

# Bayfield Secondary Plan

Prepared by Municipality of Bluewater with Citizen Advisory Committee and Huron County

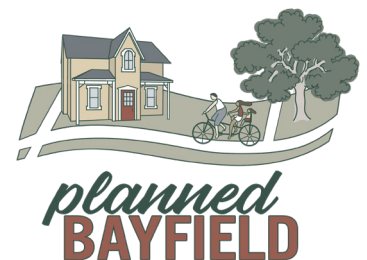
Planning & Development Department

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Approved by the Council of the Municipality of Bluewater (February 2023)



Photo Credit: Dianne Brandon Photography



## **Acknowledgements**

This document was prepared with input from a Citizen Advisory Committee including the following community members:

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## Executive Summary

During the 2016-2018 Five Year Review of the Bluewater Official Plan, residents expressed increased interest in employing a more detailed approach to urban design within Bayfield as well as the protection of cultural and natural heritage features. With Bayfield's growth potential and community interest, a Secondary Plan presented an opportunity to create tailored policies to inform future development applications, such as subdivision approvals and site plans, in way that are in keeping with the interests and long term vision of the community.

A Secondary Plan is a land use planning tool which identifies the context, key characteristics, and distinct identity of the study area and responds with specific policies to guide future growth and development. The purpose of the Secondary Plan is to outline and codify a framework to guide future change in the Village such that the heritage character is respected while allowing for the integration of the new development which serves the needs of existing and future residents.

This Plan provides long range policy direction for:

- Land use;
- Protection of natural heritage;
- Parks and open spaces;
- Coordination of infrastructure and transportation improvements, with a specific focus on active
- transportation;
- Urban design for public and private spaces.

The incorporation of the Plan into the Bluewater Official Plan, Zoning Bylaw, and other municipal tools such as Subdivision Approval and Site Plan Control, will allow for the policies in the Secondary Plan to shape future development. There have been limited development approvals in recent years because the Bayfield Wastewater Treatment Plant currently has no reserve capacity. It is anticipated that when additional capacity becomes available, Bayfield may experience a significant increase in development applications and the Secondary Plan will position the community to manage change, so new development is in keeping with the character of the Village.



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## Introduction

### 1.1 Project Area

This Secondary Plan covers the Settlement Area of Bayfield, Ontario, a community located on the eastern shoreline of Lake Huron, within the Municipality of Bluewater and the County of Huron. The Project Area includes a geographic area of 585 hectares (1,445 acres) which is uniquely bounded by Lake Huron to the west, the Bayfield River to the north and natural environment areas and prime agricultural lands to the east and south. Lands north of the study area are zoned for development but located within the Municipality of Central Huron and are not included in the Secondary Plan.

The Study Area contains a mix of land uses including residential, commercial, harbour, parks and open spaces, natural environment and floodway. Bayfield has significant natural areas within the urban settlement boundary and many popular community spaces including Clan Gregor Square, Pioneer Park, trails and the pier. Core commercial spaces surround Clan Gregor Square and run along Main Street, with retail stores, restaurants, and other businesses offering a vibrant commercial centre for the community.

### 1.2 The Plan and its Purpose

During the 2016-2018 Five Year Review of the Bluewater Official Plan, residents expressed an interest in developing a more nuanced approach to urban design and the protection of cultural and natural heritage features unique to Bayfield. A Secondary Plan allows the community to develop policies that shape future development and codify a framework that both respects Bayfield's heritage character and integrates development to serve the needs of existing and future residents.

#### *Relationship to Bluewater Official Plan*

It is intended that the direction within the Secondary Plan will be adopted within the Bluewater Official Plan as well as other implementing tools such as the Municipal Zoning Bylaw.

### 1.3 Goals

The following goals were identified by the community and are adopted by this Plan. Each goal is of equal importance:

- To promote and protect the community's sustainability;
- To maintain Main Street North and Clan Gregor Square as the social, economic and cultural centre of the Village;
- To protect and restore the natural areas within the Village including the Bayfield River and Lake Huron shoreline and to integrate climate resilience;
- Protect the authentic identity of the community and respect the cultural heritage assets;
- Promote design which fosters vibrant public spaces through built form, green space and active transportation; and
- To continue to build a complete community.

## 2. Land Use Policy

### 2.1 Commercial

#### *Preface*

Commercial land use within the study area is found along Bayfield Main Street North, Bayfield Main Street South, Bluewater Highway, and surrounding Clan Gregor Square. Bayfield Main Street North has the longest strip of commercial uses that are focused on services, boutiques, specialty retail stores, and restaurants. The historic fabric of the Main Street North and Clan Gregor Square is defined as much by the built form as it is by the spaces between. Bayfield is unique in that it is the only 'Main Street' in Huron County which does not feature a nineteenth century Victorian streetscape of attached buildings; it is a collection of individual buildings, separated by green space, an established tree canopy and a less hardened environment.

Bayfield has maintained day-to-day liveability by attracting and retaining core services for residents such as a grocery store, pharmacy, veterinary clinic, automobile garage, etc. These core services reinforce the authenticity of the village and allow residents to live year-round as well as support the strong tourism industry.

### *Goals*

- To protect the planned function of the Core Commercial Area as the centre of commercial activity while creating opportunities for complementary commercial development in other commercial nodes; and
- To promote an orderly pattern and high standard of design for commercial development and redevelopment.

### *Policies*

#### **Core Commercial Area**

1. The Core Commercial Area will continue to be the centre of economic, social and cultural activity in Bayfield and the preferred location of new retail development.
2. The Heritage Conservation District Plan and Guidelines are the dominant planning tool for Main Street North and Clan Gregor Square and direct how change is managed on properties within and adjacent to the District.
3. Clan Gregor Square anchors Main Street North and shall remain a public park and place of assembly for civic, cultural and recreational activities. New development around Clan Gregor Square shall be two stories in height and sympathetic in design to the heritage character of the area. No building shall be taller than the tower of Town Hall.
4. There is limited opportunity to expand the Core Commercial Area designation and thus, this area must be protected for core uses (retail, restaurants, small offices, service industries and accommodation). The decentralization of these uses from the Core Commercial Area will not be permitted unless otherwise contemplated in this plan.
5. Larger format retail and offices (greater than 280 sq. m. or 3000 sq. ft) shall be directed to the Core Area east of Hwy 21 or the Highway Commercial Area designation.
6. The Core Commercial Area is the preferred location of community facilities. New and existing community facilities are permitted within Core Commercial, and may convert to other uses such as commercial or residential without an amendment to the Plan or Zoning By-law.
7. Residential uses may be located above and behind non-residential uses fronting Main Street, and at street level around Clan Gregor Square. The residential properties north of Catherine Street are to be maintained as residential; this section of Main Street acts as the transition from the bustle of Main Street before the calm of the green.
8. On-street parking will continue to provide a significant amount of the parking requirements in the Core Area. Off-street parking shall be prohibited from occupying any street frontage on Main

Street or surrounding Clan Gregor Square, with the exception of those properties east of Highway 21, north of Howard Street. Where off-street parking abuts the street, a landscaped buffer will be required to create a sense of enclosure and enhance aesthetic appeal.

9. Adaptive reuse of buildings is encouraged to preserve village history and identity. Historic buildings and sites, no longer in use, should be rehabilitated to serve new purposes.

10. Existing residences in the Core Commercial Area may be extended, enlarged or re-established subject to section 9.4. of the Bluewater Official Plan (Non-conforming uses).

## Highway Commercial

### *Policies*

1. Highway commercial uses are oriented to highway related functions. They take on a variety of forms and share characteristics such as being essential to the operation of the highway system, are oriented to or economically reliant on serving vehicular traffic and the travelling public, they require large tracts of land for large buildings, extensive parking and loading operations, require access to a major road, and provide neighbourhood convenience goods or services.

2. Highway Commercial areas will be developed to complement and not compete with or undermine the Core Commercial Area.

3. Large space users which are not of a highway commercial nature may be permitted in this designation subject to rezoning provided that insufficient space is available in the Core Commercial Area, and can identify a market need and no undue negative impact on the Core.

4. The design of new development should respond to the village context and be pedestrian oriented. All new Highway Commercial developments must demonstrate compliance with the 'Bayfield Site Design Guidelines' which will be enforced through the Site Plan Control process.

5. Access to and within Highway Commercial areas will be highly connected and cater to those accessing services through active transportation. To achieve this, internal sidewalks are required and must be connected to existing trails or provide connection potential for future connections.

## Industrial

No heavy industry exists or is proposed for the Village. Harbour related industries are permitted within the Marina designation. A defined list of light industries which support the cultural and commercial underpinnings of the Village, such as artisan studios or brewery/distillery, will be permitted in the Highway Commercial designation.

## 2.3 Residential

### *Preface*

The majority of residential buildings in the study area are considered low-density development. Bayfield's residential neighbourhoods can be characterized by several factors: the time period in which they were established; whether designed before or after the introduction of municipal sewers; and seasonality (ie. utilized as cottages or as full time residences).

While many cottages have transitioned to year round use, some residents have opted to remove the original cottages and replace them with new structures, designed for year-round residential use. Others remain utilized on a seasonal basis; 33% of dwellings in Bayfield remain used on a seasonal or non-permanent basis.

### *Definitions*

Low Density residential consists of single detached, semi-detached, duplex, triplex and converted dwellings. Low density areas permit two additional residential units for a total of three units with a maximum of one within a detached, accessory building.

Medium Density residential includes low density uses, triplexes, fourplexes, rowhouses and multiple unit residential buildings not exceeding three storeys.

High Density residential includes apartments, and other multiple unit residential buildings which are 3 to 4 storeys in height.

Old Bayfield: Old Bayfield is bounded by Bayfield Terrace in the North, Tuyll Street in the West, Cameron to the South and Sarnia Street in the East. Old Bayfield is characterized by historic and modern single detached dwellings. There a handful of semi-detached dwelling and one apartment building in this area.

The Ranges: The Ranges were laid out as part of Stanley Township and a portion fall within the present day boundary of Bayfield. Of the approximately 290 acres designated for future residential development in the Ranges, approximately 200 acres contain significant natural features. The development of this area of Bayfield must conserve natural areas.

South of Cameron: Cameron Street forms an east-west divide, delineating between 'Old Bayfield' and 'New Bayfield'. All of the development south of Cameron, save for Tuyll Street, was developed after the introduction of municipal sanitary sewers; this is significant as it speaks to why the lot sizes and degree of lot coverage shifts distinctly (as green space for septic system beds were no longer required). South of Cameron is home to the most recent developments in Bayfield: The Meadows, Mews and Fawn Creek with the Meadows and Mews being examples of medium density developments.

### *Goals*

- To provide a broad range of housing options, in sufficient supply and variety in type, size, tenure and cost to meet the varying housing needs of the community,
- To maintain and create attractive, and healthy residential neighbourhoods,
- To diversify the housing stock to include options other than single detached dwellings for the purpose of creating healthy, mixed use neighbourhoods;
- To permit and facilitate residential intensification, including Additional Residential Units, and direct this development to locations where land, infrastructure and service facilities are efficiently used; and
- To encourage the integration of new residential development into established neighbourhoods with consideration of the character, context and design of the surrounding area.

### *Policies*

1. New residential development shall be permitted in areas designated as Residential or in other designations where permitted by the policies of this Plan.
2. Residential intensification and the development of currently designated lands will form the primary method of meeting new housing demand. It must be demonstrated that there is an insufficient supply of vacant lands to permit residential uses and that no reasonable or feasible



opportunity for intensification exists prior to the designation of any other new land for residential purposes.

3. New residential development, including infill, will occur at a density which efficiently uses land, resources, infrastructure, public lands and community facilities. Where infill is proposed in Old Bayfield, heritage attributes will be retained wherever possible and new development will be integrated in an appropriate manner with consideration to the established scale and design of the neighbourhood.

4. Exterior design control applies to residential properties containing eleven or more units and will be enforced through Site Plan Control. Demonstrated compliance with 'Bayfield Site Design Guidelines' is required.

5. Natural features including tree cover and topography will be protected, enhanced and incorporated into new design wherever possible and landscaping will be used to enhance the residential character and quality.

6. Additional Residential Units are permitted in all areas of Bayfield subject to the requirements of the Zoning By-law and the Municipal Servicing Bylaw. The County's Additional Residential Unit Guideline gives examples of how appropriate site planning measures can be used to ensure compatibility with adjacent residential uses. A maximum of two Additional Residential Units are permitted per property with one unit permitted to locate in a detached accessory structure.

7. Home occupations are permitted in Residential areas provided the use:

- Is clearly secondary and does not change the residential character of the dwelling or accessory building;
- Does not cause traffic, noise, safety or other nuisance concerns; and
- Complies with the Zoning Bylaw.

8. Home industries are not permitted in Residential areas.

9. The Zoning By-law will establish low, medium and high density residential areas. Medium density development may be integrated with low density areas provided they are low rise and do not exceed three storeys.

10. Higher density uses are encouraged to locate on arterial streets, on select sites near the Core Commercial Area and in newly developing areas. Sites should be located near parks and open spaces where possible.

11. Residential development within existing neighbourhoods which contributes to an efficient use of land and infrastructure, and promotes affordability will be encouraged provided compliance is demonstrated with the County's Residential Intensification Guidelines through an Urban Design Brief.

12. In newly developing areas, the deeming of lots to facilitate the construction of larger dwellings and accessory buildings is not permitted.

13. In new and developing areas, the following development standards apply:

- The expansion of residential areas will generally be by registered plan of subdivision or condominium;
- New residential development should occur at a density which effectively uses land, resources, infrastructure, and community facilities;
- New developments will be designed and phased in a way to maintain a continuous urban form, interconnected road and servicing network, and will be staged to the availability and capacity of Municipal services;
- A minimum density of 15 units per hectare is required where site conditions permit though density calculations are to exclude areas with significant natural features;

- Submission of Urban Design Brief which outlines how the design of the subdivision or development complies with the County Residential Intensification Guideline, particularly the Guidelines for New Neighbourhoods, and has considered the local context of the Village;
- A connected community trail must be incorporated in lieu of sidewalks and must link with existing developments and/or provide opportunities for future linkages; and
- Enhanced tree planting along arterial and internal streets is required. Accommodating enhanced street trees is made possible due to the space made available within the 66ft road allowance by not providing sidewalks.

14. Areas designated Residential with a Natural Environment Notification Overlay are lands on which development may be considered after an evaluation of the ecological function of the area is completed. An Environmental Impact Study will be required as a complete application for any large, undeveloped property at the time of re-zoning for development. Once a property has been evaluated and permissions for development granted, the portions of the property which are to remain in a natural state will be designated and zoned Natural Environment. Where an Environmental Impact Study is supportive of development, new development will be required to submit a tree savings plan.

## **2.4 Community Facility**

### *Preface*

There is not a full set of policies within the Bluewater Official Plan for Community Facilities but rather policies within the 'Settlement Area' section. The following are identified amendments for the Bayfield Settlement Area.

### *Policies*

1. Community facilities should be located where they can best serve the public. Community facilities are primarily directed to the Core Commercial Area. Minor Community Facilities shall be establishing by rezoning where not already permitted. Major Community facilities locating outside of the Core or Highway Commercial Areas shall require an Official Plan and Zoning By-law Amendment.
2. Infrastructure such as stormwater management ponds and pumphouses may be designated Community Facility but are permitted in all designations.

## **2.5 Parks, Open Space and Linkages**

### *Preface*

There are several privately owned parks and open spaces in Bayfield including Pioneer Park, The Flats, and Agricultural Society Park. In 2021, a portion of the 'Century House' property (34 Bayfield Terrace) was donated to Pioneer Park to be used as parkland. Other recreational assets are located on municipal lands but were built and are maintained by a volunteer group, such as the International Croquet Club.

Municipally owned parks, including Clan Gregor Square which is the focal point of the Heritage Conservation District and Core Commercial Area, provide a space for civic, recreational and passive activities. There are several small parks, sometimes referred to as 'pocket parks or parkettes', such as Ninian Woods Park (located at the corners of Fry and Victoria Streets) and one within Bayfield Meadows at the corner of Sweetgrass and Thimbleweed Streets. A green space is also maintained on Carriage Lanes with minimal programming.

### *Goals*

1. To recognize the importance of parks and open spaces for physical, mental, social and climate health.
2. To provide a comprehensive system of parks, open spaces and urban forests.
3. To ensure that parks are connected to other green spaces and community destinations through linkages and trails wherever possible.
4. To establish access to the Lake Huron vista through the development of lake-side parks.

### *Policies*

1. Parkland will be provided in sufficient amount and location to serve the needs of residents and to enhance Bayfield as a tourism destination.
2. The conversion of park spaces to any other land use will not be permitted.
3. Parks and public spaces will be acquired and developed through the development process (parkland dedication, donations, bequests and public purchase).
4. The Municipality will give preference to physical parkland rather than cash in lieu for Plans of Subdivision within the Bayfield Settlement Area. The dedication of natural spaces as parkland will be given priority, particularly where there is opportunity to link the space with natural areas on abutting lands. Hazard areas and stormwater facilities will not be accepted as parkland.
5. The desired service level for parks will be one park, open space, urban forest or recreational asset within eight hundred metres (800m) of every dwelling.
6. In newly developing areas, the goal is to create a connected green network wherein park spaces are connected with a trail system.
7. To provide equitable access to the many benefits of natural spaces, the development of a public Urban Forest within the Bayfield Settlement Area is desired. The dedication of natural spaces as parkland will be given priority, particularly where there is opportunity to link the space with natural areas on abutting lands.
8. Where new parks are proposed, the design of the park should avoid an overly manicured and landscaped space in favour of a more natural approach which responds to local history, existing grade, natural areas, integration with active transportation, and preference for natural materials.
9. The parkette located at the western terminus of Victoria Street is intended to be a passive, unprogrammed space serving Village residents who walk or cycle to the space.

## **2.6 Natural Environment**

### *Preface*

Bayfield has the enviable position of being bordered by both Lake Huron and the Bayfield River; this privilege comes with great responsibility with respect to the protection of the natural environment. The Bayfield Settlement Area has the highest percentage of natural area within its settlement area boundary when compared with other settlement areas in the County; of the 458 acres designated for future residential development, 284 acres contain natural environment features (which represents 62%). The protection of natural spaces must be carefully balanced with future development. The vast natural spaces in Bayfield provide many ecological functions such as providing wildlife habitat, improving air quality, reducing stormwater runoff, mitigating heat, enhancing biodiversity, reducing soil erosion, and providing carbon storage and sequestration (Green Infrastructure Ontario, Benefits of the Urban Forest, 2016). By protecting and enhancing natural spaces at the time of development, the Settlement Area of Bayfield will

be better positioned to respond to changing climatic conditions. In this way, the significant natural spaces should be considered and protected as community infrastructure.

### *Goals*

- To protect, restore and enhance natural areas through wise management;
- To protect water resources including groundwater, streams, gullies, Bayfield River and Lake Huron;
- To promote bio-diversity within the Settlement Area;
- To provide public access to natural spaces and work with community organizations to develop an integrated trail network;
- To heighten public awareness, increase stewardship and enhance community cooperation for protection of the natural environment; and
- To protect people and property from natural hazards such as flooding, erosion, ice jamming and storm surges.

### *Policies*

1. Areas designated Natural Environment include natural heritage features such as the forests and riparian area, natural hazards such as gullies, the shoreline and lakebank, and areas subject to flooding. Habitat for threatened or endangered species and the Area of Natural and Scientific Interest are also designated Natural Environment.
2. Natural areas will be protected, restored and enhanced to protect their ecological function.
3. Development which is proposed either within or abutting natural areas must demonstrate no negative impact. Areas designated Residential with a Natural Environment notification are lands on which development may be considered after an evaluation of the ecological function of the area is completed. An Environmental Impact Study will be required as a complete application for any large, undeveloped property at the time of re-zoning for development. Once a property has been evaluated, the portions of the property which are to remain in a natural state will be designated and zoned Natural Environment. Where an Environmental Impact Study is supportive of development, new development will be required to submit a tree savings plan.
4. Development and site alteration will not be permitted in the Bayfield River Valley (defined from the top of bank to the corporate municipal boundary in the river) except for accessory structures and uses associated with hiking trails, marina, and flooding/erosion control in accordance with the requirements of the Ausable Bayfield Conservation Authority.
5. Development and site alteration will not be permitted on the Lake Huron bluff (defined from the top-of-bank to the toe-of-bank) except for accessory structures associated with walking trails, municipal parks, or flooding/erosion control.
6. For land uses abutting natural environment areas, the Zoning By-law will establish setbacks and other measures to protect natural areas from development encroachment, and to protect development from natural hazards.
7. The passive use of natural areas, including the development of trails, is encouraged.

## **2.7 Recreation/Seasonal Areas**

### *Preface*

In the Bayfield Settlement Area, recreational areas are defined as including campground and trailer park uses, golf courses, parks and open spaces. These recreational land uses are often characterized by seasonal use.

For the purpose of the Secondary and Official Plan, the Recreation designation applies to Paul Bunyan Trailer Park. The other seasonal area, Rainbow Valley Campground, is designated Natural Environment, owing to its location in the floodplain of the Bayfield River. Many of the urban recreational uses such as parks, fairgrounds, ball diamonds, trails, etc. are designated as Community Facility, Natural Environment and/or Parks and Open Space.

### *Policies*

1. Existing development is permitted to continue.
2. No additional recreational development is permitted in or abutting the Bayfield Settlement Area unless it is fully serviced.
3. The following development standards shall apply to all development in the Recreation designation:
  - Development will proceed in accordance with a detailed site plan and development agreement addressing design, site pattern, phasing, services, landscaping, communal areas and community facilities;
  - Development must be compatible with surrounding uses;
  - No development will be permitted on the lake bank, beach, beach vegetation area or within river valleys. Setbacks from slopes will be determined with input from the Conservation Authority;
  - Natural features and functions will be protected. The design will be harmonized with natural features, including topography and woodlands;
  - Vehicle access will be provided by a public road developed to municipal standards;
  - Adequate services, including water supply, sewage disposal, storm water management, and drainage shall be provided to the satisfaction of the municipality and governing agency;
  - The appropriate zoning is in force;
  - Trailer sites shall be limited to seasonal and recreational occupancy and will not be used as a continuous year-round dwelling;
  - Existing recreational areas shall not be further intensified (ie. no new sites created);
  - Where a site is anticipating significant impacts from natural hazards (ie. flooding, ice jams), the site will either be relocated elsewhere on the subject property or will cease in use;
  - Communal amenity areas and open spaces shall be provided to a high standard;
  - Municipal water and sewer is required;
  - Access to the beach shall be provided over land owned as part of the trailer park if possible;
  - The trailer park shall be under one ownership, with no individually titled properties.

## **2.8 Harbour and Open Water**

### *Preface*

The Marina designation applies to lands surrounding the mouth of the Bayfield River. The marina contains several different areas: the federally owned portions which are rented out to primarily pleasure craft and some fishing boats, Harbour Lights Marina on the North side and South Shore Marina.

### Goals

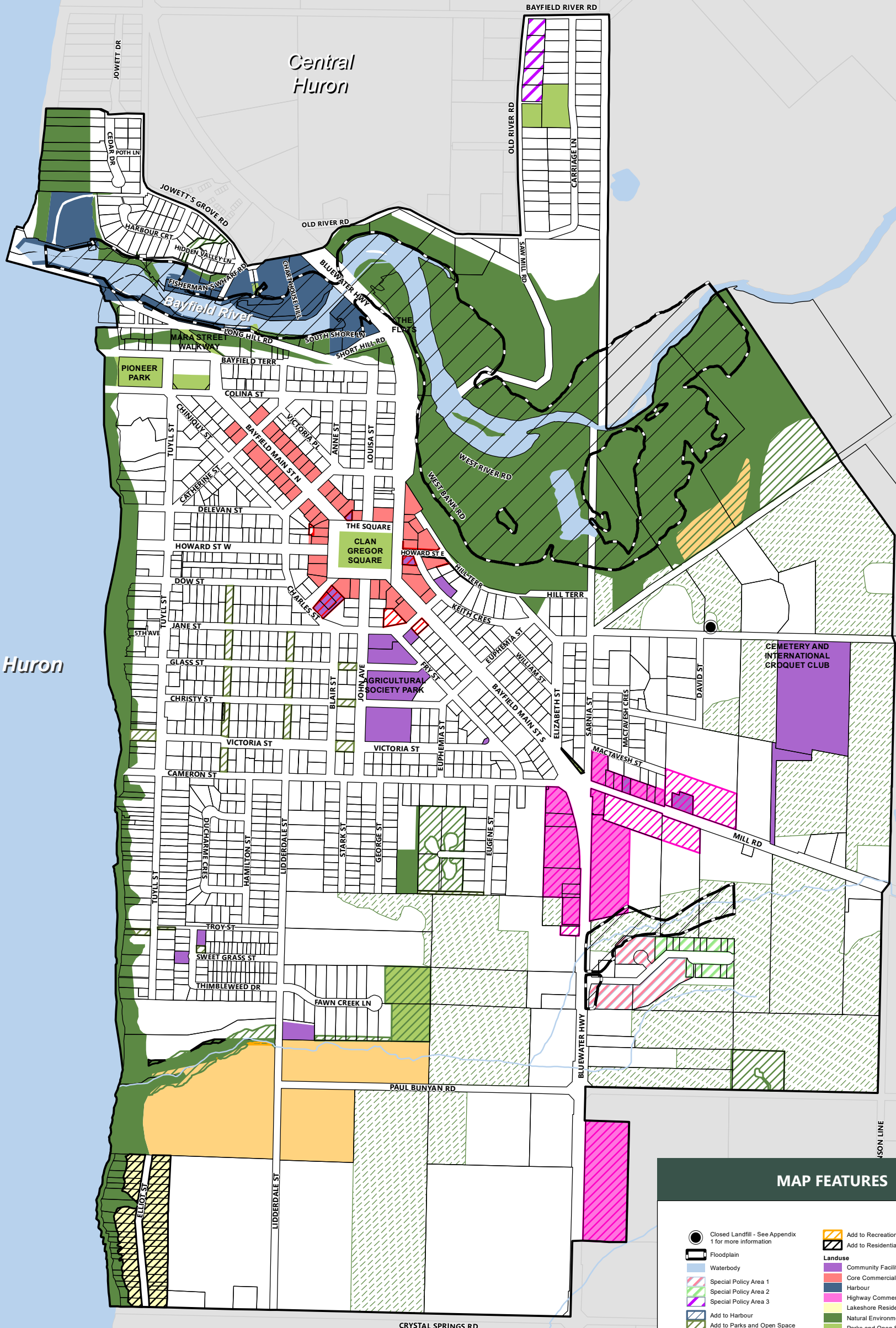
- To maintain public access to the waterfront on the south shore;
- To maintain access for pleasure boats and fishing industry boats;
- To protect and revitalize the North shore for marine-related businesses and activities;
- To celebrate the rich marine history of Bayfield; and
- To respect the natural hazard functions of the River and Lake.

### Policies

1. Preserve built cultural heritage fabric through the maintenance of the remaining buildings on the North shore of the marina.
2. The land on the south side of Fisherman's Wharf Road is owned entirely by the Federal Government (Department of Fisheries and Oceans). Some of the buildings are representative of fish huts and should be retained for cultural heritage value.
3. Only marine-related and accessory tourism businesses are permitted to locate within the Marina designation. Temporary commercial uses, such as the renting of paddleboats or kayaks, is permitted on the south side provided no permanent facilities are required and said businesses obtain a license from the Municipality.
4. Any development in the marina is required to comply with marine archaeology assessment requirements.
5. The design of buildings, uses and landscaping will be compatible with the existing development and uses within the Marina, and will be appropriate for a nautical location and of historic character, where appropriate.
6. Proposals for new or expanding development will site and design building facilities that:
  - Consider site topography, vegetation, soil, and drainage;
  - Are compatible with surrounding uses;
  - Are designed to integrate with the waterfront setting;
  - Consider nearby heritage resources;
  - Are serviced by municipal water and sewer; and
  - Where owned by a government entity, the public will have access to the waterfront.
7. An EIS may be required to assess the effect of a proposed development on the natural environment and to determine, where appropriate, measures necessary to mitigate impacts. Studies may also be required to satisfy the requirements of the Ausable Bayfield Conservation Authority.
8. The Open Water designation includes the Bayfield River and Lake Huron between the shore and the corporate municipal boundary.
9. The Open Water will be kept free of structures except for those required for shipping, navigation, flood/ erosion control, harbour protection and walls, and the Highway 21 Bridge. Piers, docks, groynes, retaining walls, breakwaters and similar structures will be permitted with appropriate environmental impact assessments in accordance with the requirements of regulating agencies.
10. Land reclamation activities by major backfilling to increase the land area for marina uses may be permitted subject to:
  - necessary studies of the effects on sedimentation, river flows, flooding, ice jamming, erosion, marine archaeology and other possible effects;
  - the approval of regulating agencies, and
  - an amendment to the Official Plan and Zoning By-law.

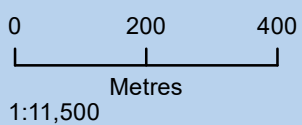
# BAYFIELD SECONDARY PLAN

Schedule "D" Landuse Draft



Lake Huron

Central Huron



NOTES:

## MAP FEATURES

- Closed Landfill - See Appendix 1 for more information
- Floodplain
- Waterbody
- Special Policy Area 1
- Special Policy Area 2
- Special Policy Area 3
- Add to Harbour
- Add to Parks and Open Space
- Add to Core Commercial
- Add to Highway Commercial
- Add to Natural Environment
- Add to No Designation
- Add to Recreational
- Add to Residential
- Community Facility
- Core Commercial
- Harbour
- Highway Commercial
- Lakeshore Residential
- Natural Environment
- Parks and Open Space
- Recreational
- Residential
- Residential (NE Notification Area)

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Last Modified 1/17/2023

## ***Implementing the Secondary Plan within the Municipality of Bluewater Comprehensive Zoning By-law***

The policies of the Bayfield Secondary Plan are intended to be adopted within the Bluewater Official Plan, which is the guiding land use planning document for the Municipality. The primary tool for implementing the vision of the Official Plan and Secondary Plan is the Municipal Zoning By-law; passed in 2015, the Bluewater Zoning Bylaw is a recent document that provides appropriate direction for many aspects of Bayfield's development. To translate the vision of the Secondary Plan into applicable law, and specifically to ensure the character of Bayfield's residential and commercial areas is maintained, amendments to the Zoning Bylaw have been identified as necessary.

The recommended amendments to 'codify' the vision of the Secondary Plan are summarized in text boxes within each zone type.

### **Residential**

#### *Zoning (Low Density (R1), Medium Density (R2) and High Density (R3))*

The existing zoning of residential properties in Bayfield is recommended to be maintained with the exception of residential properties on Main Street North which are located within the Heritage Conservation District. In order to maintain compliance with the goals and objectives of the District Plan, a new zone, Heritage Residential (HR1) is recommended for these properties.

Further, the lots along Elliott Street will remain zoned Lakeshore Residential (LR1) until such time municipal servicing infrastructure is extended to this area.

**Recommendation:** Introduce new Heritage Residential (HR1) Zone for residential properties within Bayfield's Heritage Conservation District.

#### *Residential Building Types*

Currently, the Zoning Bylaw permits single detached units and group homes in Bayfield's Low Density Residential areas (zoned R1). The Residential Medium Density (R2) zone permits a wider range of dwelling types including single detached, semi-detached, duplex triplex, quadraplex, converted dwellings up to four (4) units and multiple attached (rowhouse) dwellings up to four (4) units.

Currently, the only properties zoned R2 in the Village are the multiple attached units (rowhouse) within the Bayfield Meadows, Bayfield Mews, and Keightley developments and the lots fronting Hwy 21 on the west side, south of the Highway Commercial Area.

In an effort to provide more housing choice, it is recommended that a wider range of building types be permitted in the R1 Zone including Additional Residential Units (ARUs); in addition, this change is now required by the *More Homes Built Faster Act (2022)*. The maximum height in the R1 zone will be 2 storeys.



For the R2 Zone, it is recommended that the unit limit for multiple attached dwellings (or rowhouses) be removed and that a multi-unit residential building (ie. apartment) to a maximum height of 3 storeys be permitted. It is anticipated that R2 will be the primary zone applied to newly developing areas.

**Recommendation:** Permit single detached, converted dwelling, single detached with maximum of two (2) Additional Residential Units, semi-detached, duplex and triplex dwellings within Residential Low Density Zone (R1).

**Recommendation:** Remove the unit limitation for multiple-attached (rowhouse units) and permit multi-unit residential buildings up to a maximum of 3 storeys as of right in the Medium Density (R2) zone.

#### *Lot Design, Building Placement and Form*

The Zoning By-law regulates lot design and general form through the following provisions:

- Minimum Lot Size;
- Minimum Lot Frontage (width along the street) and Depth;
- Maximum Lot Coverage (relationship between built form and open space on the lot);
- Minimum Landscaped Open Space;
- Minimum Front, Rear, and Side Yards Setbacks; and
- Maximum Height.

The provisions of the Zoning By-law allow a resident to anticipate the form of a new dwelling on an abutting lot but does not regulate the design of the dwelling. The permitted heights in the R1 zone is currently 14 metres (46 feet) which would accommodate a 3 storey building. Maximum height is proposed to be reduced to 9 metres (two storeys) in R1 and and 13 metres (3 storeys) in R2. The maximum height in high density (R3) areas is currently 3 storeys and is proposed to increase to 4 storeys. For new lot creation, lot frontage and overall size will serve as the key factors; it is recommended that the requirement for minimum lot depth be removed because private services are no longer required).

**Recommendation:** Eliminate the requirement for lot depth.

**Recommendation:** Reduce maximum height in R1 zone from 14 metres to 9 metres (2 storeys)

**Recommendation:** Reduce maximum height in R2 zone from 14 metres to 13 metres (3 storeys)

**Recommendation:** Increase maximum height in R3 to 4 storeys.

#### *Character and Dwelling Design*

The character-defining features of Bayfield's long established residential streets include:

- a) the lots have ample open space (originally to accommodate septic beds which were required until public sewer installation in the late 1990s);
- b) the canopy of the street trees is well established and extensive;

- c) the dwellings are more modest in size, due in large part to the fact that most were originally used as seasonal cottages;
- d) dwellings are located closer to the streetline; and
- e) where garages exist, they are detached.

Along more recently developed streets, the character is influenced by the lack of treescape, increased size of dwellings, the placement of the dwellings further back on the lot and the visual impact of attached garages.

The Zoning Bylaw can influence the placement of dwellings on the lot by establishing both a minimum and maximum front yard setback. This creates a predictable and yet slightly flexible building line along the streetscape. The Zoning Bylaw cannot influence the colour, architectural style or materials in a dwelling design but can influence the form based aspects of design such as the relationship between dwellings and attached garages.

Modern dwellings are likely to have a garage and when attached, garages have the potential to overwhelm the design of the dwelling, detracting from the visual appeal as well as interaction between the public and private realms. To limit the visual impact of attached garages, the R2 zone requires that for multiple attached dwellings (rowhouses), the width of the attached garage be no more than 40% of the width of the overall unit width and the garage must be recessed from the front of the unit a minimum of 1 metre. It is recommended that this approach be extended to other dwelling types including semi-detached and single detached. Garages that are flush with or recessed from the remainder of the dwelling allow the front entrance/porch to remain the focal point of the design. The Bluewater Zoning Bylaw encourages this by allowing for covered and uncovered porches to encroach into the front yard.

**Recommendation:** Introduce a maximum front yard setback of 9 metres in the R1 and R2 zones. Maintain existing front yard setback at 6 metres.

**Recommendation:** For single and semi-detached dwellings, where an attached garage faces the street, the maximum permitted outside width of the garage shall be as follows:

- On lots with greater than 18 metres frontage: Garage width is maximum of 45% of overall dwelling width
- On lots with 18 metres or less frontage: Garage width is maximum of 50% of overall dwelling width
- On any residential lot, projection of garage from front of dwelling: maximum 0 metres

**Recommendation:** For multiple attached units, the width of the attached garage be increased to 55% of overall unit width to accommodate for the narrow design of this built form.

### *Parking Areas*

The Zoning Bylaw requires a minimum of 1 parking space per dwelling unit with the exception of multi-unit buildings (eg. apartments) where the requirement is 1.5 spaces per unit. The majority of properties in Bayfield feature at least 2 parking spaces and many contain up to 4 spaces.

From a residential character perspective, the paving of the front yard to accommodate for multiple parking spaces is discouraged and the landscaping of the front yard is encouraged.

**Recommendation:** Reduce the maximum width of residential entrances and driveways from 9 metres to 6 metres.

**Recommendation:** For R1 properties, apply a minimum landscaped open space requirement in the front yard of 50% which shall not include hard surfaced areas such as driveways, parking areas, or walkways.

**Recommendation:** Amend the definition of 'landscaped open space' to include hard and soft landscaping such as armour stone patio and xeriscaping.

### *Accessory Buildings*

Currently, accessory buildings in residential area are permitted to be a maximum of 6 metres (20 feet) in height and for size, the smaller of 50% of main floor area of dwelling or 10% of zone area. Note that an overall lot coverage maximum of 35% also applies.

For most properties, the size relationship between the existing dwelling will be the limiting factor for the accessory building, particularly if the main dwelling is a seasonal cottage which tended to be more modest in size.

The setback for accessory buildings to property lines in residential areas is currently 1 metre. It is recommended that a sliding scale be introduced whereby the setback increases based on the height of accessory building. Additionally, it is recommended that the setback be increased to a minimum of 3 metres where the accessory building contains an Additional Residential Unit.

**Recommendation:** Maintain existing size relationship but and also apply to accessory buildings containing Additional Residential Units.

**Recommendation:** Introduce a minimum setback of 3 metres where an accessory structure contains an Additional Residential Unit.

### *Multi-Unit Dwellings*

Within the Bayfield Settlement Area only, the Zoning Bylaw currently applies a 'residential dispersion measurement'. This measurement stipulates a minimum distance between properties where buildings contain 3 or more residential units. This provision is considered to be a dated approach and contravenes the More Homes Built Faster Act (2022). There are examples of

attractive and desirable developments in Bayfield, such as the Meadows and Mews, where this provision is not met which supports the recommendation for its removal.

**Recommendation:** Delete the 'residential dispersion measurement' from the definitions and general provisions (Section 3.27).

## Commercial Areas

### Core Commercial (Main Street North & Clan Gregor Square) (C4)

The Core Commercial Zone (C4) currently applies the same set of provisions to the Main Street Areas of Hensall, Zurich and Bayfield. Many aspects of the approach are appropriate but there are some variations required to the Bayfield Main Street to reflect the form and the Heritage Conservation District Plan.

The current zoning approach does not require an interior side yard setback. In order to facilitate drainage and to maintain separation and open space between buildings (a defining feature of Main Street North and properties around Clan Gregor Square) it is recommended that an interior side yard setback of 1.5 metres apply for Bayfield Main Street. Maintaining separation would also allow for the planting of trees on private lands along Main Street.

A more nuanced approach to minimum height requirements is necessary along Main Street. Currently, the minimum height requirement is 2 storeys where the property abuts a 2 storey building except where a 1 storey building is being replaced. Because so many of the buildings along Main Street are 1.5 storeys in height, the opportunity to replace a 1.5 storey building should be included as an amendment.

There are currently no size limitations on permitted uses within the Core Commercial Area. To prevent the establishment of 'big box' retail or a large office, it is recommended that a maximum size be applied to the following uses: 'business or professional office', 'department store', and 'general store'. The recommended maximum per commercial unit is 275 square metres (approximately 3000 square feet); one property could contain multiple commercial units but would, through the Heritage Conservation District Plan, be required to have articulation between units.

**Recommendation:** Require minimum interior side yards of 1.5 metres within the Bayfield Settlement Area.

**Recommendation:** Permit the rebuilding of a 1.5 storey building within the C4 zone.

**Recommendation:** Introduce a maximum size of 275 square metres for 'business or professional office', 'department store' and 'general store' within the C4 zone that is specific to the Bayfield Settlement Area.

### Highway Commercial (C3)

The Highway Commercial (C3) Zone permits a range of businesses which require highway frontage (such as fuel stations), large land bases or are otherwise unable to be accommodated in the Core Commercial Area (C4). The Highway Commercial Area is proposed to expand to properties along Mill Road in proximity to the Mill Road/Hwy 21 intersection (County Road 3). In response to feedback on recent developments, it is recommended that a 'drive thru restaurant' be removed from the C3 zone for the Bayfield Settlement Area. Additionally, commercial rental storage units are to be removed and a stricter limit introduced on outdoor storage accessory to a commercial use.

To facilitate developments which may be too large to locate in the C4 area, it is proposed that the list of permitted uses in the C3 area be expanded to include select community facilities, artisan studios, and brewery/distillery/winery.

It is proposed that the parking requirements for Highway Commercial be amended to require that parking areas with over 30 spaces provide a minimum number of bicycle parking spaces.

**Recommendation:** Remove 'drive thru restaurant' as permitted use in Bayfield Settlement Area.

**Recommendation:** Remove 'commercial storage warehouse (rental units)' as permitted use in Bayfield Settlement Area.

**Recommendation:** Limit Outdoor Storage accessory to a commercial use to 'not exceeding the ground floor area of the main building on the property'.

**Recommendation:** Add 'artisan studios', 'brewery/distillery/winery', 'daycare', 'day centre', 'community facility – public service facility, and 'art or cultural facility over 450 square metres' to list of permitted uses specific to Bayfield Settlement Area.

**Recommendation:** Require that for parking areas with 30 or more required vehicle spaces, a minimum of 10 cyclist parking spaces are provided.

### Harbour Commercial (C1)

The Harbour Commercial (C1) zone permits uses which have a demonstrated need to be within the marina area; these uses include boat building and launching, fishery, marine supply and service establishment, marine museum, marina, etc. It is recommended that 'amusement arcade' be removed from the list of permitted uses as it is not warranted in this important and limited geographic area.

**Recommendation:** Remove 'amusement arcade' from the permitted uses in the Harbour Commercial (C1) zone.

### **Open Space & Natural Environment (OS & NE2)**

Open Space (OS) zoning will apply to public and privately owned park spaces. The proposed park at the lakeside end of Victoria Street will be zoned OS as well as the unopened road allowances which are to be new 'linear parks'.

Natural Environment (NE2) zoning will be applied to areas which are known to contain significant natural areas or have been previously evaluated through a development proposal.

Areas which have not be evaluated with be zoned Future Development with a Natural Environment Notification Area Overlay which indicates that an Environmental Impact Study is required prior to any development in that area.

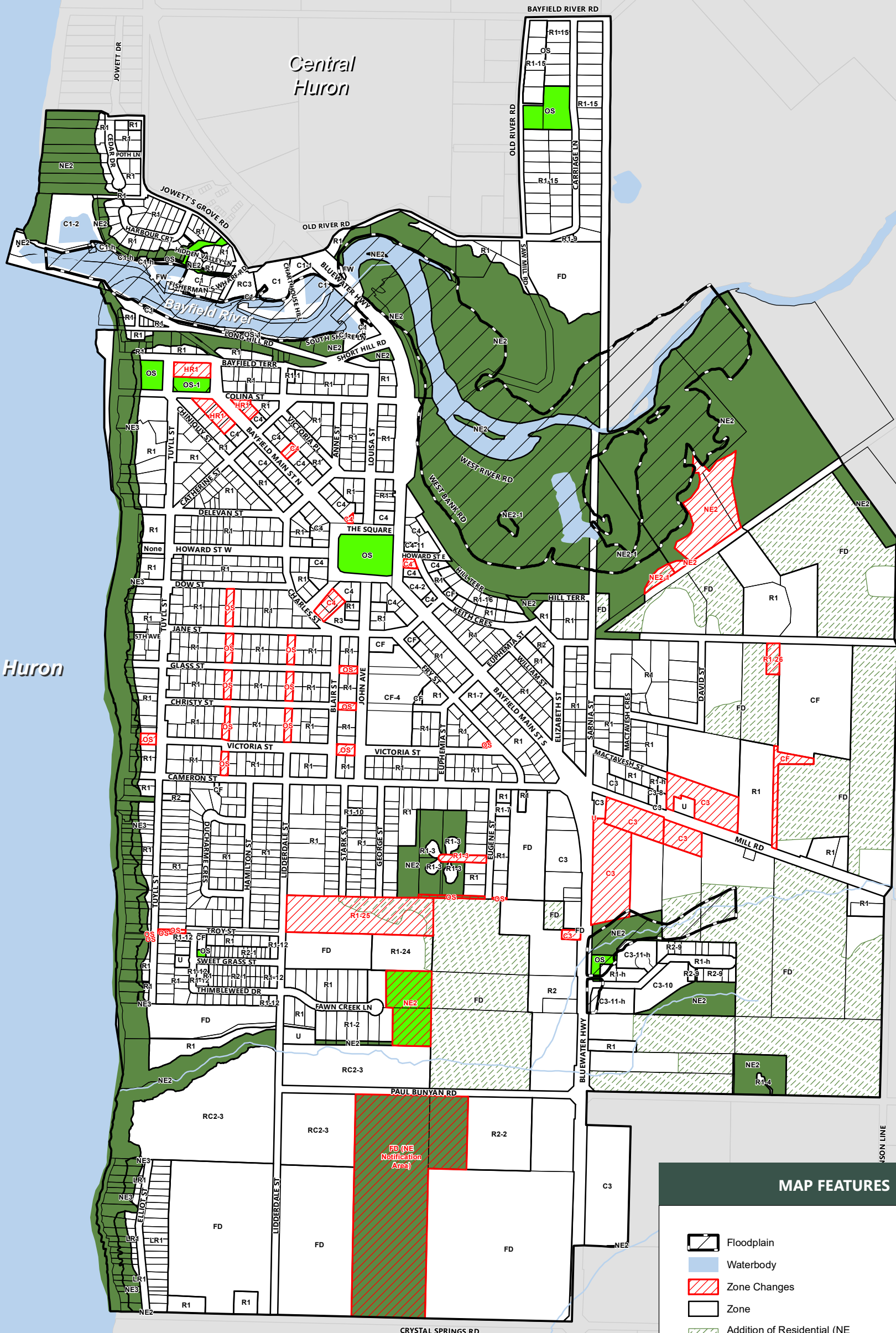
### **Summary and Next Steps**

The identified amendments will be presented to Council in the form of a Zoning By-law Amendment and will accompany a zoning schedule with identified changes. This amendment will require formal approval through the Planning Act process for amendments to the Comprehensive Zoning Bylaw.

Additional amendments to the Zoning Bylaw to implement the vision of the Secondary Plan may be identified through public consultation.

# BAYFIELD SECONDARY PLAN

Schedule "H" Zoning Draft



Lake Huron

Central  
Huron

## MAP FEATURES

- Floodplain
- Waterbody
- Zone Changes
- Zone
- Addition of Residential (NE Notification Area)

0 200 400  
Metres  
1:11,500

NOTES:

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Last Modified 1/17/2023

## Bayfield Site Design Guidelines

The following outlines priorities for site design with the goal of ensuring the design of new development is in keeping with the Bayfield aesthetic. Site Plan Control will be the main tool for implementing design direction in Commercial Areas, for Residential properties with eleven units or more (11+) and for new Community Facilities.

For the purpose of Site Plan Control, matters of site design are subject to review and approval pursuant to Section 41 of the Planning Act. The appearance of elements, facilities and works on the land or any adjoining highway under a municipality's jurisdiction is not subject to site plan control, except to the extent that the appearance impacts matters of health, safety, accessibility, sustainable design or the protection of adjoining lands.

All new development must have regard for the following:

### *Built Form*

1. New development should contribute positively to the streetscape through built form and landscaping. Height, massing, orientation and layout of buildings should promote the creation of a pedestrian-scale environment.
2. Design of new or redeveloped buildings and public spaces shall facilitate access and use by persons with disabilities and limited mobility.
3. Built form will be enhanced through the following objectives:
  - Buildings should be designed to create a sense of identity through massing, form, placement, orientation, scale, architectural features, and landscaping;
  - Building design and placement must be compatible with the existing and planned surrounding context;
  - Buildings should be positioned in such a way to define functional and secure pedestrian access from the street and parking areas to the main accessible entrance of the building;
  - To achieve compatibility between different land uses, development will be designed to accommodate an appropriate transition through landscape buffering, spatial separation, and compatible built form;
  - Buildings will present varied and visually permeable façades to all adjacent streets and amenity spaces through the use of windows, entry features, and human-scaled elements;
  - Buildings located on corner properties are encouraged to provide a distinct architectural design with a high level of detailing and articulated façades that continue around the corner to address both streets;
  - New development will ensure that proposed building heights and form are compatible with adjacent existing development by employing an appropriate transition of height and form from new to existing development; and
  - Pitched roofs are strongly preferred. Variety in rooflines should be created through subtle variations in roof form and height.
  - Buildings which are designed to convey a recognizable brand are discouraged.

### *Parking Areas*



4. The placement of the buildings and parking should complement the streetscape; parking area locations should be encouraged to locate behind and beside the buildings. Parking shall not dominate the street edge at gateway locations.
5. Barrier-free parking spaces will be located close to principal building entrances.
6. Surface parking areas should incorporate planted landscaped areas that:
  - effectively screen parked vehicles from view from the public realm;
  - provide shade, wind break, and visual relief from hard surfaces;
  - clearly define the vehicular circulation route(s); and
  - are sufficiently sized to support the growth of trees and other vegetation.
7. Bicycle parking facilities are a requirement for new developments in the Highway Commercial Designation and large Community Facilities.
8. Parking shall not dominate the street edge at gateway locations.
9. Bicycle parking facilities should be located close to the entrance of the building and include a shade structure with appropriate locking mechanism.

#### *Pedestrian Access & Circulation*

10. Access to pedestrian walkways should be barrier-free.
11. Developments will incorporate safe and direct access and circulation routes to and through the site that connect pedestrians to main entrances of building(s), amenity and parking areas, the public sidewalk and adjacent developments, where appropriate.
12. In areas with high levels of pedestrian traffic, walkways should be extended from curb to building face and enhanced by appropriate landscaping treatments.
13. Walkways should provide continuous routes across driveway entrances and drive aisles and through parking areas to promote safety and signify priority over driving surfaces.

#### *Vehicular Access and Circulation*

14. Developments should incorporate safe and direct vehicular access and circulation routes with defined internal driving aisles to direct traffic, establish on-site circulation, and frame parking areas.
15. Shared driveway accesses are encouraged to maximize the areas available for landscaping, minimize disruption of the public sidewalk, and minimize expanses of pavement.

#### *Sustainable Design Elements*

16. Through Site Plan Control, sustainable design elements may be required on any adjoining highway under a Municipality's jurisdiction, including without limitation: trees, shrubs, hedges, plantings or other ground cover, active transportation corridor, permeable paving materials, street furniture, curb ramps, waste and recycling containers and bicycle parking facilities.

#### *Landscaping & Tree Cover*

17. Landscaping shall be used to enhance the appearance of the site, contribute to the blending of new and existing development and screen parking, loading, garbage and service facilities from adjacent properties and streets.
18. Where commercial uses abut existing or planned residential uses, the commercial uses will be responsible for providing appropriate buffering measures through landscaping and/or fencing.
19. Landscaping design and treatments should:

- Enhance the visual appeal and human scale of development;
  - Use native, drought resistant and salt tolerant planting materials;
  - Maintain existing healthy trees, where possible;
  - Provide adequate space to facilitate the planting of large canopy shade trees; and
  - Use a variety of species to promote biodiversity and seasonal variation.
20. The Zoning Bylaw enforces minimum area requirements for landscaped open spaces.

### *Street Furniture & Lighting*

21. Use of natural materials (ie. wood, stone) in signage, waste receptacles, seating, bollards, art installations, etc is required;
22. Temporary or permanent outdoor eating or display areas are encouraged and shall be designed not to interfere with other site functions.
23. Lighting levels will be appropriate for the size, character and function of buildings and sites.
24. Appropriately-scaled pedestrian lighting should be provided at building entrances, pedestrian walkways, steps and ramps, amenity areas, parking areas and other site features.
25. All building and site lighting will be mitigated at the source to minimize impact on adjacent properties and public roads.
26. Outdoor lighting fixtures will direct light away from the night sky. Energy efficient outdoor lighting fixtures are encouraged.
27. Incorporating subtle accent lighting on prominent buildings, monuments and other built features to accentuate civic and architectural design is encouraged.

### *Signage*

28. Signs will be limited to those necessary to identify the use, property and type of service or product provided and designed to avoid visual clutter.
29. Consolidated signage which is low in height and scale will be used where more than one use exists on a property.
30. No pylon style signs greater than 8 feet in height will be permitted (regulated by Municipal Signage Bylaw).

### *Service, Loading and Storage Areas*

31. Outdoor storage and refuse and refuse collection will be screened from the public realm with landscaping and/or privacy fencing.
32. Service and loading areas should be:
- located and oriented away from the general circulation of pedestrians and motor vehicles both on-site and in the public right-of-way;
  - accessible but not visible from the public realm; and
  - separated and buffered from residential areas.

## Additional Recommendations Resulting from Secondary Plan Consultation

### BACKGROUND

At the direction of Council, a Secondary Plan and implementing documents have been prepared with input from the Citizen Advisory Committee and the public at large. During the development of the Plan, ideas were raised which were outside of the scope of the Secondary Plan but were deemed important to forward for Council's information and consideration. This section summarizes those additional ideas and recommendations.

The Committee also wanted to express appreciation for recent works undertaken in Bayfield including:

- Main Street Redevelopment;
- Landfill Containment Study for former Stanley Township Landfill;
- update to Development Charges to address the Wastewater Treatment Plant expansion;
- Master Recreation Plan;
- Community Centre Mural; and
- on-going advocacy with Ministry of Transportation re: new Bayfield Bridge and active transportation generally.

### COMMENTS

The following recommendations outline how the vision established through the Secondary Plan can be incorporated within the day-to-day business of the Municipality and steps which are considered vital for the successful implementation of the Secondary Plan.

#### *Heritage Conservation District Plan for Main Street North & Clan Gregor Square*

The Heritage Conservation District Plan and accompanying Guidelines are considered vital to ensuring the heritage features and character of the District are conserved and enhanced through future development proposals. The Plan must be updated to reflect changes since its inception (1982) and changes to the Ontario Heritage Act. The updating of the Plan should include consideration of expanding the District to those properties that opted out in the original Plan as well as abutting residential streets (eg. Chinquy Street and Bayfield Terrace).

**Recommendation:** That the Municipality proceed to update the Heritage Conservation District Plan and Guidelines at the earliest opportunity. The Municipal Heritage Committee supports this recommendation.

### *Street Naming Policy*

The naming of new streets is an opportunity to celebrate the community's heritage, culture and history. Carriage Lanes is an example of the authentic story telling that is promoted through street naming. The Committee recommends that the names of all new streets relate to Bayfield or the former Stanley Township's community, culture, and heritage or relate to pre-settlement history (in partnership with local Indigenous Nations).

**Recommendation:** That Council establish a formal process for street naming within the Municipality through the adoption of a Street Naming Policy Bylaw .

### *Noise Bylaw Exemption for Hospitality Businesses on Main Street*

The current Noise Bylaw has created difficulty for hospitality businesses to operate into the evening hours; the issue appears to stem primarily from the playing the music in rear patio spaces which were established and/or enlarged during the Covid-19 pandemic. This Bylaw would be improved by increased flexibility within defined parameters to allow both operators and neighbouring property owners a clear understanding of what is permitted.

**Recommendation:** That Council adopt an updated Noise Bylaw to clarify expectations along and near Main Street North.

### *Amendment to Signage By-law*

It is felt strongly that large scale, tower signage is not appropriate in any area of Bayfield, including arterial areas.

**Recommendation:** That the Municipality of Bluewater Signage Bylaw be amended to prohibit large, pylon signs within the Bayfield Settlement Area.

### *Publicly Owned Urban Forest*

Bayfield has the great fortune of containing significant natural areas within the Settlement Area boundary. It is the community's vision that portions of these natural areas would be publicly accessible as an 'Urban Forest' as a complement to existing park spaces which tend to be more open space and programmed areas (eg. Clan Gregor Square). Similar to the Maitland Woods Urban Forest within the Town of Goderich, the vision is that this space would be owned and maintained by the Municipality.

**Recommendation:** That the Municipality adopt a 'Parkland Dedication Bylaw' to allow for the dedication of urban forests as parkland within set criteria.

### *Short Term Rentals Bylaw*

There was significant discussion at the Committee level over the impacts of short-term rentals within the Village. Some members felt that these properties provide necessary accommodation to support tourism and hospitality businesses within Bayfield and the surrounding area. Others felt that if left unregulated, these uses could negatively impact neighbourhood dynamics. The introduction of Additional Residential Unit policies was concerning to some as it is felt that these units could be utilized exclusively for short term rental and not for permanent accommodation.

**Recommendation:** It is recommended that the Municipality establish a Short Term Rentals Bylaw to permit this activity within set parameters.

#### *Proper Abandonment of Unused Drinking Water Wells*

Ontario Well Water Records reflect that many properties in Bayfield still contain drinking water wells. Municipal water was established in the Village in the late 1990's which has rendered the majority of these wells to be unnecessary and likely, unmaintained. Landowners with unused wells may be eligible for funding under the Huron Clean Water Program to decommission these wells.

**Recommendation:** That the Huron Clean Water Program be promoted in Bayfield to encourage the proper abandonment of unused drinking water wells.

### **Active Transportation**

#### *Pedestrian Crossing over Highway 21*

The lack of pedestrian crossing infrastructure over Highway 21 as it moves through the Village is a major issue for residents. Ministry of Transportation completed pedestrian crossing counts in recent years and continued advocacy for a formal pedestrian crossing is a community priority. In terms of the location of the pedestrian crossing, the preferred location by the community is at Jane Street.

**Recommendation:** That the Municipality continue to engage Ministry of Transportation staff in next steps for establishing a pedestrian crossing within the Village limits, preferably at Jane Street.

#### *Alignment of Intersection at Hwy 21/Mill Road/Cameron Street*

Public input was that this intersection is considered to be misaligned. Staff indicated that prior to additional development in this area, Traffic Impact Studies would be required to assess impact on the intersection and identify any necessary upgrades. The feedback from the Citizen Advisory Committee is that the existing intersection is problematic without additional development.

**Recommendation:** That Municipal Staff to continue to engage Ministry of Transportation staff in assessing this intersection and provide updates to the public on progress.

### *Reduction in Road Speed on Local and Arterial Roads*

It was noted that the road speed on local and arterial roads is of concern.

On County Road 3 (Mill Road), the speed is reduced from 90km/h to 60km/h at the water tower property. This was deemed acceptable given the current extent of development but may need to be re-assessed in future.

On Highway 21, the speed limit at the south end is reduced from 80km/h to 60km/h at the bridge north of the Keightley Plan of Subdivision; it is further reduced to 50km/h at the Jane Street intersection.

At the north end of the Village, the speed limit is reduced from 80km/h to 60 km/hour at The Docks/Hub restaurant property; it is further reduced to 50km/h at the top of the hill (by the former LCBO property).

**Recommendation:** That Hwy 21 road speed reduction be pursued with Ministry of Transportation to extend 50km/h zone within Bayfield Settlement Area.

### *Un-Opened Road Allowances and Active Transportation Linkages*

There is evidence of active transportation in areas of the Village where no infrastructure exists; often referred to as 'goat paths', these present opportunities to create linkages and promote active transportation. There are also a series of un-opened road allowances, which present opportunities for park space, active transportation, and the protection/promotion of natural spaces within the Village.

**Recommendation:** That the unopened road allowances be deemed not to be the location of future roads and be designated Open Space; these spaces are envisioned to be retained by the Municipality as pedestrian corridors, natural areas and also a space to accommodate linear infrastructure where necessary.

This recommendation applies to:

- Lidderdale Street between Jane and Victoria Streets;
- Margaret Street between Dow and Cameron Streets;
- Glass Street between Blair Street and John Avenue;
- Christy Street between Blair Street and John Avenue; and
- Victoria Street between Blair Street and John Avenue.

Note: The Zoning Bylaw would no longer require abutting lots to have exterior side yards for unopened roads zoned Open Space (OS). Formal closure by Bylaw is not recommended at this time for various reasons (eg. infrastructure upgrades, maintaining legal title, etc).

Note: Glass and Christy Street road allowances continue through Agricultural Park, which may also warrant consideration for formal closure by Bylaw.

**Recommendation:** That the unopened road allowances of Victoria Street west of Tuyll be closed by Bylaw and retained by the Municipality as passive parkspace. It is envisioned that the same number of parking spaces would be maintained at the Howard Street location to facilitate access to the Main Beach.

**Recommendation:** That the connection between Tuyll and Troy Streets be redeveloped to accommodate both stormwater management as well as an active transportation corridor.

*Development of Paul Bunyan Road east of Hwy 21 as Active Transportation Pathway*

It was suggested that until such time that Paul Bunyan Road east of Highway 21 is required as an open road, that the area be utilized as an active transportation corridor (ie. walking path or multi-use trail).

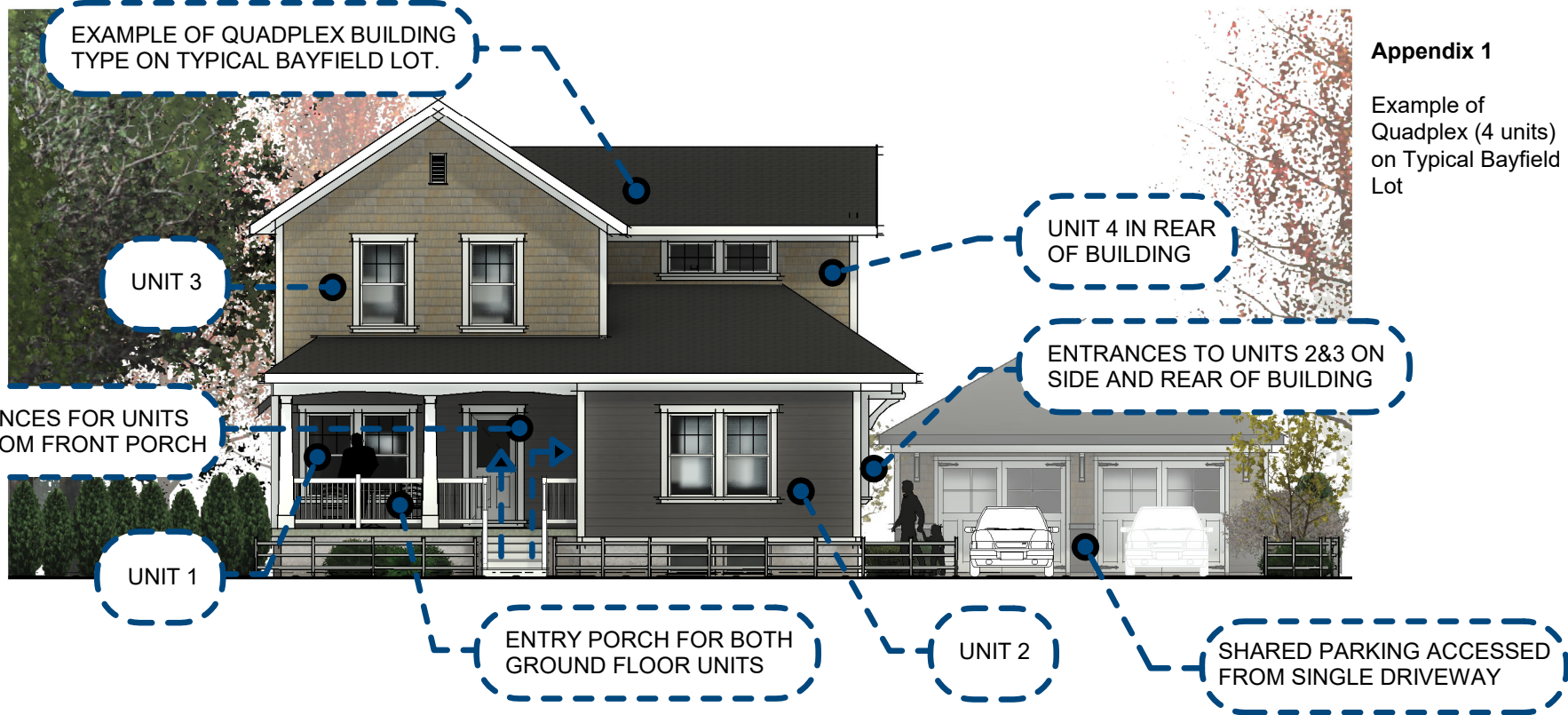
**Recommendation:** That the establishment of a walking trail on the section of Paul Bunyan Road between Hwy 21 and Wildwood Line be considered within the Bluewater Master Recreation Plan process.

**CONCLUSION**

This summary is provided as supplementary recommendations to the Bayfield Secondary Plan and will be provided for Council's information and consideration.

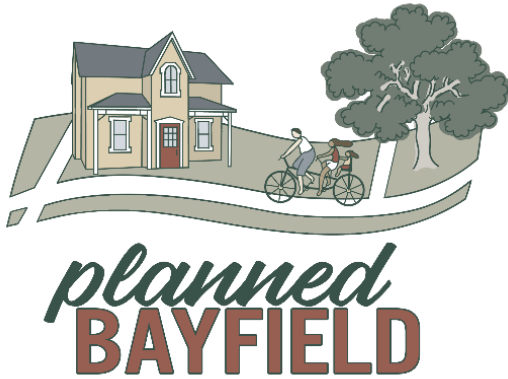
**Appendix 1**

Example of Quadplex (4 units) on Typical Bayfield Lot





## Appendix 2



# Population & Dwelling Growth in Bayfield

Prepared for Bayfield Secondary Plan Citizen Advisory Committee

By Denise Van Amersfoort, Manager of Planning, using information supplied by Bluewater Municipal Staff and BM Ross and Associates

May 2022

Throughout the Secondary Plan discussions, there has been interest in better understanding the projected growth for Bayfield and how that projection corresponds to the anticipated expansion to Bayfield's Wastewater Treatment Plant. Since approximately 2012, Bayfield's Plant has been at capacity and thus, no new development has been approved (though previously approved developments such as Bayfield Meadows and Fawn Creek were permitted to proceed).

## What is Bayfield's Current Population?

In 2016, the Census reported a population of 1,112. This represented a 16.9% increase from 2011 when the population was 951. In 2021, the population was 1,394; representing a 12.9% increase from 2016.

Between 2016 and 2021, Bayfield's population grew by 159 persons.

But wait – what about Bayfield's seasonal population? Is it included in these numbers?

No, Census reports population based on usual or permanent residents. As of 2021, 67% of Bayfield's dwellings are occupied by usual or permanent residents (717 of 1,066 dwellings). This means that an additional 838 residents are present on a non-permanent basis (349 dwellings multiplied by average household size of 2.4).

## Household Size

Household size in Bayfield has typically been lower than the Ontario average (1.9 vs 2.6 in 2021) due to the fewer number of families. To reflect an average household size, 2.4 was used as a safety factor for the non-permanent residents.

## 2021 Population (Permanent and Non-Permanent)

2021 Census	1,394
Non-permanent population	838

Total	2,232
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## How much is Bayfield’s population anticipated to grow?

The total population (permanent and non-permanent) is projected to increase by **705 people over the next 20 years.**

Bayfield’s potential population growth is directly linked to reserve sewage capacity and the expansion of the Bayfield Wastewater Treatment Plant. This analysis caps population growth based on the available services to accommodate.

## Population Growth as Linked to Available Wastewater Capacity

Presently, the Plant has a licensed capacity of 1,072 cubic metres/day.

The proposed Phase 1 expansion would increase the capacity by 580 cubic metres/day.

However, the expansion has to accommodate for the existing overuse of the facility, remaining commitments, and infill in the village where residents paid for connections in years past.

Total Expansion	580 cubic metres/day
Current Overuse of the facility	- 153 cubic metres/day
Remaining Commitments*	- 118 cubic metres/day
Total	309 cubic metres/day of unallocated capacity

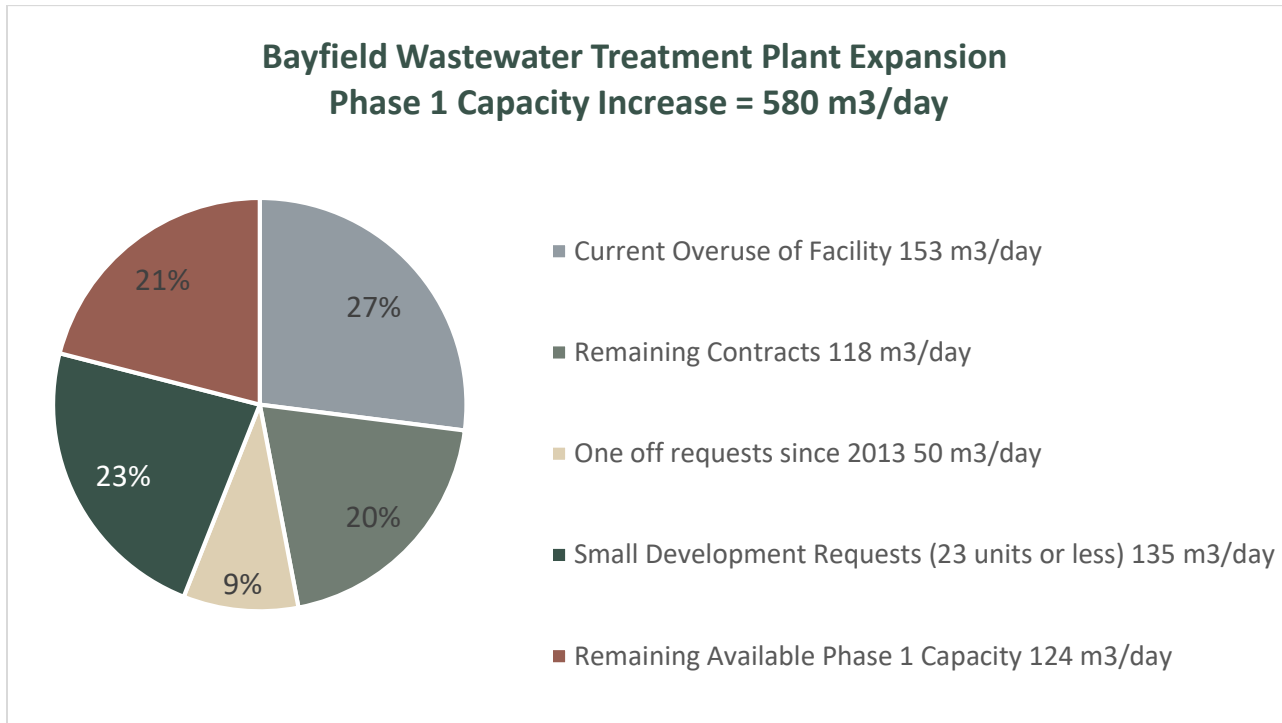
(\*Meadows, Mews, Bayshore, infill lots for which connections have been paid)

## Demand for Capacity

Since 2013, municipal staff have kept records relating to requests for capacity. There have been requests for additional units above a commercial storefront, single infill severances, connections for additional residential units, etc.; these requests add up to approximately 50 cubic metres/day. There have also been requests by developers for capacity for Plans of Subdivision involving 23 units or less to a total of 135 cubic metres per day.

Unallocated capacity	309 cubic metres/day
Singular Requests	- 50 cubic metres/day
Small Development Requests	- 118 cubic metres/day

Total	124 cubic metres/day remaining available capacity in Phase 1
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## Dwelling and Population

So how many dwellings/people could the Phase 1 sewage capacity increase support?

The usage for one residential unit is 1.15 cubic metres per day.

The Net Phase 1 Capacity is 427 cubic metres/day (net being the total 580 cubic metres/day minus current 153 cubic metres/day overuse).

Therefore Phase 1 could support 371 new dwelling units. If we estimate that the household size will maintain 2021 levels (1.9 persons per household), this represents an increase in population of 705 residents.

However, keep in mind that many of the lots that the 371 dwellings will locate on are already approved within various developments such as Meadows, Fawn Creek, Keightley, etc. When the approved allocations for existing lots/developments are removed from the Net Phase 1 (427 cubic metres/day - 118 cubic metres/day = 309 cubic metres), the projected number of dwellings falls from 371 to 268.

## Seasonal factor

Based on historic numbers, some of the future development in Bayfield will continue to be occupied on a non-permanent basis. In 2011, 63% of dwellings were occupied by usual or permanent residents. This number increased to 66% in 2016 and to 67% in 2021. This number is expected to increase as baby-boomers reach retirement age and reside in Bayfield on a permanent basis. It also speaks to the evolution of Bayfield from a 'cottage town' to a year round settlement area and the related change in demands for soft services.

## Population Projections

### Projected Permanent population

2021	1,394	(2021 Census)
Projected Increase	529	(75% seasonal factor applied to 705 residents from Phase 1)
Total	1,923	by 2036-2041

### Permanent and Non-Permanent

2021	2,232
Projected Increase	705
Total	2,937 by 2036-2041

## Summary

In summary, Bayfield's maximum growth potential within the Phase 1 expansion of the Wastewater Treatment Plant is 371 dwellings. The outstanding question is: how quickly Bayfield will grow out? In recent years, an average of 25 residential building permits were issued in Bayfield on an annual basis; based on that rate of growth, it would take 15 years to reach the capacity of the plant. It is conservatively projected that the population increase will occur over a 15-20 year period.

## Bayfield Settlement Area Secondary Plan

How are concepts of population and dwelling growth incorporated into the Secondary Plan?

The Citizen Advisory Committee have established sustainability as the lens through which the Secondary Plan should be developed. To achieve sustainability from a land use perspective, it is critical that efficient use of land be made to prevent the removal of prime farmland or the encroachment into natural areas. Because much of the anticipated growth in Bayfield is already approved (in Meadows, Fawn Creek, Keightley, etc), the land consumption analysis is based on the available capacity for growth (309 cubic metres per day or 268 units).

Units to Accommodate	Density	Hectares (Acres) Consumed
268	7 units/ha	38 ha (100 acres)
268	15 units/ha	17.8 ha (44 acres)

\*7 units per hectare is the average density from Jane St to Cameron between Tuyll and Blair

The Bayfield Secondary Plan will outline a policy framework which directs how, where, and in what form future growth will occur. For residential growth, it is recommended that a minimum density of 15 units per hectare be a requirement of the Bayfield Secondary Plan.