outlines the policies relevant to the Commercial District designation. The permitted uses in the Commercial District designation lean toward traditional retail strips and commercial blocks, allowing most retail and commercial uses, as well as institutional and health related uses. This designation also permits residential uses as part of a mixed-use development.

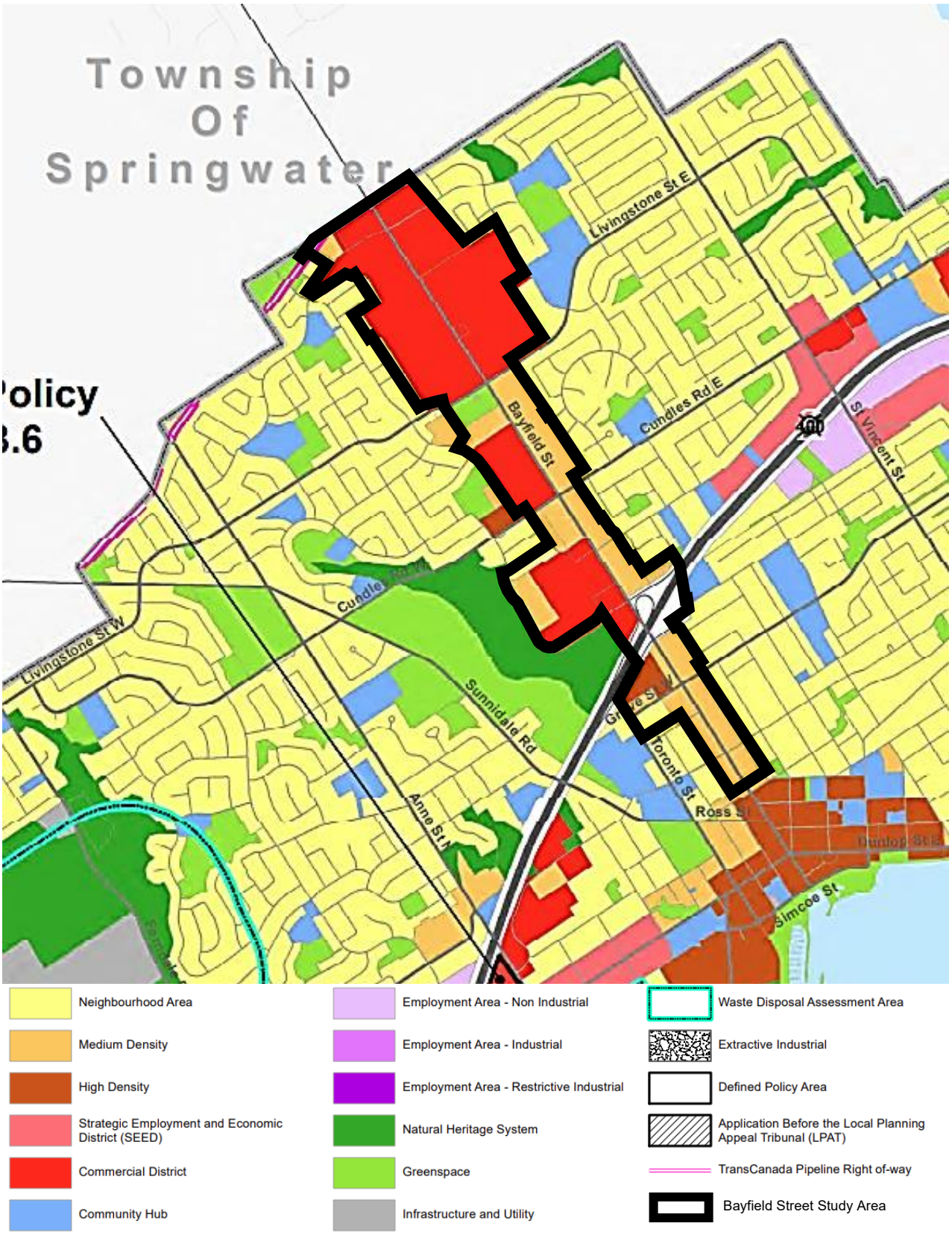

Figure 3-2: Excerpt of Map 2: Land Use Designations from Barrie's Official Plan

The development and land use policies have aspects which envision a higher density, mixed-use future for the commercial district designation:

- Multiple buildings and uses are encouraged on each parcel;
- Residential is permitted provided servicing is adequate, and is encouraged to be in the form of either stacked townhouses or apartments; and
- A minimum residential density is set at 125 units per hectare, with maximum heights greater than 12 storeys in areas also designated as Strategic Growth Areas. The exact limit is dictated by the Zoning By-law.

There are also policies which limit the effectiveness of the plan to enact this vision, such as the permissibility of shopping centres and enclosed shopping malls within the designation.

High Density

Within the study area, only two areas of land are designated High Density. Section 2.6.3 of the OP outlines the policies relevant to the High Density designation. The permitted uses in the High Density designation include residential and office (including major office) uses. Through mixed-use development, the designation also permits institutional, commercial, retail (and major retail), and public and community facilities.

As the High Density designation would contain the most intense development scale, the relevant land use and development policies are very prescriptive:

- Ground floor frontage facing an arterial street must contain retail or other non-residential uses to activate the streetscape.
- Major retail use shall only be permitted as part of a mixed-use development, and only in the form of a grocery store. Major retail is prohibited outside of the Urban Growth Centre.
- Developments must abide by a high architectural standard, and may seek guidance from the City-wide Urban Design Guidelines.
- If no commercial or retail uses exist within 450 metres of the site, then a mixture of uses becomes a requirement, with a minimum of 50% of the building frontage being used for non-residential uses.
- Development outside of the Urban Growth Centre or a Major Transit Station Area shall be limited to 20 storeys, except as provided for in an approved Secondary Plan within the Urban Growth Centre.
- A residential density minimum of 225 units per hectare is required, with no maximum specified. This is accompanied by a minimum building height of 12 storeys.

Medium Density

Significant portions of the study area are designated as Medium Density. The purpose of this designation is to increase the relative density of properties within the City significantly changing the character of the neighbourhood. Section 2.6.2 of the OP outlines the policies relevant to the Medium

Density designation. The permitted uses in the Medium Density designation include residential, community and public facilities, commercial and institutional uses, offices (including major office use), and retail as part of a mixed-use development.

The land use and development policies present a vision for a designation which aims to create new residential units while also recognizing the need to provide employment and services along major corridors within the city:

- New developments are encouraged to be mixed use. If no commercial or retail uses exist within 450 metres of the site, then a mixture of uses becomes a requirement, with a minimum of 50% of the building frontage being used for non-residential uses.
- Residential density must be between 125 and 300 units per hectare, with a minimum height of 6 storeys and a maximum of 12. There is flexibility on the minimum height if the density can be met.
- New developments must appropriately transition to the surrounding Neighbourhood Area designated lands.

Natural Heritage and Greenspace

The City of Barrie water tower is located on Brown's Bush, and is the only parcel of land in the study area that is designated Greenspace. This designation is meant to identify parkland and other greenspace for outdoor recreation or functional open space use. Section 2.6.7 of the Official Plan outlines policies relevant to the Greenspace designation. Except where a Natural Heritage overlay exists, permitted uses in the greenspace designation are limited to passive and active recreation uses, stormwater management facilities, cemeteries, and municipal infrastructure.

Cultural Features

The Official Plan contains policies related to Cultural Heritage, and provides guidance on certain elements of the cultural landscape as they pertain to urban design. Gateways are one example of a cultural feature identified within the study area.

The Official Plan describes Gateways as areas which establish a sense of arrival and contribute to the sense of place which help form a community identity. Within the study area, two Major Gateways are identified on Map 8: The Highway 400 interchange, and the intersection of Bayfield Street and the City limits. The identification of these Major Gateways invokes the vision for the urban design of these areas as set out in Policy 3.2.4.2(c) of the Official Plan. This policy states that Gateways should be designed to a higher standard of architectural and civic design excellence. This is achieved through design which is visually striking at the pedestrian scale, frames buildings and landscapes to increase their presence and visibility, and by providing an elevated level of streetscaping to help shape the character of the area.

The southern portion of the study area also overlaps with the boundary of two Historic Neighbourhoods: Downtown, and Queen's Park. Redevelopment within these Historic Neighbourhoods must demonstrate efforts to conserve and contribute to that neighbourhood's character, as guided by the City-Wide Urban

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Design Guidelines. Historic facades must also be protected or incorporated into new developments where feasible. As these neighbourhoods overlap with Intensification Areas as identifies in the Community Structure section, policy 8.4.3(b) states that the historic character be integrated into any development and must reinforce the existing character of the neighbourhood with guidance from the City-Wide Urban Design Guidelines. Section 8.4.3 also explains that applications for development in these neighbourhoods put the onus onto the applicant to identify and preserve any heritage value, including historic trees and streetscapes.

The study area also exists within the lands of Treaty 16. Policy 3.2.5(a) of the Official Plan notes that Indigenous heritage preservation must be a consideration for developments within the Treaty Areas, and consultation with Indigenous Nations must be conducted where appropriate and applicable.

Corridor Conformity with Official Plan

The policies within the Official Plan are relatively new, and represent an aspirational vision for the corridor. The City of Barrie will be required to implement the Official Plan vision through their Zoning by-law, though an analysis of where the plan currently contrasts with the existing built for can support the creation of recommendations for the Community Design Plan. Table 3-1 shows the key directions for the corridor from the Official Plan, and provides an analysis of the issues and opportunities that may arise when this vision is applied to the corridor.

Table 3-1: Corridor Conformity with Official Plan vision

Official Plan Direction	Issues and Opportunities
Strategic Growth Areas will become complete communities which will accommodate a mix of residential, commercial, and institutional uses. Population densities shall be planned to support higher levels of transit service, and to encourage the expansion of retail options to serve the new community.	The existing land use within most of the Bayfield corridor is low-density commercial, with very little current expansion into residential mixed-use development.
Intensification Corridors are envisioned as supporting higher densities along transit-supportive arterial roads, with mixed-use buildings fronting and oriented towards the road.	Many of the existing low-density residential and commercial uses that front onto Bayfield Street are prime for redevelopment according to this vision. However, the larger commercial sites are not oriented towards any frontages, instead having large structures set back hundreds of meters from any roadway. Due to the limited vehicular connection of these large sites to Bayfield Street, new buildings have begun to develop within the parking lots of these major sites, and are oriented towards interior driveways, instead of Bayfield Street.
The **Commercial District Land Use Designation** is applied to lands which are	A significant portion of Character Area 3 is designated Commercial District, including all four

Official Plan Direction	Issues and Opportunities
intended to supply a mix of commercial, office, institutional, and residential uses. Buildings are encouraged to include multiple uses, either within a single building, or within multiple buildings on the same lot. Residential uses are encouraged to be either stacked townhouses or apartment buildings. The Commercial District designation also permits major retail uses, such as indoor shopping centres. Heights are permitted greater than 12 storeys within Strategic Growth Areas.	large shopping centres in the corridor. These large sites would fulfill the permitted uses in the designation, but do not satisfy the built-form vision of a dense, mixed-use community with residential aspects. The Official Plan envisions a far greater utilization for these lands than currently exists.
The **High Density Land Use Designation** seeks to introduce the greatest amount of density to an area, with maximum heights outside the Urban Growth Centre and MTSAs being capped at 20 storeys without additional studies justifying greater height. Buildings have a minimum height of 12 storeys in this designation, and are required to include retail or active uses on at least 50% of the building's ground floor frontage.	Only one site within the study area has the High Density designation applied, and there is currently an active development project to realize the vision of the Official Plan. Beyond recommending more high-density designations, there is no action required in this project to realize the vision of the Official Plan for this designation.
The **Medium Density Land Use Designation** is an intensification designation applied to certain areas to help densify the City. These lands permit residential development, institutional uses, and commercial uses, such as retail, as part of mixed-use developments. A mix of uses is encouraged, but for areas with no other commercial lands nearby, a mix is required. Buildings in this designation are required to be between six and 12 storeys in height.	The medium density designation is applied to almost all lands in Character Areas 1 and 2, and makes up the majority of Bayfield Street's frontage. Existing uses range from single-detached residential in Character Area 1, to multiple tenant commercial strips in Character Area 2. This designation represents the greatest opportunity for change in the corridor, as there are a variety of property owners with aging structures which could be redeveloped at any time, and a new zoning framework which supports a 6 to 12 storey vision would be transformational for the corridor.

3.2.2 Zoning By-law

The Zoning By-law implements the vision presented by the Official Plan by setting out the legal standards, policies, and regulations which development must abide by. The City of Barrie adopted Comprehensive Zoning By-law 2009-141 in August 2009, and the By-law has been consolidated up to January 2025. Under section 26(9) of the *Planning Act*, once a municipality updates an Official Plan, the municipality must update the Zoning By-law in no less than three years. As the City of Barrie's new Official Plan received Provincial approval in 2024, the City has begun the process of updating the Zoning By-law to match the new policies and satisfy the requirements of the *Planning Act*. This section will review the existing Comprehensive Zoning By-law as it pertains to the study area, and will then examine the third Draft Zoning By-law, as published in October 2024.

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Zoning By-law (2009-141)

The existing zoning for the study area includes a broad range of zones with varying regulations and intentions. Broadly, the zones reflect a commercial character for the area, with certain portions having more residential zones woven into the fabric. **Table 3-2** lists all of the zones currently in use within the corridor.

Table 3-2: Base Zones in Zoning By-law 2009-141

▪ C4 – General Commercial	▪ RA-1-3 – Residential Apartment Dwelling First Density
▪ C-3 – Shopping Centre Commercial	▪ OS – Open Space
▪ RM2 – Residential Multiple Dwelling Second Density	▪ C2 – Transition Centre Commercial
▪ RA2-2 - Residential Apartment Dwelling Second Density	▪ RA1 – Residential Apartment Dwelling First Density
▪ I - Institutional	▪ C2-1 – Transition Centre Commercial

The vision for Bayfield corridor as set out in the Official Plan is loosely supported by the current zoning. While mixed-use development up to 12 storeys is permitted throughout most zones, development which does not conform with this vision is not discouraged. Commercial zoning does support mixed-use residential development, though certain factors such as aggressive amenity space and parking requirements could discourage redevelopment. True transformation of the corridor is also hindered by the outdated lot requirements and setback provisions for the various commercial zones present in the study area. The study area also contains dozens of site-specific zones which have been added to the Zoning By-law through amendment processes, with some pre-dating the current By-law by years. These site-specific exception zones have unique permissions which differ from the parent zones, and need to be reviewed.



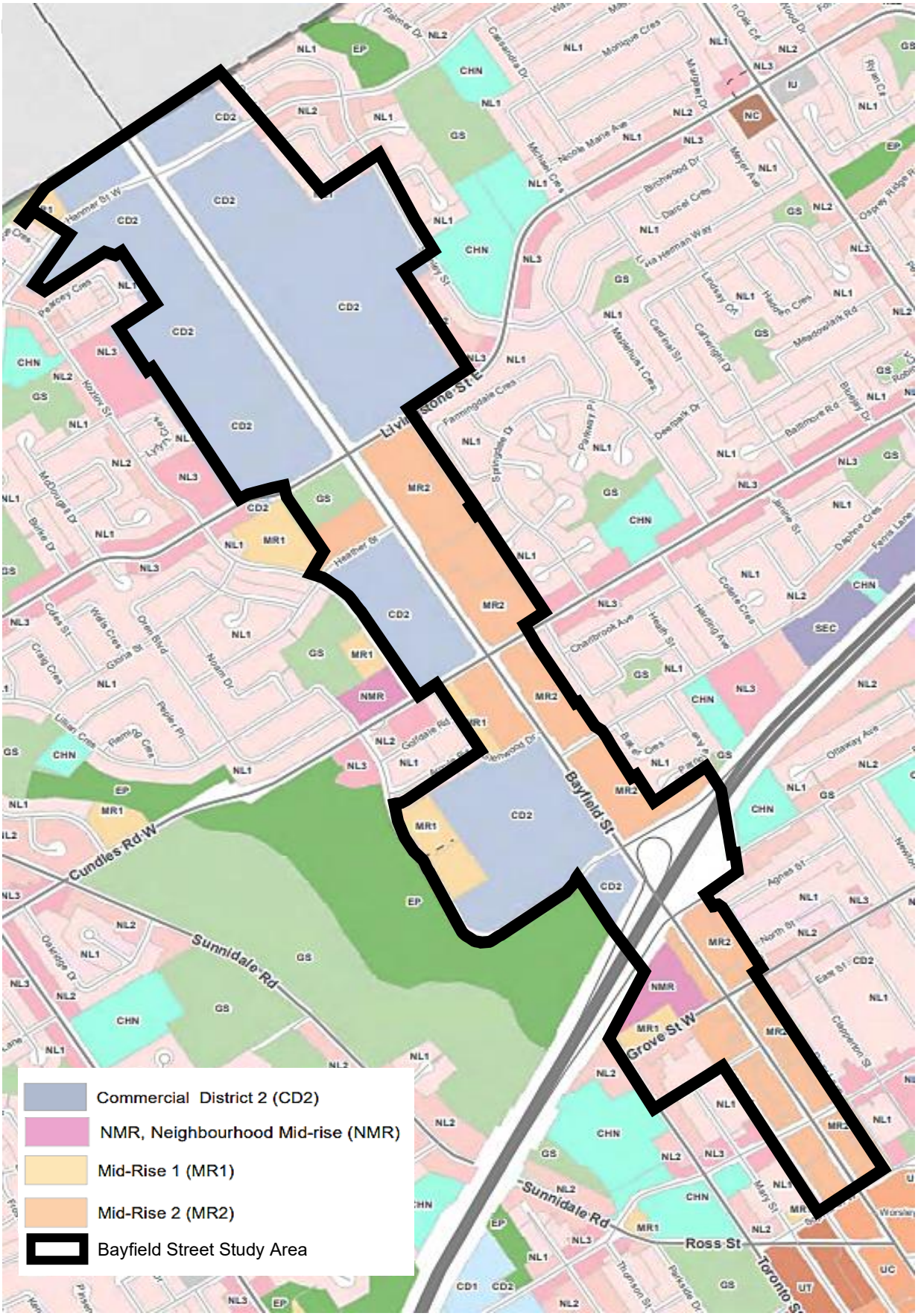

Figure 3-3: Proposed Bayfield Corridor Zoning in Draft Zoning By-law

Draft Comprehensive Zoning By-law

The third Draft Comprehensive Zoning By-law, as released in October 2024, proposes new changes which are far more explicit in their implementation of the vision for the Bayfield Corridor as presented in the Official Plan. **Figure 3-3** shows the redesignation of most properties in Character Area 3 into the CD-2 zone (Commercial District 2), which introduces smaller lot requirements, smaller front yard requirements, and a reduction in required parking spaces from 1.5 per unit to 0.7 per unit. The CD-2 zone also incorporates a maximum building height of 12 storeys, which reflects the vision of the Official Plan.

The MR2 zone (Mid-rise 2) zone is applied to almost all other properties in Character Areas 1 and 2. This zone codifies a mixed-use vision for the corridor by only permitting mid-rise mixed-use buildings. The zone also has specific requirements to enforce this vision, such as a minimum height of 5 storeys with a maximum of 12. The MR2 zone also has a requirement for all buildings to contain at least two principal uses, such as residential and retail. Lastly, the zone imposes a minimum and maximum front setback of 3 and 7 metres, respectively, which will result in a more consistent streetwall, supporting a transition to a walkable corridor.

Corridor Conformity with Draft Zoning By-law

While the Draft Zoning By-law is seeking to introduce changes to the permitted zoning in the corridor, the implementation of this new zoning presents opportunities and challenges for the properties in the corridor. This section reviews the four zones applied to the corridor in the draft Zoning By-law, and provides an analysis of what potential impacts this zoning could have on the corridor, which is shown in **Table 3-3**.

Table 3-3: Corridor Conformity with Proposed Zoning

Proposed Zone	Issues and Opportunities
Commercial District 2 (CD2): The CD2 zone is applied to major commercial properties in the City, and permits a wide range of uses such as commercial recreation, major retail, micro breweries, and residential uses. The CD2 zone permits flex, low-rise, mid-rise, and high-rise buildings, with form-based building regulations.	The CD2 zone permits a similar range of uses to the current zoning, but the built form regulations go beyond encouraging change. The siting requirements for new structures differ greatly from the existing buildings, such as the requirement to place buildings a maximum of 7 metres away from the building they are fronting onto. This would make redevelopment of the major sites in the study area very difficult without subdividing and restructuring of these large blocks.
Mid Rise 2 (MR2): The MR2 zone is the higher-density mid-rise zone in the draft Zoning By-law. In addition to residential and institutional uses,	The proposed MR2 zoning would greatly expand the existing development potential of properties in the corridor, particularly through the

Proposed Zone	Issues and Opportunities
the MR2 zone permits a limited range of commercial uses such as retail stores, restaurants, and personal services shops if they are part of a mixed use development. The MR2 zone requires a minimum building height of 5 stories, with a maximum building height of 12 storeys permitted.	introduction of mixed-use requirements for properties fronting onto arterial roads. This would create the expectation that residential uses be included in any redevelopments along the corridor, and may prevent some of the single-tenant commercial development occurring in the parking lots of larger sites, such as the SmartCentres complex. The minimum height requirement could also be seen as a deterrence to development, as property owners may be less able to react to existing conditions when designing their projects. The maximum front yard setback of 7 metres would also be transformative for the corridor, but would be less impactful on the medium and small sized lots with this proposed zoning.
Mid Rise 1 (MR1): The MR1 zone is the less dense mid-rise zone in the proposed Zoning By-law. The MR1 zone contains all of the same land use permissions as the MR2 zone, though it does not contain the same minimum requirements for mixed-use development. The MR1 zone also introduces a minimum building height of 5 storeys, but the maximum height is reduced to 8 storeys.	The MR1 zone is applied sparingly within the Bayfield corridor, only being assigned to properties fronting onto Coulter Street, Grove Street, and Hanmer Street. The properties with this zoning applied are relatively small compared to the remainder of the corridor, however they serve as key transitions between areas with higher zoning permissions and existing communities.
Neighbourhood Mid-rise (NMR): The NMR zone is an intensification zone intended to add more residential density to key locations within established residential areas. The zone permits a very limited range of commercial and institutional uses that include grocery stores and office uses alongside primarily residential-focused uses. The only built forms permitted in this zone are mid-rise buildings between 5 and 12 storeys in height.	For the single site that the NMR zone is applied in the study area, an existing development application has been approved for a series of buildings which far exceed the intended maximum height for the zone. This could present an opportunity to test the impacts of higher density developments in the corridor and has the potential to set a precedent to recommend a higher level of density throughout the corridor through a secondary planning process.

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3.2.3 Transportation Master Plan

The City of Barrie Transportation Master Plan (TMP) provides guidance on key mobility issues and outlines the city's roadmap for infrastructure improvements and expansion. This plan was last updated in 2019, and lays out a long-term vision for Bayfield Street, which includes the provision of cycle tracks to improve active transportation ridership, as well as HOV lanes to improve transit efficiency. The TMP is currently undergoing an update, which would extend the planning timeframe to 2051 for transportation improvements.

3.2.4 Servicing Master Plans

In addition to the Transportation Master Plan, the City of Barrie maintains the Water Supply Master Plan, the Wastewater Collection Master Plan, the Wastewater Treatment Master Plan, the Drainage Master Plan, and the Water Storage and Distribution Master Plan.

The City's 2019 Wastewater Master Plan noted that processing capacity of wastewater in the city would be reached by 2031 with the population projections at the time. Actions taken as a result of this plan have since increased the capacity of the wastewater system, though the City's population continues to grow at a fast pace. To address wastewater needs until 2051, the City is currently updating the Wastewater Master Plan to address growth until 2051.

The 2019 Water Storage and Distribution Master Plan speaks to the City's ability to supply water to new developments in the City. The master plan reports that as of 2019, the water system did have excess capacity, though expansion would be needed to support growth by 2041. Similar to the Wastewater Master Plan, the 2051 Water Master Plan is currently in progress.

The Study Team will need to monitor progress on the Water and Wastewater Master Plans to identify any implications on the Bayfield Street Corridor Community Design Plan. Consultation with City engineering staff will also be undertaken as part of developing concept plans to ensure the concepts are considerate of any constraints and opportunities.

The City of Barrie also maintains the 2019 Drainage Master Plan, which serves as a stormwater management plan for much of the City, including the Bayfield corridor. The Drainage Master Plan evaluated stormwater infrastructure within the City as it pertained to their ability to prevent flooding during heavy rainfall events. The Plan found that much of Barrie's stormwater infrastructure was considered inadequate to handle a major rainfall event, and recommended a series of actions for the City to take to improve stormwater management. Among the recommendations were requirements for Low-Impact Development, as well as strategies to improve on-site stormwater management for private properties. As mentioned in section 3.1.2, much of the Bayfield corridor was developed in the mid to late 20th century without any on-site stormwater management interventions. The resulting built form includes major portions of impermeable surfaces, such as parking lots and buildings, which prevent stormwater from being soaked into the ground. The Drainage Master Plan notes this form of a development as a contributing factor to the flood risks in the City. With climate change driving changes to weather patterns, the risks of major flooding events will continue to increase, necessitating adaptation measures through the built environment.

3.2.5 Affordable Housing Strategy

On January 17, 2024, Barrie City Council approved the 2024 Affordable Housing Strategy (AHS). Due to the City's relationship with Simcoe County, who is the regional Housing Service Manager, the AHS focuses on market housing opportunities and the provision of affordable market rental housing. The AHS also commissioned the creation of a Housing Needs Assessment, which has estimated a current shortfall of 6,900 housing units in the City. Key recommendations made by the AHS include changes to zoning to permit up to 12 storeys of mixed-use development in underutilized commercial centres, and allowing up to 11 storeys along arterial corridors. Both of these actions are reflected in the draft Comprehensive Zoning By-law, and will help inform the vision for the Bayfield Corridor.



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3.2.6 Related Ongoing Projects

Parks Strategic Plan

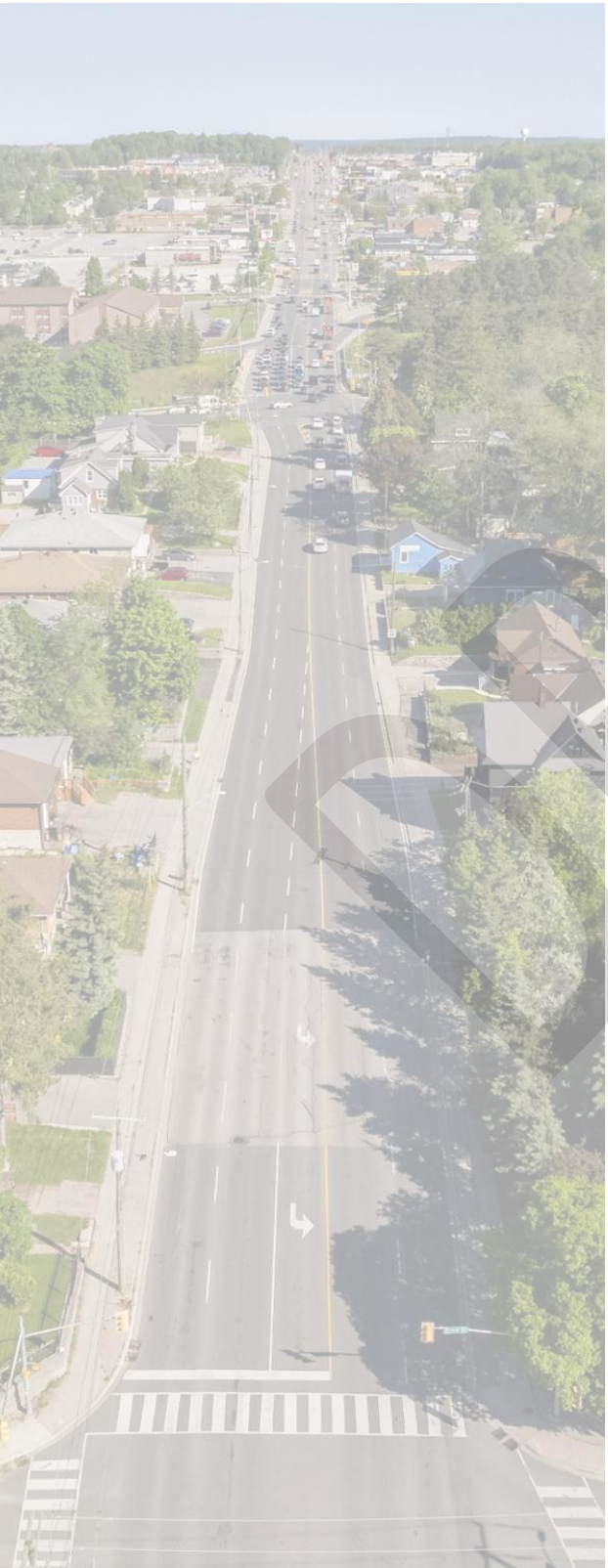
City of Barrie is in the midst of a two-phase project to create a new strategic plan aimed at responsible management of parkland and open space within the City. Phase 1 of this project was completed in January 2024, with the publication of a Parkland Needs Assessment, which explored all existing parkland and conducted modelling to determine how much additional parkland will be required to support the City's growing population. The report found that in order to meet servicing standards for access to parks, the City will require 344.04 hectares of new parkland by 2051. The report also showed that there are currently no additional park spaces planned in the study area, though it acknowledged a significant need for additional parks by 2051. The report focused on planning districts, with the Bayfield corridor being split between the Bayfield West district and the Downtown-Central Barrie District. Bayfield West, which includes Character Areas 2 & 3, has 18 hectares of parkland, though this number is inflated by Sunnidale Park and Natural Space which is the largest municipal park in the City. Downtown-Central Barrie, which include Character Area 1, has only 8.23 hectares of parkland. Neither planning districts currently have any planned parkland, and the predicted cost to bring these districts in line with the targeted 1.60 hectares per 1000 population by 2051 is over $16 million. The Parkland Needs assessment recommends the use of Cash-in-Lieu to purchase required parkland, rather than relying upon parkland dedication processes. Phase 2 of the project is the creation of the new Parks Strategic Plan to implement the recommendations of the needs assessment.

It is important to note that the Parkland Needs Assessment did not factor in the increased residential density envisioned for the Bayfield Corridor, and did not review the provisions of the existing or Draft Zoning By-laws. Despite this gap, the creation of the Parks Strategic Plan is an opportunity to facilitate the recommendations of the BSCDP project around public realm improvements and parkland provisions.

Draft City-Wide Community & Sustainable Design Guidelines

In conjunction with the Draft Zoning By-law, the City is preparing City-wide Community & Sustainable Design Guidelines to help guide development and architectural styling. Urban design guidelines are non-statutory documents which provide visual explanation of policies and provisions found in the Official Plan and Zoning By-law. The Draft guidelines published in advance of approval include specific guidance on redevelopment within commercial areas and Strategic Growth Areas, which would directly impact the BSCDP study area. As a Community Design Plan, the BSCDP will provide further guidance to help tailor the development of the Bayfield corridor.

4. Jurisdictional Scan and Best Practices



Across North America, projects aimed at transforming underutilized commercial corridors are becoming more common, especially in mid-sized cities, where these corridors present significant development opportunity and where there is a desire to transform theie design and mobility. This section will look to other jurisdictions in Canada and the USA which have undergone similar corridor revitalization projects, and extract the best practices and lessons learned from each of them. This will help inspire and inform the vision and planning for the Bayfield Corridor.

This section is split into two sub-sections with different areas of focus. Subsection 4.1 will examine examples of full corridor revitalization projects, while subsection 4.2 will explore examples of large shopping centre redevelopment projects, given there are several large shopping centres in the Bayfield Corridor.

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4.1 Corridor Revitalization Plans

4.1.1 Dundas Connects – Mississauga, ON

Dundas Connects is a 2021 comprehensive Master Plan for Dundas Street, a major corridor which extends from the City of Toronto through the City of Mississauga and extends further through multiple cities. The study area for this project spans roughly 15 kilometers. To provide greater detail in analysis, the study area was split into seven "focus areas". These smaller geographies coincide with major properties and intersections, and are meant to focus attention to the most impactful areas of the corridor. The existing land uses along the corridor are typical of suburban commercial corridors, with the distinction of having greater manufacturing and industrial uses on the Eastern half of the corridor.

Key Implementation Insights:

- Transportation system improvements can be catalyzing investments for corridor projects
- Innovative policy options exist to help realize the long-term vision, such as exploring Tax Increment Financing (TIF)
- Pre-zoning around key nodes will support organic growth

The Dundas Connects project was initiated in response to a planned expansion of Bus Rapid Transit (BRT) through the Metrolinx 2041 Regional Transportation Plan. The goal of the project was to achieve increased densities along the Dundas Street corridor in order to meet the population threshold to support the planned expansion of transit services.

The implementation of the Dundas Connect project relies heavily on the capital investment from the City and the Region into transportation system improvements. Most of the policy recommendations relate to supporting, funding, and incentivizing expansion of the BRT system. These recommendations include changes to the street right-of-way, consideration of Tax Increment Financing (TIF), and recommending changes to land-use planning to allow for greater densities around planned transit stops. By investing in transit, the area will become more conducive to higher intensity uses which can rely on transit. Following the release of the Dundas Connects Report, the City of Mississauga launched the Dundas Corridor Policy Implementation Project, which sought to codify these recommendations into City Policy. While the Bayfield Corridor lacks a catalytic transportation project like the BRT in Mississauga, the approach to exploring innovative policy options should be further considered when developing concepts for the Bayfield Community Design Plan.

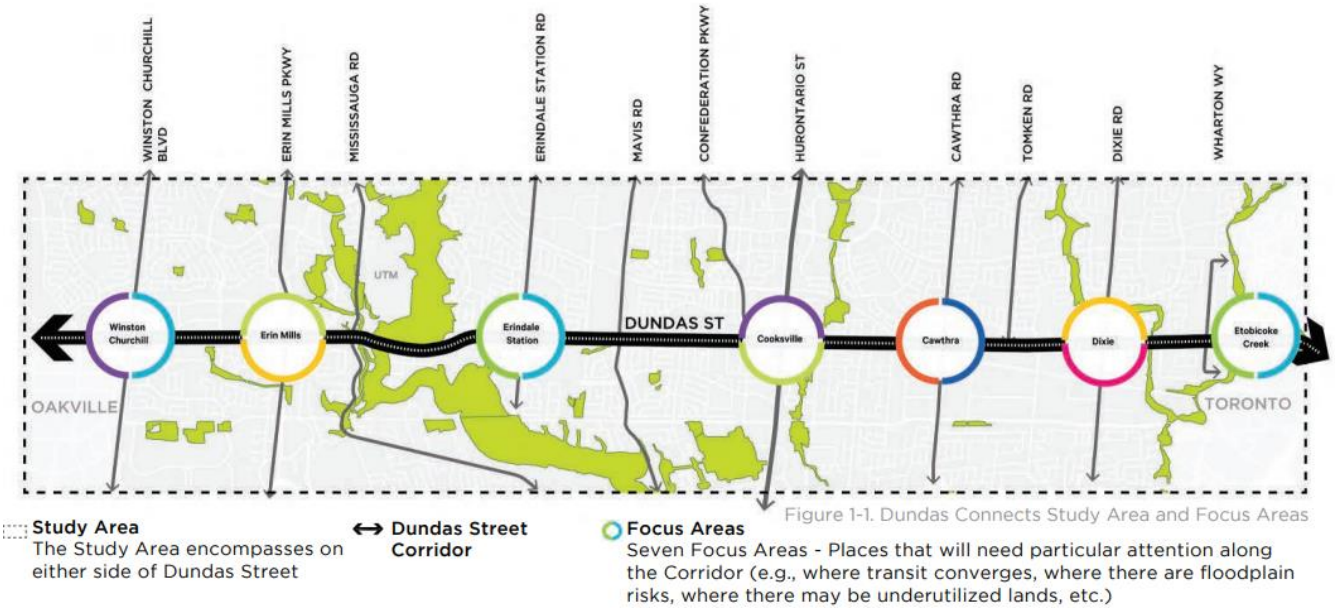

Figure 1-1. Dundas Connects Study Area and Focus Areas

Figure 4-1: Dundas Connects Study Areas

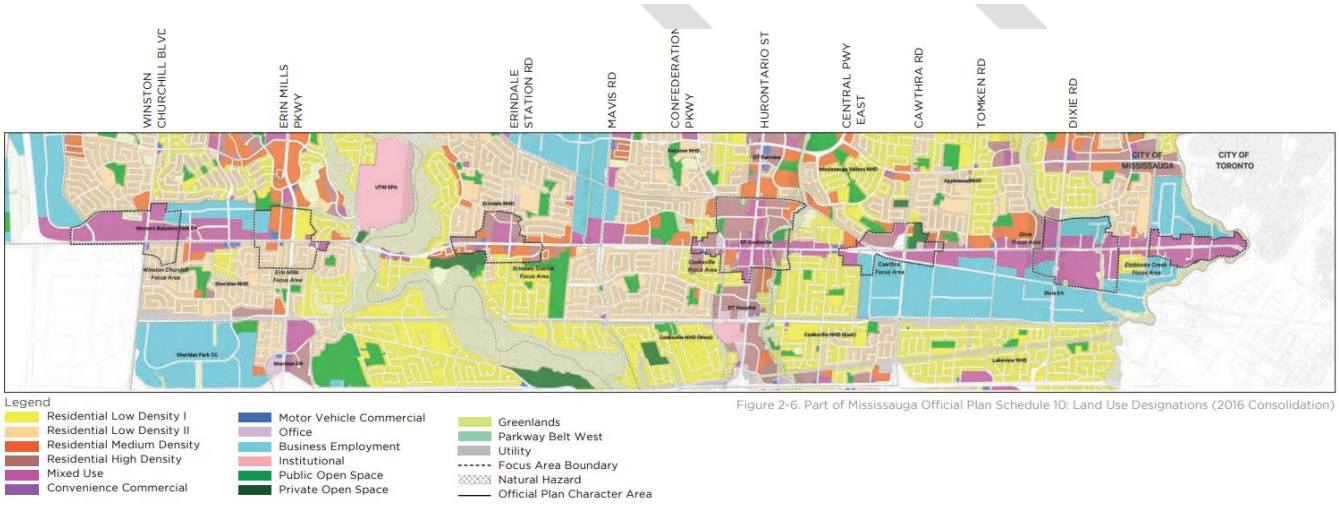

Figure 2-6. Part of Mississauga Official Plan Schedule 10: Land Use Designations (2016 Consolidation)

Figure 4-2: Dundas Connects Zoning

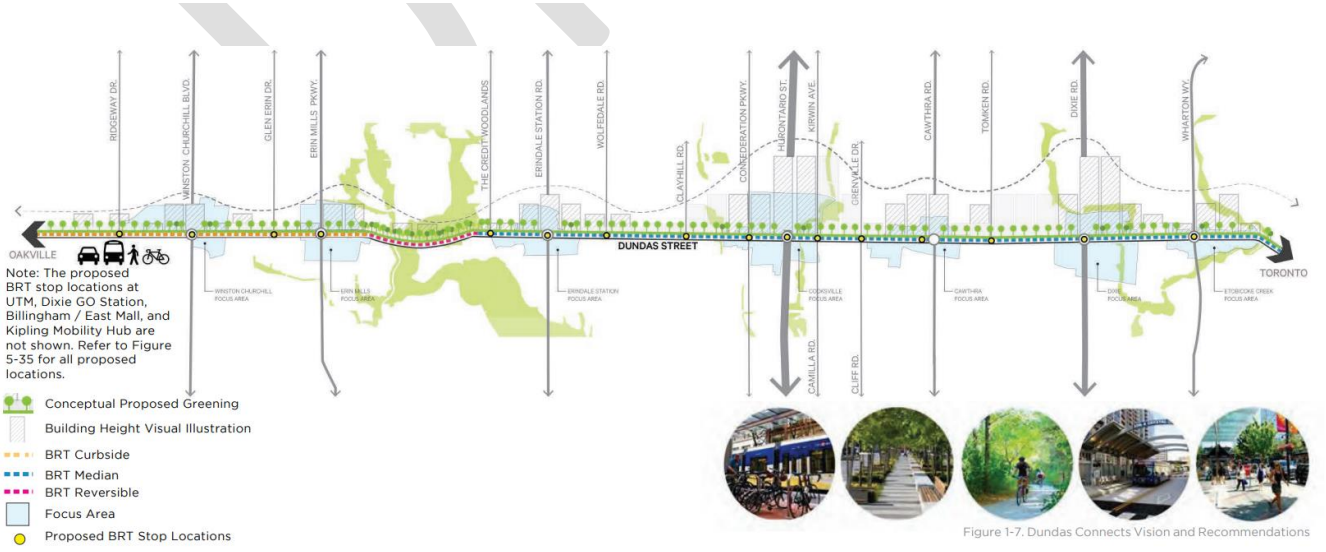

Figure 1-7. Dundas Connects Vision and Recommendations

Figure 4-3: Dundas Connects Proposed Transportation Framework

4.1.2 Imagine Idylwyld – Saskatoon, SK

Idylwyld Drive is a major roadway which connects communities north of Saskatoon directly to the city center. Imagine Idylwyld was launched in 2016, when the City contracted HOK and Associated Engineering to conduct a corridor study for the portion of Idylwyld street between 20th Street and 25th Street on the northern outskirts of Downtown Saskatoon.

Key Implementation Insights:

- Prioritizing public realm and transportation options can help shape placemaking long before redevelopment.
- Arterial roads can be improved without sacrificing their importance as a throughfare.
- Tactical interventions can be used to inform long-term capital investments.

Within the study area, Idylwyld Drive is a six-lane road with a concrete median. Adjacent land uses range from institutional services to a major regional shopping centre. The area is characterized by automobile-dependency, poor pedestrian connectivity, and a lack of green space. As a major artery which feeds directly into the downtown core, Imagine Idylwyld aimed to improve the function, safety, connectivity, and quality of the roadway and surrounding public realm while respecting Idylwyld Drive's role as a major North-South artery.

The proposed implementation of the Imagine Idylwyld plan was broken into three phases:

Phase 1: Functional improvements (0-5 years)

- Transportation improvements
- Small placemaking interventions (art, wayfinding)

Phase 2: Redevelopment (5-15 years)

- Update planning documents to support the new vision
- Large placemaking interventions (greenspaces)

Phase 3: Evolution (15-30+ years)

- Established and consistent urban fabric and built form
- Well-utilized and animated public realm



Figure 4-4: Imagine Idylwyld Study Area

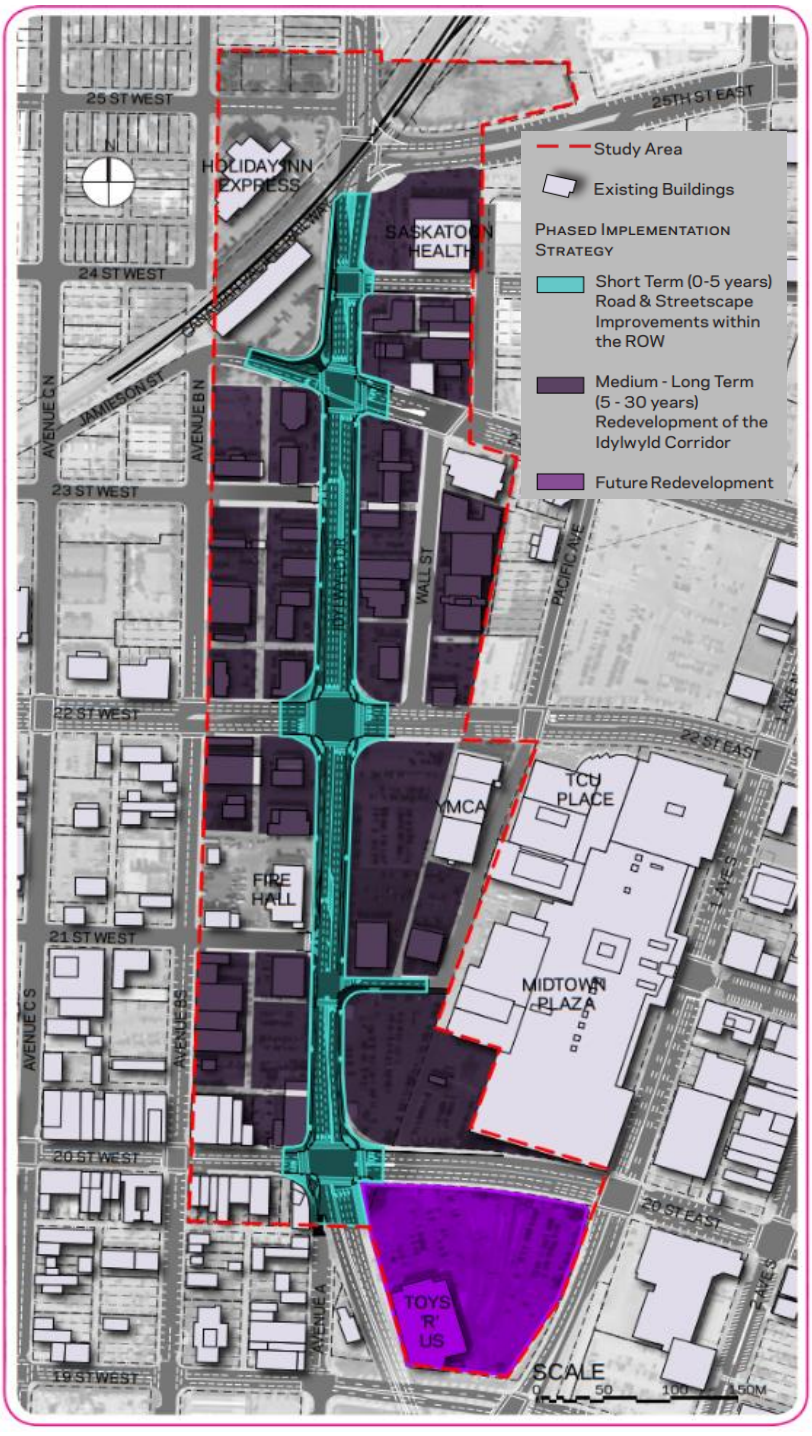

Figure 4-5: Imagine Idylwyld Phasing Strategy

4.1.3 Lyndale Avenue, Bloomington, MN, US

Bloomington, Minnesota is a suburb of Minneapolis with a population of 87,400 (2023). In 2020, the City adopted the Suburban Corridor Retrofit Strategy, authored by Stantec, to transform a two mile stretch of Lyndale Avenue which was a post-war commercial strip, complete with shopping centres, warehouses, fast food restaurants, and office buildings. Many of the industrial properties in the study area appear on the Minnesota registry of contaminated properties, and will require remediation.

Key Implementation Insights:

- Interventions should be focused on key properties or areas, which should be planned for subdivision far in advance.
- Prioritize capital investment in transportation in the short-term and use pilot projects to test public realm improvements for future investment.
- Pre-zoning the entire study area ensures that the vision is applied uniformly if the market conditions change suddenly.
- Local businesses and communities should be partners in revitalization, as they're the ones who call it home.

The main project driver was the municipality's desire to address the poor land utilization within the corridor by capitalizing on the opportunities presented by many of the abandoned industrial uses along the corridor. The redevelopment of these sites would transform the character of the corridor, and the Suburban Corridor Retrofit Strategy sought to introduce a new framework to guide the redevelopment of these sites while also responding to a changing retail landscape.

The structure of the plan is based around the identification of key areas for targeted revitalization to catalyze redevelopment of the rest of the corridor. This includes strategies to improve the transportation system in the near term using strategic and tactical interventions such as bollards and temporary barriers. The plan also includes strategies for public-private partnerships, and the creation of a Strategic Business plan to support economic development.



Figure 4-6: Lyndale Avenue Key Nodes



Figure 4-7: 86th Street Node



Figure 4-8: 98th Street Node

4.2 Large Site Redevelopment Examples

4.2.1 Oakridge Centre Redevelopment, Vancouver, BC

An example of a suburban indoor mall regeneration, the Oakridge Park project is turning an underutilized shopping mall into over 5 million square feet of new office, retail, and residential floor area, including 3,300 new residential units. Developed in 1956, Oakridge Centre was the first auto-oriented shopping centre in Vancouver. The open-air shopping centre was set in a large surface parking lot, anchored by a Woodward's department store.

With construction estimated to finish by the spring 2026, Oakridge Park was developed as a public-private partnership with the City of Vancouver to include a 70,000 ft^2 civic centre which includes a community centre, library, childcare centre, and seniors centre.

The site is roughly 8 city blocks, or 28 acres, and is located adjacent to an LRT station. The site is at the corner of W41st Avenue and Cambie Street, and is generally triangular in shape with a private driveway in the rear of the site connecting W 41st Avenue to Cambie Street via W 45th Avenue. The site design prioritizes the streetscapes on W 41st Avenue and Cambie Street, with one main building spanning most of the frontage of both streets. This building contains most of the retail space, and includes 5 towers of up to 45 storeys. Additional buildings occupy the frontage along the rear driveway with 5 additional towers, creating a courtyard in the middle of the site.

Key Implementation Insights:

- Construction can be phased to leave existing tenants in business while the project moves forward.
- Inclusion of Community Amenities alongside major residential expansion helps foster community support for the project.
- Project timeless can span decades, so flexible policies are key to adapt to changing conditions.

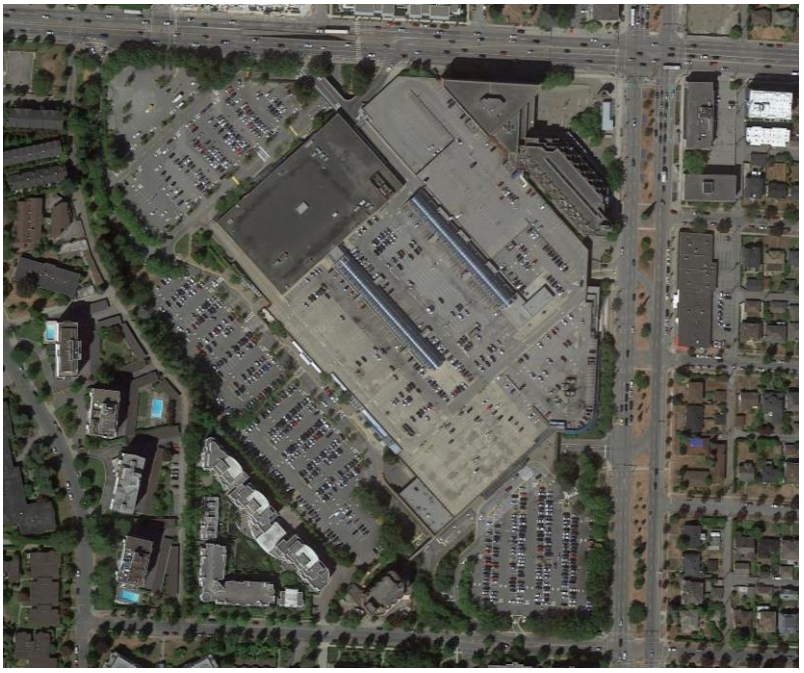

Figure 4-9: Oakridge Mall before Redevelopment, 2017



Figure 4-10: Oakridge Centre Site Plan



Figure 4-11: Oakridge Centre 2017 Rendering

4.2.2 Cloverdale Mall, Etobicoke, ON

The Cloverdale Mall is a large, 32-acre indoor shopping centre at the intersection of the Gardiner Expressway and Highway 427 in central Etobicoke. This mall is slated for a master-planned development which would transform the site into a walkable community with over 6,100 residential units. The mall first opened in 1956 as an open-air shopping plaza, and was anchored by a Dominion grocery store and a department store. The site was converted to an indoor mall in the 1980s, and continues to be an important gathering space and shopping centre for the surrounding community.

Key Implementation Insights:

- Provision of public parks and amenities in site design can allow for greater impact for the community.
- New streets, roads, and pedestrian connections are likely required for the larger sites.
- Phasing of development allows for a reduction of risk for well-performing malls and retail tenants

The site is triangular in shape, with only one street of frontage and two highways to the rear of the site. The proposed master planned community includes new internal connections, while also maintaining the vehicle connectivity of the major throughfares encircling the site. Pedestrian connectivity is maintained through elevated pathways, and the largest structures are places along the two highways at the rear of the site.

The project is taking a phased approach to development, with each structure being applied for independently to ensure continued operation of the mall through redevelopment. The first application is for a 606-unit condo development comprised of a 33-storey building with ground-floor retail on a separate parcel on the eastern side of the site.



Figure 4-12: Cloverdale Mall Existing Conditions (Google Earth, 2021)



Figure 4-13: Proposed Site Plan for Cloverdale Mall Project

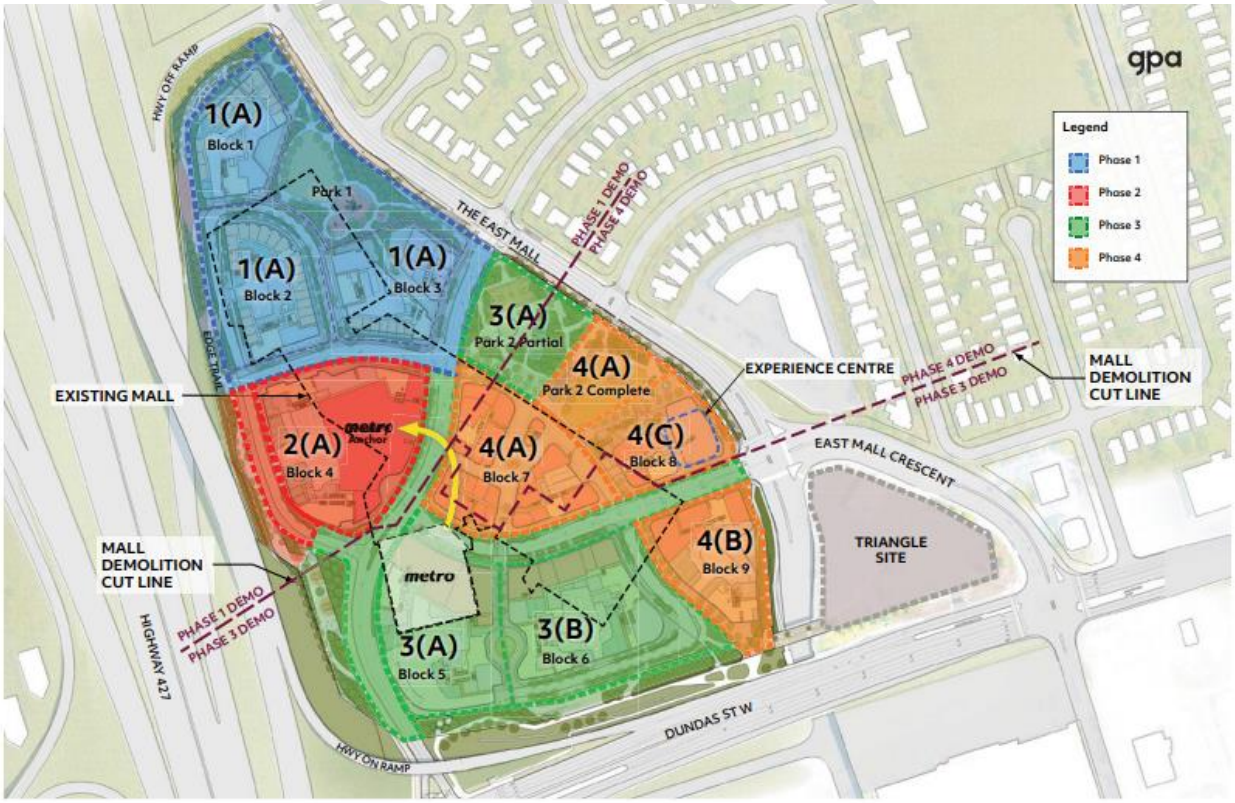

Figure 4-14: Development Phasing Plan

4.3 Summary and Reflections

As many of the commercial corridors created in the mid to late 20th century reach maturity, corridor revitalization and shopping centre redevelopment projects are becoming more common to capitalize on development opportunity, facilitate more sustainable growth, and respond to changing mobility and market trends. The lessons learned from the five case studies provide insights into the future of the Bayfield corridor, which will be incorporated into the BSCDP:

1. **Placemaking is critical:** Many suburban corridors lack a sense of place, and do not contain an appeal beyond the services or amenities provided by the local businesses. Successful corridors prioritized creating a sense of place within the corridor before major redevelopment. This can be achieved with small capital investments by leveraging existing public spaces, improving pedestrian safety, and encouraging the creation of public art. Achieving a complete mix of land uses, including integrating commercial, residential, office, and public services, is an essential part of transforming a corridor successfully.

2. **Transportation improvements must be communicated and initiated early on:** Roads in commercial corridors serve a dual purpose of carrying through traffic to other areas while also diffusing traffic between the businesses in the area. Over time, changes away from auto-oriented land uses will help with one of these problems, but this will require significant changes to existing infrastructure, and the provision of new roads, sidewalks, and cycling infrastructure. These plans must be communicated and accounted for early before land uses expand further in the wrong direction.

3. **Focus on catalyzing projects:** Successful corridor revitalization projects capitalized on the catalyst effect of key sites and small interventions. Key sites can be further leveraged through the provision of services and amenities within mixed-use buildings through public-private-partnerships, and contextually improved with public realm improvements.

4. **Phasing of development can support continued tenancy:** Revitalization of a commercial corridor is significantly more difficult if the existing businesses need to close or move during construction. Phasing of construction, expansion of existing structures, and requirements to maintain commercial floor area within developments are strategies used by successful corridors to keep existing businesses open as the corridor evolves, minimizing risk for the property owners.

5. **Pre-zoning supports organic development that supports the new vision:** Key sites and projects are important to kickstart the redevelopment within the corridor, but the market is unpredictable. A baseline regulatory framework needs to be in place to allow for redevelopment and improvements of properties in the corridor.

5. Trends and Market Conditions

5.1 Commercial Market Review

To support the BSCDP project, the City contracted Parcel Economics to conduct a commercial market study which examined the condition of the commercial real estate market in the study area. This study conducted a thorough review of the existing commercial landscape in the corridor, conducted interviews with local business owners, summarized trends, and provided a market assessment for use in guiding the new vision for the Bayfield Corridor.

The scale of analysis for the market study follows Primary and Secondary Trade Areas. The Bayfield Corridor's Primary Trade Area (PTA) is the portion of Barrie north of Tiffin Street, including the entire Downtown core and surrounding communities around the study area. The two Secondary Trade Areas (STAs) include South Barrie, which includes the remainder of the City of Barrie south of Tiffin Street, and the neighbouring Township of Springwater. The total serviced population of the Bayfield Corridor is approximately 188,100 people. The large serviced population is supported by the fact that the Bayfield Corridor contains 26% of all the lands in the City that are designated Commercial District by the Official Plan. The study also analyzed the demographic data and projected population growth for the Trade Areas to calculate current and projected demand for Commercial space within the corridor.

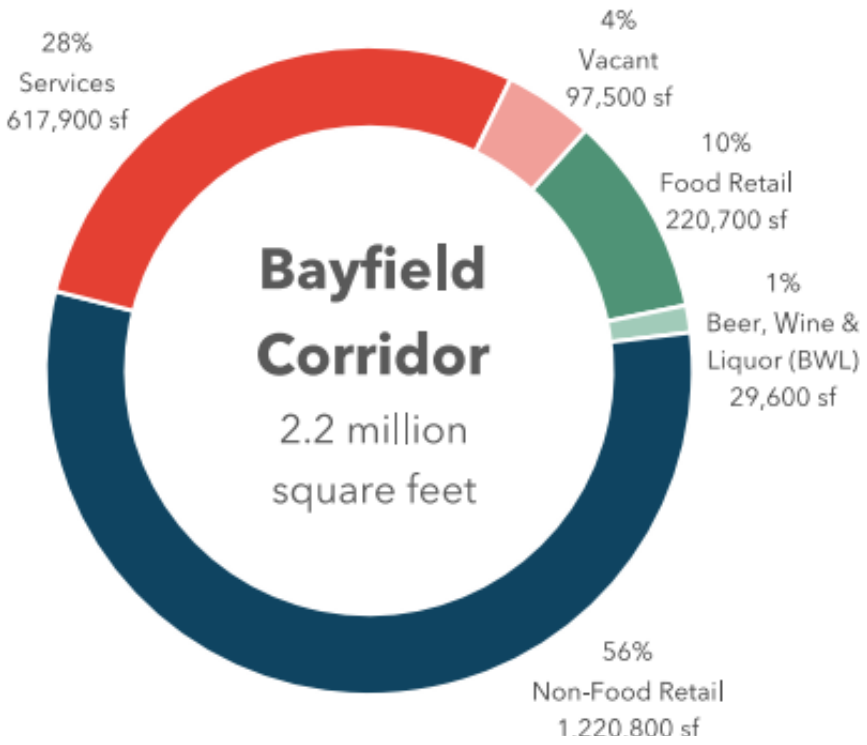

Figure 5-1: Existing Retail / Service Commercial Space (Parcel Economics, 2025)

Current supply of commercial space is shown in **Figure 5-1** and is a key indicator of future demand. The market study found that there is currently around 2.2 million square feet of retail and service commercial space in the corridor. This includes 97,500 square feet of vacant space, which corresponds with a healthy vacancy rate of 4%, but with the caveat that the closure of Hudson's Bay in the Georgian Mall will raise this figure to 8.6%. The study also found that the six active development applications will bring an additional net gain of 71,900 square feet of commercial space. To complement the quantitative analysis of demand, Parcel Economics conducted interviews with commercial landowners in the corridor, who suggested that redevelopment of their properties will likely be longer term. This is because the existing businesses are doing well, and redevelopment is not necessary to turn a profit yet. The interviews suggested that there is opportunity to develop within the underutilized parking lots of the larger malls, but that the commercial landscape will likely remain auto-oriented for the time being.

The study concludes by noting that future demand for commercial space will be a function of population growth. Based on population projections, up to an additional 440,000 square feet of commercial space will be needed by 2031, increasing to up to 1.2 million square feet of demand by 2051. It is also important to note that this is a conceptual projection which may not manifest in the full 1.2 million square feet of commercial space, as retailers could meet the increased demand through other means, such as increased instances of home deliveries, providing additional checkouts, or other approaches. Instead, the figure stems from an extrapolation of existing economic activity per square footage of commercial floor space against economic demand for commercial services in the corridor. Nonetheless, this projection does provide insight into the level of growth expected in this portion of the City, and can help draw conclusions as to the scale of development needed to support this projected population growth, and the role that the Bayfield Corridor may play in hosting that growth.

Most of the projected future demand for commercial space will come from the Non-Food retail and Services sectors. The commercial market study offers a range of recommendations regarding the future of commercial uses, which will inform the future concept plans and updated Official Plan policies:

- Firstly, emphasis should be placed on locating the majority of the new commercial space in the Bayfield corridor along the frontage of Bayfield Street as many businesses require visibility to thrive.
- The second recommendation from the commercial market study is to retain existing commercial space and flexibility through the new zoning regulations for the corridor. This recognizes that the success of the existing businesses is largely due to the auto-oriented nature of the large, single-use buildings, and a transition period is necessary to retain the existing economic success of the corridor. This should also be accompanied by requirements for new developments to either retain or expand upon existing commercial floor areas.
- The third recommendation from the study is to prioritize development of the larger properties first, as they likely have underutilized parking which could house intensification without much disruption to existing operations.
- The fourth recommendation is to slowly transition the commercial uses in the corridor away from large-format retail by allowing regional service-based businesses to occupy a greater range of spaces, such as ground-floor commercial.

- The final recommendation from the commercial market study is to relax parking requirements for future developments by requiring fewer parking stalls for new builds and uses, and to allow for provided parking to be satisfied by off-site parking lots.

5.2 Residential Market Review

Using data provided by the City, as well as external sources, this section provides an analysis and summary of the residential development market and a summary of projected trends.

5.2.1 Population and Housing Growth

Section 2.1(1) of the PPS 2024 requires that municipalities base their growth planning on the Ontario Population Projections, published by the Ontario Ministry of Finance. The most recent version of these projections was published in the Summer of 2025, and tracks population projections from 2024 to 2051. **Figure 5-2** shows that these projections estimate that Simcoe County will experience a population growth of over 35% by 2051. As the largest urban centre in Simcoe County, it is assumed that Barrie will house much of this population growth. This expansion is accounted for the Barrie's OP, though the Bayfield Corridor will not be the only area to experience growth within the city. In addition to the Urban Growth Centre just south of the study area in Downtown Barrie, the city has two Major Transit Station Areas (MTSAs) which have provincially-mandated Transit-Oriented-Development permissions, there are eight additional Strategic Growth Areas in the City.

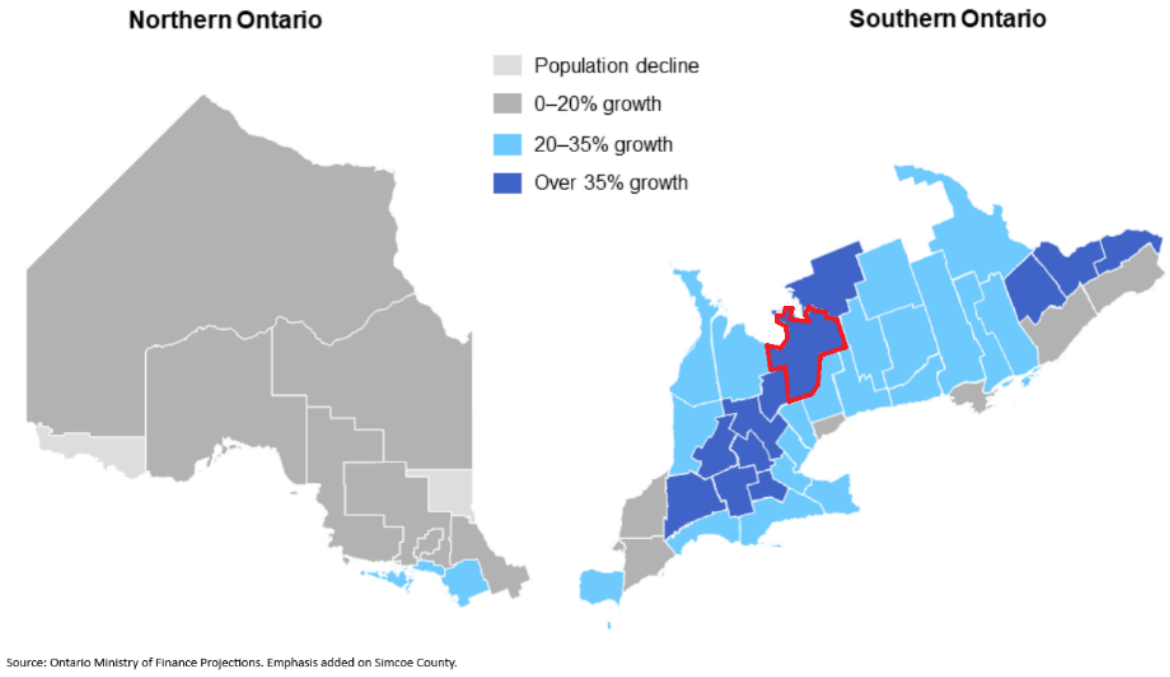

Figure 5-2: Population Change by Census Division over 2024 to 2051

5.2.2 Development Approvals

To gain an understanding of the trends in growth and development, this report examined historical building permit data. Since 2022, the City of Barrie has published building permit and approval data each month, which provides an on the ground view into the housing market in the City. These reports include both housing start and occupancy data by unit. **Figure 5-3** shows that in September 2025, the City saw 95 units started, compared to only 60 completed as shown in **Figure 5-4.** The starts and occupancy data suggests a relative slowdown compared to the 2023 development season, and supports the notion that redevelopment along the Bayfield corridor could span 30-plus years.

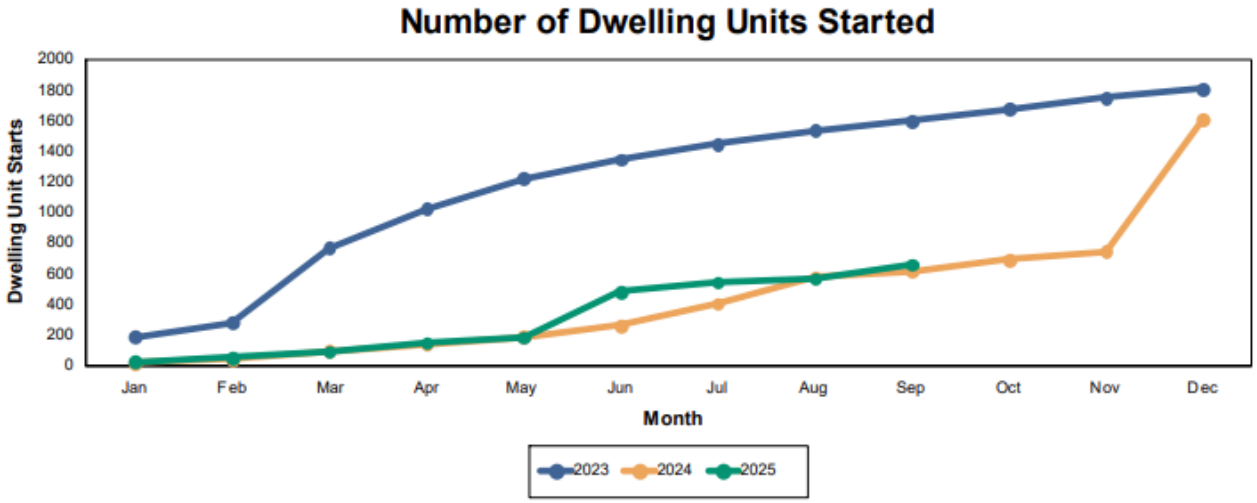

Figure 5-3: Cumulative Housing Starts for September, 2025 (Barrie Monthly Building Report)

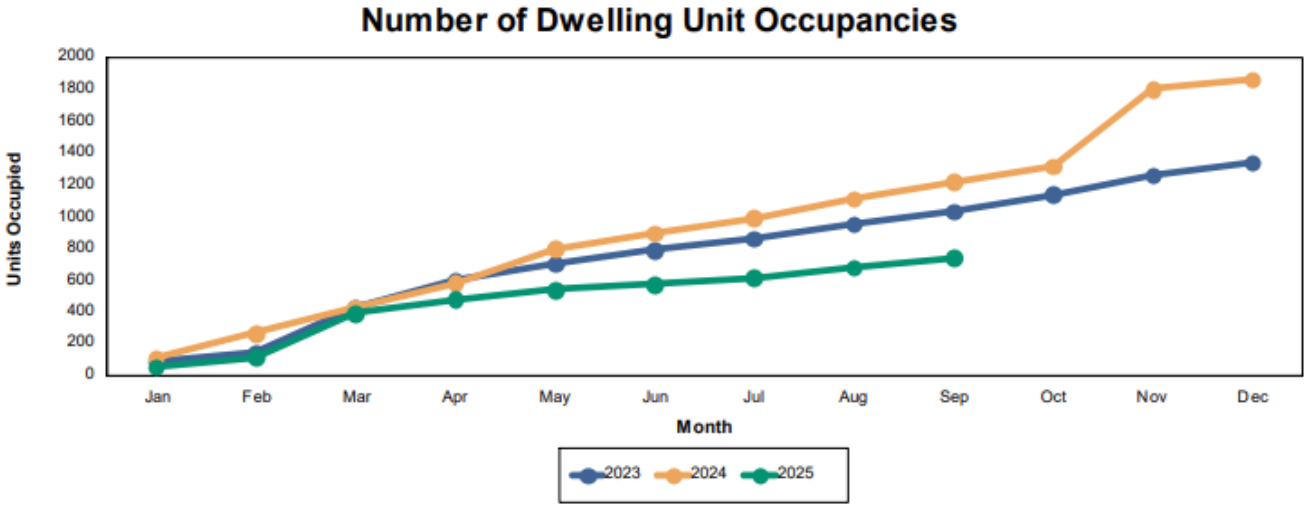

Figure 5-4: Cumulative Unit Occupancies for September, 2025 (Barrie Monthly Building Report)

The 2024 Barrie Growth Report provides a more detailed analysis of the development trends from 2024. **Figure 5-5** shows that of the 3,141 units approved in 2024, only 13.8% were for single detached and

semi-detached dwellings. With nearly 63% of new approvals being for high-density dwellings, this contributes to a national trend of densification within mid-sized Canadian cities. This trend is further supported with the data that 46% of the approved units were within the urban boundary.

5.2.3 Housing Needs and Unit Mix

To support policy decisions related to housing, the City commissioned a Housing Needs Assessment (HNA), which was published in 2025. This HNA provides detailed insights into the existing supply of housing units within the City, and also projected demand according to population trends. The results of this assessment show that Barrie will need to build thousands of housing units over the coming years to meet the projected demand, including the existing 6,920-unit deficit. The current supply of housing in Barrie consists of 55,315 units, with the largest proportion of units having 3 bedrooms. The assessment notes that there are only 5,215 single-bedroom units, and 10,505 two-bedroom units, each with a vacancy rate of 1.6%.

The assessment also provides useful historical data on the type and scale of past developments by year. **Figure 5-6** shows that Barrie experienced period of acute growth in the early 1990s, and again in the early 2000s. Another period of growth started in 2021 but appears to be on a downward trend. Within the number of starts each year, the proportion of single and semi-detached dwellings has decreased significantly, with apartment dwellings becoming the largest segment of housing development in recent years.

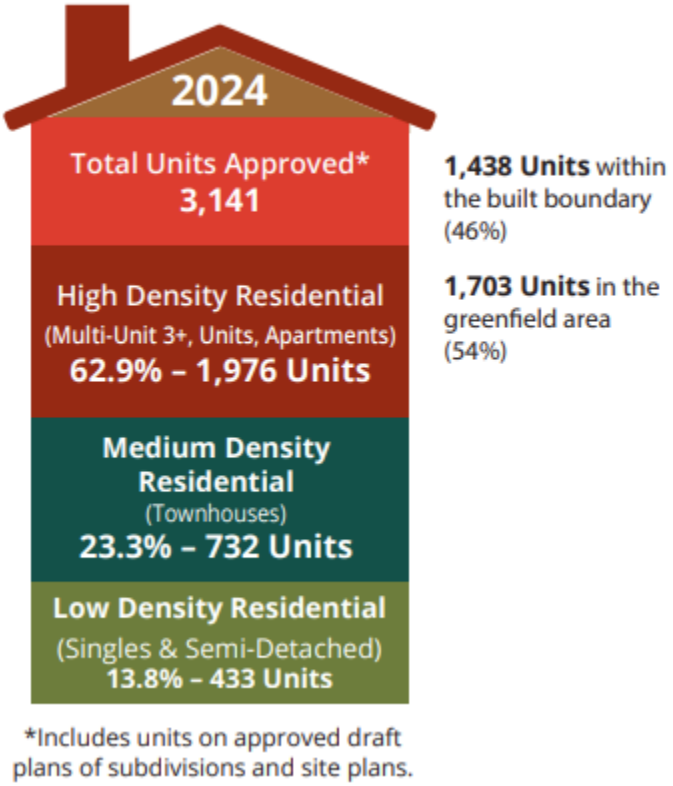

Figure 5-5: Total Units Approved in 2024. (City of Barrie 2024 Growth Report)

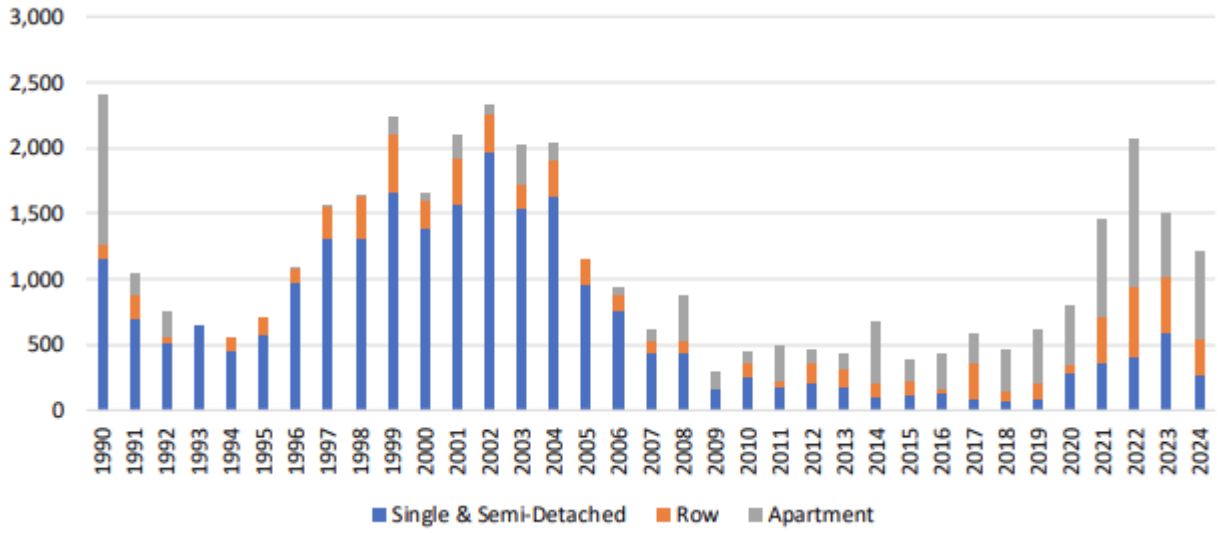

Figure 5-6: Housing Starts by Housing type (City of Barrie Housing Needs Assessment 2025)

5.2.4 Ongoing Developments

Despite an apparent short-term slowdown of housing starts in Barrie, there remains strong interest for redevelopment along commercial corridors. In addition to a 116-unit apartment building built within the study area on Hanmer Street W., there are five ongoing or approved applications for developments within the BSCDP study area. These applications consist of 1,883 residential units across 3 mixed use and 6 residential buildings. Some of these applications have already been approved for extended periods of time. Findings from the commercial market review indicate that these projects are on hold for reasons related to ongoing profitability of existing tenants and uses, though these projects have not been cancelled or withdrawn. The Canadian Mortgage and Housing Corporation (CMHC) stated in their 2025 Housing Market Outlook report that the downturn in the condominium market will cause the number of housing starts to continue to decrease until 2027, but that starts will remain above their 10-year average as demand shifts to purpose-built rental.

5.3 Summary and Reflections

The market conditions for residential and commercial development provide key insights which will help guide the visioning and planning documents for the BSCDP project. Many findings from the commercial and residential market reviews indicate that there may be an upcoming downturn in redevelopment projects within the city and the study area, long-term demand will drive development within the corridor in the expected 30-year timeline. Barrie is expected to grow, and the existing properties within the Bayfield Corridor will not be sufficient to support the commercial and residential needs of the future residents. Despite the projected demand for redevelopment projects, efforts must be made through the BSCDP project to support future projects, respect existing tenants and users, and guide development towards a new vision. Critically, the BSCDP will need a strategy to guide the evolution and growth of commercial uses and the integration of mixed-uses over time.

6. Proposed Vision, Priority Issues and Big Moves



The existing conditions and policy context of the Bayfield Corridor have identified a corridor which is already set to change significantly by 2051. Infrastructure is already being expanded, parking lots are already being redeveloped, and the planning documents have already proposed major changes to the corridor's context. The purpose of the Community Design Plan process is to acknowledge the context of the corridor, and to propose a vision which expands upon the vision which has already been applied to develop a new future which elevates Bayfield Street even further.

This section introduces the proposed vision for the corridor, and highlights the priority issues and opportunities which must be addressed or acted upon to realize this vision. This section also introduces "Big Moves" which are the keystone actions, policies, and directions which will kickstart transformation of the corridor.

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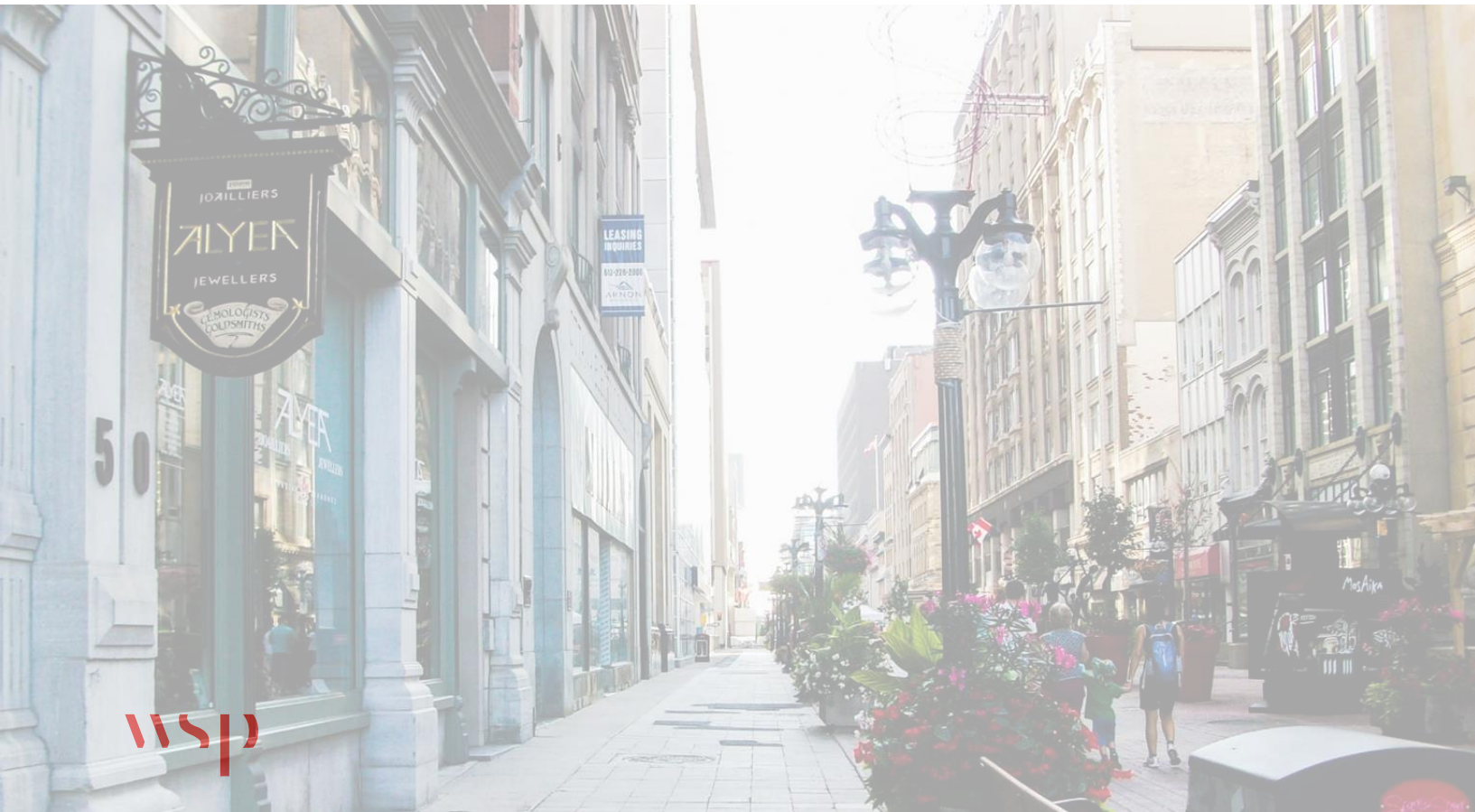
6.1 Proposed Vision Statement

The Bayfield corridor is set for significant change in the coming years, and the communication of a clear vision is a vital step. Through the analysis of the current and proposed policies, a review of the best practices for similar projects across the continent, and consideration of commercial and residential market trends, the project team has developed the following vision statement which will guide public consultation and policy development for the project:

"Bayfield Street will grow into a dynamic, mixed-use corridor that serves as both a gateway to Downtown Barrie, and a destination where people live, work, and shop. The corridor will support existing businesses and attract new ones while remaining a vital thoroughfare with options for active transportation and transit to improve mobility and connectivity. Bayfield Street will cultivate a distinct identity, recognized and celebrated through cohesive and memorable urban design."

The proposed vision statement is intended to provoke initial reactions from residents, property owners, and stakeholders through the consultation phase of the Community Design Plan project. Some aspects of the proposed vision are already imbedded as city policies through the Official Plan, or will be implemented through the draft Zoning By-law. Once the first phase of consultation has concluded, the vision will be amended to incorporate feedback, and will then be used to guide specific concept development for the future of the Bayfield corridor.



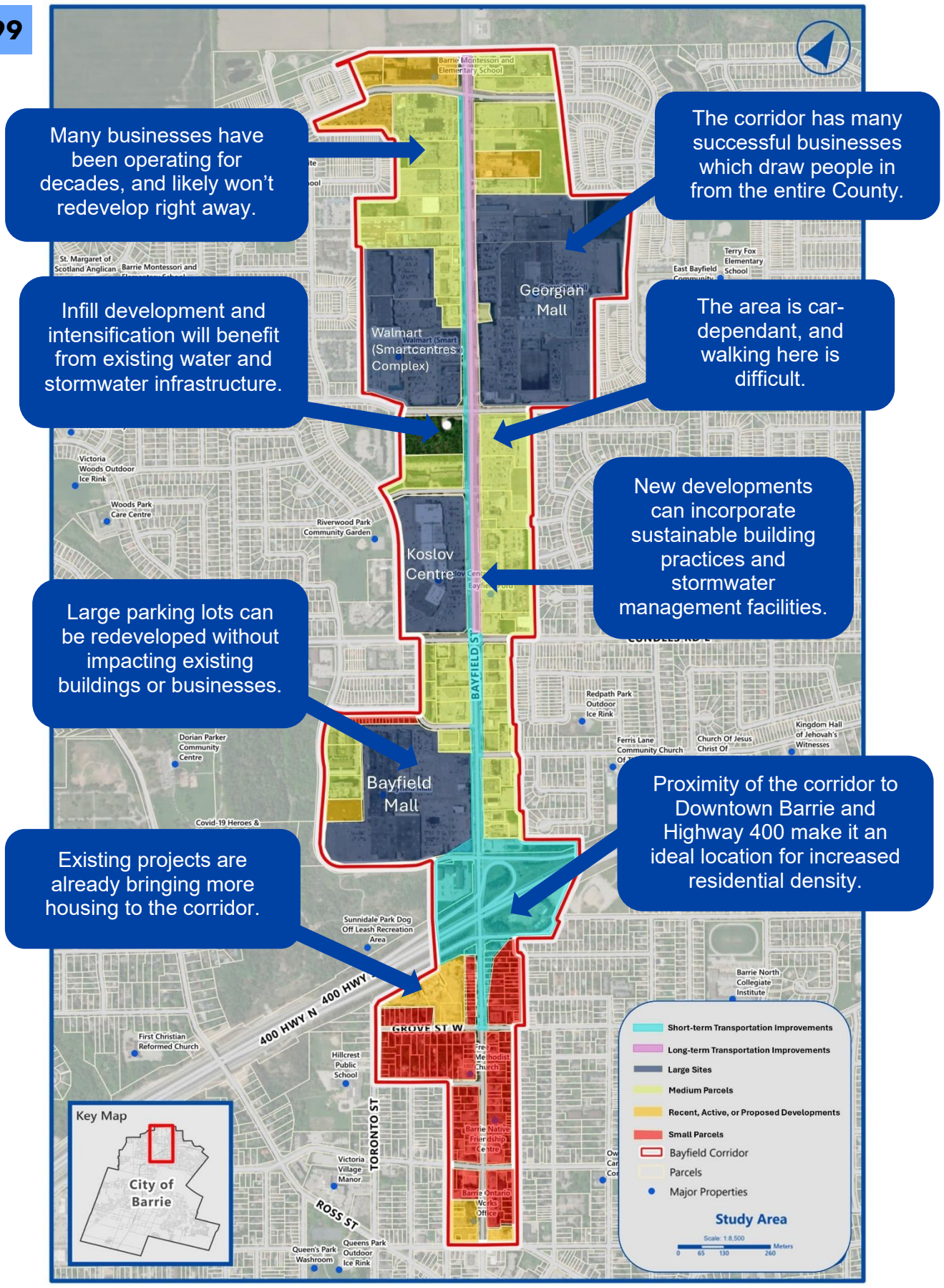


Figure 6-1: Summary of Issues & Opportunities in the Bayfield Corridor

6.2 Priority Issues and Opportunities

The proposed vision for the Bayfield Corridor seeks to create a vibrant, mixed-use community to help activate one of the most important commercial sectors in the region. This vision is laid out through land-use controls and criteria, but this report seeks to expand upon and enhance that vision through targeted interventions and detailed planning which will help turn Bayfield Street into an energetic destination with multi-modal transportation, diverse shopping options, and a sense of place. This chapter will examine the findings of the background analysis and identify issues and opportunities in sections organized by key themes, as shown in **Figure 6-1**. The analysis presented in this section is used to inform a series of "Big Moves", which are recommended actions, initiative, and policies that could be used to implement the corridor's vision statement. This list is considered preliminary, and may be expanded upon based on input from residents and other stakeholders. The Big Moves are introduced and elaborated on in section 6.3.

6.2.1 Land Use and Built Form

The detailed review of this study has shown that the existing land use and built form of the Bayfield Corridor represents a vision of city planning which dates back to the mid 20th century. While the transformation of Bayfield Street into a more vibrant, mixed-use corridor will be challenging, the existing land uses also provide opportunities to help guide this transition with fewer disruptions to businesses, commuters, and pedestrians.

Lot Fabric Characteristics

Within the central and northerly parts of the Study Area, the lot fabric is different from the surrounding community, consisting of large, irregular parcels and a collection of very large parcels and limited connectivity to surrounding roads. This existing condition poses a challenge for redevelopment of existing structures, but presents itself as an opportunity to subdivide these existing large parcels and develop standalone structures closer to Bayfield Street without disrupting the existing structures. Further, redevelopment in the future is not likely to always involve comprehensive redevelopment of large parcels at one time, but is more likely to be phased. As such the Community Design Plan will require phasing policies to guide redevelopment and infill in a manner that best achieves the Corridor's vision which allowing existing commercial uses to thrive until redevelopment occurs.

Retaining Existing Commercial Spaces and Guiding Commercial Evolution

Many commercial businesses in this Corridor are already successful, which presents both opportunities and challenges with respect to future intensification. In the short- and medium-term, it is likely that the City will continue to receive interest in developing low-rise commercial spaces rather than comprehensive redevelopment. Furthermore, while the corridor is home to many older commercial plazas which would present unique retrofit challenges, the fact that these businesses are successful points to two opportunities which should be taken into account when developing policies for the corridor:

1. There is strong enough market demand for businesses to endure in older plazas, which suggests that businesses would continue to thrive in newer developments and should be accommodated in the future as a component of mixed-use development.

2. Plans for redevelopment along the corridor that rely on the closure of existing businesses will be delayed. A phased redevelopment strategy which includes short, mid, and long-term policies is recommended, to set out a strategy for how commercial uses will evolve and to address different scenarios such as new proposed low-rise commercial uses, residential uses, as well as mixed-use development. The previous Commercial Market Study also included recommendations in this regard, such as ensuring that future development helps to replace existing commercial space which serves the community and functions as a regional retail destination.

Introduction of Residential Uses

One of the major shifts which is already envisioned for the Bayfield corridor is the introduction of mid to high-density residential uses, which will drastically shift the homogenous commercial landscape of the corridor. While introducing residential might have long-term impacts to the character of the corridor, it is critical that urban design guidelines are in place ensure that any new developments contribute to the corridor's transformation from a vehicle-oriented commercial strip to a mixed-use, pedestrian-friendly environment.

6.2.2 Mobility and Connectivity

While the land use in the corridor is slated for change towards a more urban setting through the proposed vision, Bayfield Street will continue to serve as a key artery which connects to the rest of the city. To achieve this vision, all modes of transportation must be addressed through targeted interventions aimed at improving capacity, efficiency, and safety of residents while they move through the study area.

Improve Safety and Traffic Flow

Efforts must be made to improve the safety and efficiency of Bayfield Street and surrounding roads to address some of the challenges in the short-term. The first step would be to implement restrictions on uncontrolled turning movements to reduce conflict points and improve intersection safety. The City should also consider lane additions south of Cundles Road to increase capacity and reduce congestion and support the future interchange reconfiguration. Another recommendation is to optimize intersection design, including potential adjustments to turning radii and protected intersection elements for pedestrians and cyclists at key intersections. Lastly, the City should install raised medians to limit unsafe turning movements and consolidate access points.

Expand Active Transportation Infrastructure

The City has made efforts to improve active transportation mode share, but more needs to be done. This report recommends that the City enhance pedestrian facilities by widening sidewalks and increasing separation from vehicular lanes. The City should also develop physically separated cycling

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facilities such as buffered cycle tracks to promote cycling safety and comfort, and improve crosswalk visibility and accessibility, particularly addressing skewed crosswalks.

Strengthen Transit Services

The Bayfield Corridor is a major destination for the entire City of Barrie, and efforts should be made to start reducing the car dependency of the corridor before the vision can be fully implemented. This can be done by installing additional transit shelters to improve rider comfort, increasing service frequency during peak times to better meet transit demand, and establishing dedicated transit lanes to improve bus speed and reliability.

Incorporate Smart Traffic Management Technologies

Technological advancements in traffic management can improve roadway efficiency and safety of existing roadways. To take advantage of these improvements, the City should deploy smart traffic signals and other advanced traffic management systems to optimize traffic flow and reduce delays. Technological interventions can also be applied to improve transit operations, and the City should implement transit signal priority to improve transit efficiency at intersections.

Alternative Strategies and Transportation Demand Management

Transportation planning goes beyond infrastructure, and Transportation Demand Management (TDM) strategies help support efficient use of existing infrastructure. This report recommends that the City supports TDM initiatives to shift travel demand away from peak periods by encouraging transit, cycling, walking, carpooling, ride-sharing, and e-mobility. The City should also recognize the patterns of the existing traffic flow, and improve parallel new north-south corridors to distribute traffic demand and reduce congestion on Bayfield Street.

6.2.3 Landscape and Environment

The Bayfield Corridor is a car-oriented suburban commercial corridor with limited access to greenspace and a shortage of public spaces. The existing land use of the Bayfield corridor is generally not aligned with the goals of the various existing and proposed servicing master plans, especially in topics such the provision of greenspace and on-site stormwater management.

Stormwater Management

As is common with suburban commercial corridors, the dominant land use within the Bayfield Corridor is surface parking. This provides great convenience to shoppers at the three malls in the corridor, and helps support the regional nature of many of the retail businesses and services by providing ample parking to those from outside the transit service area. The trade-off with this convenience is a near total coverage of the entire corridor in impermeable surfaces, which increases the burden on city stormwater infrastructure. The redevelopment of the corridor provides an opportunity to decrease the amount of surface parking through redevelopment, but also increase amount of permeable surfaces through parkland, landscaping, and architectural treatments such as green roofs.

Pedestrian Environment

The width of Bayfield Street and its role as an arterial roadway make it a poor environment for pedestrians, who must wait at major intersections to cross up to seven lanes of traffic at once. This uninviting environment is compounded by the large setbacks of most buildings from the road and far distances between major destinations. This presents as an opportunity to improve the pedestrian realm in a number of ways, such as prohibiting right turns on red, retrofitting slip lanes, and providing medians for pedestrians to take breaks as opposed to crossing all seven lanes at once. There is also an opportunity to provide a greater pedestrian environment by requiring new structures in the corridor to be located close to the street, providing greater opportunities for streetscape activation and creating a more comfortable environment for both pedestrians and active transportation users.

Placemaking

One common trait among auto-oriented commercial corridors is a lack of a sense of place. The pedestrian realm is dominated by auto-oriented infrastructure, many of the retailers are national brands with ubiquitous architecture, and most buildings are in some cases well beyond 30 metres away from any sidewalks or roads, with parking areas in between the sidewalk and the building. Placemaking can be achieved through any number of interventions, such as public art, pedestrian oriented businesses, and programming of existing parkland, and requires an intentional and coordinated effort to be successful. The Bayfield Corridor would benefit from any built form improvements, but the case studies reinforce the idea that the success of the corridor revitalization will not be achieved exclusively through architectural improvements but will require investment in the public realm and in creating public spaces.

6.2.4 Social Equity and Public Services

The vision of transforming the Bayfield Corridor into complete communities goes beyond expanding the permissibility of land use to include residential buildings. The notion of complete communities includes a healthy provision of public spaces and services which would support the existing residents of the area, as well as the future residents who will move into the proposed residential developments. Attention must also be focused on the types of residential units being built to ensure that the Bayfield Corridor becomes a home for everyone.

Affordable Housing

The Barrie Housing Needs assessment has identified that the City already has a large housing shortage, which will only continue to expand as the City grows unless targeted interventions are planned for and implemented today. The City of Barrie should incorporate policies which require a range of unit mix and affordability, which could be supported by the implementation of the Affordable Housing Community Improvement Plan.

Public Amenities

This report has identified a gap in the provision of public services along the corridor, which will only become more pronounced as the population of the City increases. Public amenities are critical in the creation of complete communities, and this project represents an opportunity to proactively plan for

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expansion of services into the area before the land values increase significantly through surrounding redevelopment projects.

6.2.5 Planning and Implementation

While a vision for intensifying the Bayfield Corridor is already partially codified in recent and draft City planning documents, the role of the Community Design Plan is to tailor implementation and design strategies which go beyond pre-zoning to encourage revitalization. Establishing clear policy and design guidance will be essential to the success of the Corridor.

Policy and Plan Updates

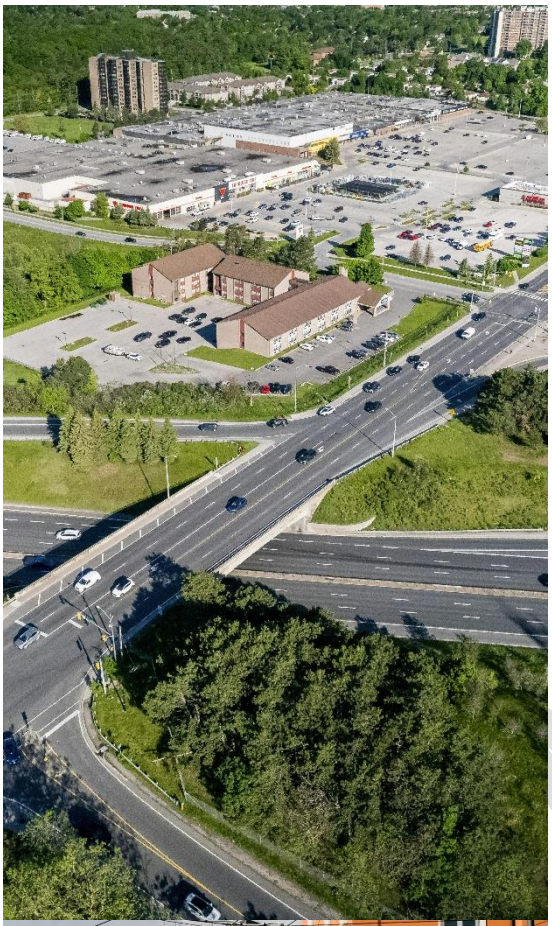
While the vision for the Bayfield Corridor is already partially realized in the Barrie Official Plan and Draft Zoning By-law, changes will almost certainly be required to deliver the vision of the Community Design Plan. This will include refinement to the permitted uses, heights and densities, to be up to date with respect to stakeholder input and changing market realities. This will also require coordination with the servicing master plans to ensure that the expanded residential density, transportation improvements, and proposed public realm improvements are accounted for in the long-range planning of city infrastructure and services.

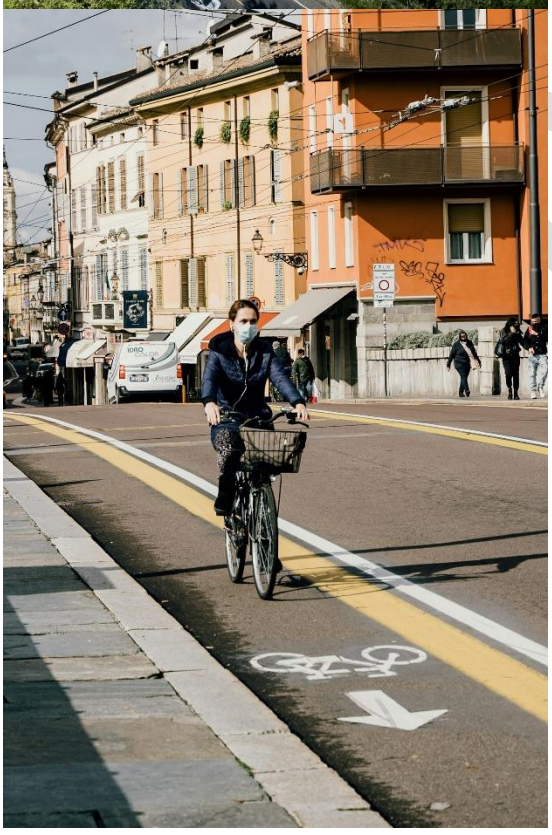
Community Engagement and Stakeholder Alignment

Achieving a full corridor transformation will inevitably require long-term and repeated inconveniences to residents, businesses, and road users. These inconveniences will be the result of changes to streetscapes, roadways, and structures along the corridor, and may face broad resistance. It is recommended that the City develop relationships with residents, business owners, and community groups early in order to form clear lines of communication throughout the project. This will be aided through transparency on project timelines, advanced notice of construction activity, and plain language communication from day one. Building relationships early and maintaining them will help the City build trust with the community, and will help build consensus on the future of the Bayfield Corridor.

Seizing Opportunities

While many policies created through the Community Design Plan are aimed at a long time-horizon, the development market can be unpredictable. Changes must be made in the short-term to planning documents to codify intentions for major land use and transportation changes to prevent unexpected developments from jeopardizing the full vision for the Bayfield Corridor. Specifically, building on other Big Moves and opportunities, there is a need to protect for and establish a local road network within the Study Area. This need is an essential action to facilitate the vision for a mixed-use, vibrant urban Corridor.





6.3 Big Moves

"Big Moves" aim to change the structure of how the study area functions. More than goals, they are transformative actions, policies, or design elements that will shift the trajectory of the corridor's development and will reshape how the corridor grows, moves, builds, and thrives. These big moves were developed through analysis of the materials covered in this report, and directly correspond to both stated policy goals in the Official Plan, as well as the vision for the corridor that was proposed by this report.

Big Move No. 1: Improving mobility along Bayfield Street for all modes of transportation.

Bayfield Street is a major artery for the city, and improving transportation infrastructure will benefit everyone long before the corridor redevelops. In all of the corridor transformation projects reviewed in this report, a short-term focus on public investment into the transportation system was a common theme. A major challenge for suburban commercial corridors is the split purpose between being a major arterial connection to other parts of the city, while also being a significant destination for a large region and population. Targeted improvements in transit capacity, pedestrian treatments, and active transportation facilities can improve the function of Bayfield Street prior to significant redevelopment. In many jurisdictions, these improvements can be pilot-tested through tactical interventions, which could be supported by a complete streets policy. Other city-building approaches, like bringing buildings close to the street and moving parking to the rear of buildings, as well as consolidating site access, will also help facilitate the successful transformation of the Bayfield Corridor.

Realizing this Big Move could look like:

- Creating continuous protected cycling facilities to establish an active transportation "mobility spine" along the corridor. This would close a critical north-south gap in Barrie's cycling network and support the City's Active Transportation Strategy and TMP goals.

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- Replacing the existing two-way left-turn lane (TWLTL) with a raised center median to improve vehicular safety and efficiency. This will reduce mid-block collisions, simplify traffic operations, and support access management strategies.
- Enhancing pedestrian connectivity across and within large commercial sites by introducing mid-block crossings, internal walkways, and direct links to transit stops. These improvements are essential to support transit ridership and create a more walkable environment.

Big Move No. 2: Creating new public streets and connections through large properties.

Large sites like the Bayfield Mall and the Koslov Centre present an opportunity to create whole new city blocks by adding new public or private streets. This is an opportunity not only for intensification, but for the re-establishment of a cohesive road network and urban form for the study area. Establishing a future, long-term local road network and applying zoning protections to support the conceptual road network will ensure that future development is mindful of these plans. This is envisioned as parallel local roads or lanes to Bayfield Street, which will help consolidate access, distribute traffic away from Bayfield, provide access to loading facilities, and create more pedestrian-scaled blocks.

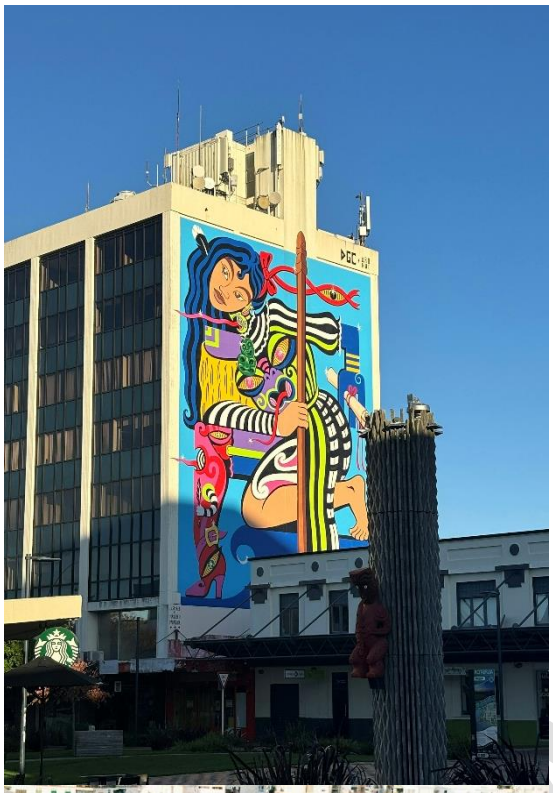
Realizing this Big Move could look like:

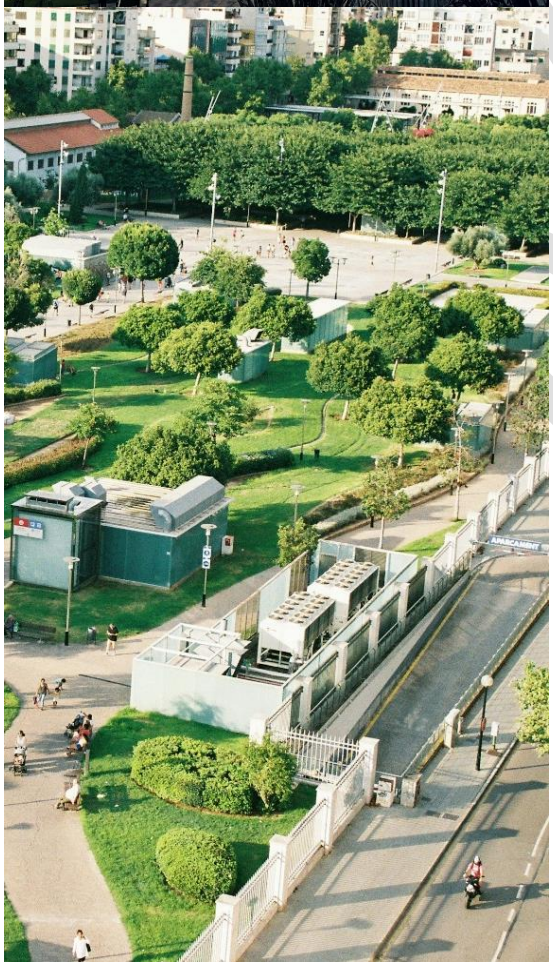
- Planning for new public roads which will improve vehicle and pedestrian connections to other areas.
- Providing rear lanes for freight and service access to businesses.
- Opening up dozens of new properties for compact, urban development.

Big Move No. 3: Diversify and future-proof the commercial base.

The existing businesses in the Bayfield corridor represent a large portion of Barrie's economy, and steps should be taken to ensure they remain viable and successful throughout the corridor's transformation. The Official Plan has identified the corridor as an area of residential and commercial intensification, and much of this new development will







be in the form of mixed-use buildings. These new commercial spaces present an opportunity to expand the range of businesses in the corridor to include new and innovative uses alongside the existing retailers.

Realizing this Big Move could look like:

- Complementing big-box anchors with experience-based uses.
- Incentivizing small, flexible retail formats such as pop-ups, incubator shops, co-work and retail hybrids to lower barriers for local businesses.
- Programming streets and publicly accessible outdoor spaces with events and activities.

Big Move No. 4: Creating a unique and distinctive Bayfield Street community identity.

The Bayfield corridor should develop a unique identity which communicates arrival when you enter the street. One of the lessons learned from the jurisdictional scan was that placemaking is critical for the success of a corridor revitalization project, as the existing character and sense of place in a suburban shopping centre is frames around convenience and efficiency which do not encourage feelings of welcome or belonging. For the Bayfield corridor to transform into a mixed-use community, a sense of place must be developed which encourages not only development interest, but desire for new residents to want to live here, and new businesses to want to establish themselves here.

Realizing this Big Move could look like:

- Requiring consistent building frontages to develop a cohesive street wall.
- Creating guidelines for improved landscaping and the provision of street trees.

- Development of unique street furniture, lighting, and public art.
- Creating distinct gateways at Sophia Street, the Highway 400 interchange, Coulter Street, or Hanmer Street.

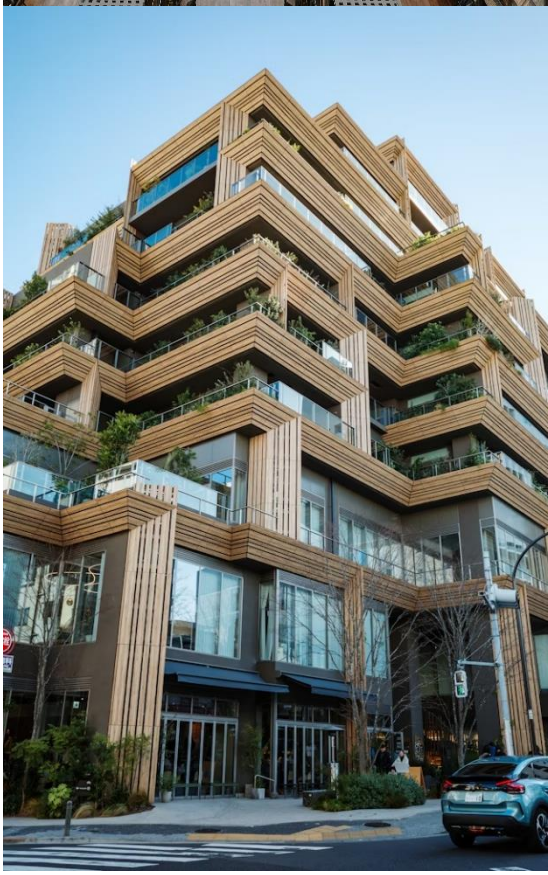
Big Move No. 5: Building complete communities through a mix of land uses, parks, greenspaces, and public services.

To become a true complete community, the Bayfield Corridor will need to develop non-commercial spaces to draw people in and serve the future residents of the corridor. Despite being one of the keystone commercial centres in the Simcoe region, the study area has few public amenities to serve the roughly 180,000 people who interact with the corridor. Many of the case studies for corridor revitalization and large-site redevelopment involved the provision of public amenities and services to draw attention to the new vision for the space, and to serve as a catalyst for future development. One mechanism which could be attractive for the City of Barrie is a public-private-partnership, which would place a new public service such as a library within a mixed-use building. Greenspace and other public realm improvements can help contribute to this objective. To create a vibrant neighbourhood which attracts the type of investment needed to fulfill the vision for Bayfield, an effort must be made to establish a sense of place. The study area currently has no planned expansions of public parks or open space. There is currently only a single parcel of greenspace in the corridor: Brown's Bush, which accommodates the Barrie Water tower. This site holds the opportunity for programming which could create a destination for both current users, as well as future residents of the corridor.

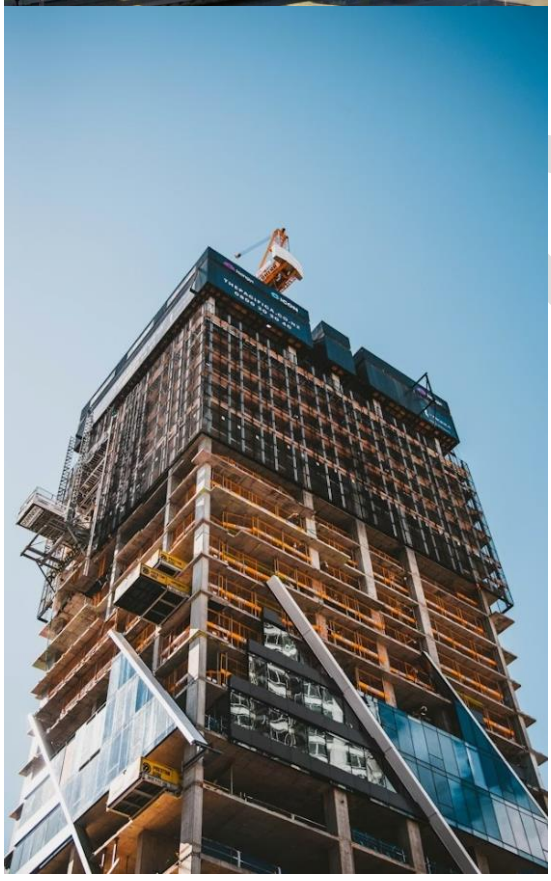
Realizing this Big Move could look like:

- Requiring key nodes to include urban plazas or parks.
- Entering into a public-private partnership with a property owner to provide a public amenity such as a library or athletic facility within a private building.
- Partnering with businesses, shopping centres, and proposed developments to provide privately owned public spaces as amenities for the corridor.









Big Move No. 6: Using tools and incentives to kickstart intensification and redevelopment.

Major redevelopments represent significant risks from developers, and a framework should be created to provide certainty and ensure that developments remain viable. Many of the key commercial sites in the corridor consist of large, multi-acre parcels with single structures, large setbacks, and parking lots. There will be resistance to redevelop the main portion of the parcels for years due to leasing agreements and continued economic vitality of these businesses, but an opportunity exists to begin the transformation of the corridor with new structures in these underutilized areas in a phased manner. By pre-zoning these areas for standalone development and requiring levels of activation onto Bayfield Street, the transformation of the corridor could be set in motion decades before the full redevelopment of the largest sites take place. There must also be consideration given to the precarious nature of large site development, and efforts should be made by the City to provide confidence in the future of Bayfield Street as a means of bolstering confidence in potential investments.

Realizing this Big Move could look like:

- Introducing new zoning provisions that implement the new vision through pre-zoning.
- Exploring the use of Tax Increment Grants through the implementation of a Community Improvement Plan (CIP).
- Developing a phasing plan which will identify key redevelopment nodes where potential developments can be given relaxed zoning provisions to increase confidence in the development.

Big Move No. 7: Preparing Bayfield Street for future transit improvements.

As the Bayfield Corridor transforms in the long-term, potential improvements in the transportation network should be considered and planned for. Consideration for future transit systems, road expansions, or active transportation facilities must be identified at the early stages of the Community Design Plan, as they present an opportunity to codify protections for these facilities in the City's planning policies before the land is used for other purposes, which would make expansion possible. In order to protect these future facilities, an understanding of the needs and feasibility must be conducted, though there are many opportunities for improvement.

Realizing this Big Move could look like:

- Converting curb lanes to High Occupancy Vehicle (HOV) or transit-only lanes in the future. This would improve travel time reliability and reduce operating costs for Barrie Transit, especially during peak periods.
- Designing transit stops as mini-hubs with shelters, real-time information, and comfortable waiting areas.
- Integrating transit hubs into large site redevelopments, such as Georgian Mall or Bayfield Mall, which already function as informal transfer points. Formalizing these as mobility hubs, with amenities like shelters, real-time information, and safe pedestrian access, would improve the rider experience and support increased ridership.





Big Move No. 8: Encouraging improved sustainability through architecture and design.

New buildings within the Bayfield Corridor should be encouraged to incorporate features and designs which minimize their environmental footprint wherever possible. The existing built form does very little to address the challenges of climate change, and outdated building

technologies and site design practices are exacerbating the risks of climate-related events such as flooding through poor stormwater retention and infiltration.

Realizing this Big Move could look like:

- Requiring on-site stormwater management technologies, such as bioswales or stormwater retention ponds.
- Providing zoning incentives to developments which incorporate net-zero designs.
- Encouraging large sites to explore district energy solutions.
- Promoting the inclusion of sustainable infrastructure in streets and open spaces.



6.4 Next Steps

This report has presented a proposed vision to guide future evolution of the Bayfield Corridor, and introduced a series of Big Moves that address priority issues and opportunities. These recommendations, establishing a foundation for the future Community Design Plan, have been based on an observational analysis of the Study Area, a background review of applicable policy and legislation as well as a review of other similar studies and projects in Canada and internationally. Collectively, these materials will present a starting point for consultation with the community, business owners, property owners and various City departments and agencies. Consultation will help ensure that the observations in this Report are reflective of other stakeholders' perspectives, and will begin to build buy-in to move into the next phase of the project. The next phase will involve preparation of land use concepts, which will translate the vision and Big Moves into a more specific plan along with key policy directions.

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