



TO:	GENERAL COMMITTEE
SUBJECT:	BARRIE MARKET PRECINCT INITIAL SITE ANALYSIS AND CONSIDERATIONS
WARD:	2
PREPARED BY AND KEY CONTACT:	M. BANFIELD, RPP, DIRECTOR OF DEVELOPMENT SERVICES EXT. 5466
SUBMITTED BY:	A. MILLER, RPP, GENERAL MANAGER OF INFRASTRUCTURE AND GROWTH MANAGEMENT
GENERAL MANAGER APPROVAL:	A. MILLER, RPP, GENERAL MANAGER OF INFRASTRUCTURE AND GROWTH MANAGEMENT
CHIEF ADMINISTRATIVE OFFICER APPROVAL:	M. PROWSE, CHIEF ADMINISTRATIVE OFFICER

RECOMMENDED MOTION

1. That the Report of the Barrie Market Precinct Initial Site Analysis and Considerations – September 2020 attached as Appendix “A” to Staff Report DEV040-20 be approved in principle.
2. That staff in the Development Services Department, with input from the Economic and Creative Development and Corporate Facilities Departments report back to General Committee in spring 2021 with a Business Case for a Permanent Market and an outline for a Precinct Plan under the *Planning Act*.

PURPOSE & BACKGROUND

Purpose

3. The purpose of this Staff Report is to report back to Council, with details of the Barrie Market Precinct Initial Site Analysis and Considerations Report dated September 2020, and to obtain approval, in principle, for the transformation of the existing Barrie Transit Terminal to a permanent market, and the evolution of the broader study area to a Market Precinct.
4. The Staff Report also presents the rationale for a further report back on two action items from the Barrie Market Precinct Initial Site Analysis and Considerations.
5. Action 5.1 *Understand a Business Case for the Permanent Market* in order to help analyze and evaluate the potential return on investment associated with the creation of a permanent market.
6. Action 5.2 *Prepare a Precinct Plan for the Market Precinct* that builds on the directions of the Site Analysis and outlines the required policy and process amendments required under the *Planning Act* in order to achieve the desired transformation of the area.

Background

7. The City of Barrie's downtown is evolving. New mixed-use and residential projects are bringing new residents to the downtown, while planned and recently completed City-led investments are creating a network of vibrant and attractive public spaces.
8. Barrie's farmers' market has operated on a continuous basis since 1846, and yet has never had a permanent facility. While this possibility has been studied and evaluated by Council and City staff for some time now, interest has broadened from evaluating the possibility of a permanent market to create a Market Precinct that would function as a key destination in Barrie's downtown as the area continues to evolve.
9. Creating not just a permanent downtown market, but a Market Precinct (a.k.a. neighbourhood), would not only provide greater stability for a permanent market, but would help with downtown revitalization, intensification and tourism efforts, and encourage greater pedestrian use and business development.
10. As per Staff Report FCT004-18, through the 2018 Capital Plan, the project FC1129 Year Round Downtown Market New Development had been approved for \$2.9 million in design and construction, and an additional \$3.9 million in construction funding approved in advance for 2019 (totalling \$6.8 million). However, the project was put on hold pending confirmation of PTIF funding for the relocation of the Transit Terminal and completion of an updated Market Business Plan. That approved funding has since been cancelled and removed from the current capital plan.
11. PTIF funding has now been confirmed and the process to relocate the Transit Terminal is underway.
12. There are no currently approved dollars, and no requested funds in the proposed 2021 capital plan for the Downtown Market New Development project. Future dollars to be allocated to this project would be considered at the time of the annual budget.

Previous Steps

13. On December 16, 2013, Council passed motion 13-G-323, which authorized staff to conduct a Downtown Market Feasibility Study for a self-sustainable year-round market in the downtown area.
14. On June 8, 2015, Council passed motion 15-G-131 Year-Round Public Market – Report on the Feasibility Study, which recommended that a working group be formed with a mandate to develop a business plan for site selection, construction, operation and programming of a year-round downtown market.
15. Under the direction of the market working group, consulting team Three Sixty Collective was retained in March 2016 to undertake a business plan. The business plan recommended a Market Precinct layout for the site that included the renovation of the Transit Terminal to house year-round market vendors and a second building to be built, that would house the farmers' market on Saturdays.
16. The business plan was finalized in March 2016 and presented to General Committee on January 23, 2017 as part of the Year-Round Downtown Market Public Staff Report (FCT001-17). The Staff Report recommended that the Barrie Permanent Public Market Project be advanced through the procurement of a consultant team (Lett Architects Inc. was the successful respondent) to complete a financial and technical validation of the business plan.

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17. Staff reported back to General Committee on December 11, 2017 (FCT006-17) with the conceptualization study for the financial and technical aspects of the Downtown Barrie Permanent Public Market Project. In the report, staff presented a recommended path forward involving a phased approach to the proposed Market Precinct, beginning with the completion of a Multi-Modal Transit Hub Study and seeking to create a mobility hub near the Allandale GO Station.
 18. In a Staff Report (FCT004-18) presented to General Committee on June 11, 2018, staff recommended that current approved funding for the permanent market not be spent until staff have received and reviewed the funding requirements and restrictions of the Provincial PTIF grant, which would be made available through the Allandale Transit Hub Project.
 19. Following on this direction, now that PTIF funding has been confirmed and the process to relocate the Transit Terminal is underway, City staff have returned to the Downtown Barrie Permanent Public Market Project, working with Fotenn Planning + Design to produce the Barrie Market Precinct Initial Site Analysis and Considerations Report.

Summary of Initial Site Analysis and Considerations Report

20. The site and study area for the Market Precinct is located within the Urban Growth Centre and bounded to the north by the properties along the north side of Dunlop Street, to the east of Bayfield Street, to the south of Simcoe Street, and to the west by Bradford Street. The downtown Transit Terminal is located within this area and serves as the focal point for the permanent market.
21. The study area is positioned as a hub for creative, cultural and community enterprises that can offer a vibrant sense of place and an area for collaboration as the City's downtown continues to evolve through intensification.
22. The report, which in part grew from consultation with key stakeholders, identifies five (5) big moves for informing the implementation of the Market Precinct, as well as sixteen (16) next steps or actions.
23. In considering the transformation of the existing Barrie Transit Terminal for a permanent market, and the evolution of the broader study area to a Market Precinct, discussions were held with a scoped number of stakeholders that have a vested interest in the downtown and/or a potential Market Precinct.
24. Various people and stakeholder groups were contacted to participate in this process. While some were unavailable or opted to not provide input, a significant amount of information was gathered from the following groups: Mayor Lehman and Deputy Mayor Ward (Ward 4); City Staff (CAO, Development Services, Transit and Parking, Business Services, Corporate Facilities, Economic Development, Planning and Urban Design); The Downtown Barrie Business Association; Land Developers/Real Estate (34-50 Bradford Street, Uptown Theatre Block); Downtown Institutions (Georgian College); Advisory Groups/Committees (Heritage Barrie, Barrie Public Art Committee); Downtown Businesses (Farmer's Market, Lazy Tulip); and Community Groups (e.g., Urban Pantry).
25. The ten (10) key themes that arose from stakeholder discussions were:
 - 3.1. A Local and Regional Destination
 - 3.2. A Vibrant Mix of Uses
 - 3.3. A Continuous Experience
 - 3.4. A Unique Visitor Experience
 - 3.5. Support for and Promotion of Local Entrepreneurs
 - 3.6. An Inclusive Destination

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- 3.7. An All-Day/All-Season Destination
 - 3.8. Waterfront Connectivity
 - 3.9. An Organic Character
 - 3.10. City Leadership
 26. Key opportunities are outlined in Section 1.1 of the Report and range from the downtown location, to increasing residential development in the area to the fact that the City owns properties in the area and has the potential to influence long-term development in the area.
 27. Key constraints are outlined in Section 1.2 of the Report and range from a lack of frontage on Dunlop Street to parking constraints to the fact that large residential buildings on Maple Avenue and Bayfield Street create a physical and visual barrier to the potential permanent market site.
 28. Building on the key themes identified throughout the process, as well as broader analysis, Section 4 of the Report identifies the following big moves that are critical to the success of a Market Precinct:
 - 4.1. **People in the Market Precinct:** new development proposals, City-led initiatives and attraction of new employment uses should ensure a significant amount of people frequent the area.
 - 4.2. **Catalytic Uses:** the City should explore all opportunities to create and support catalytic public realm projects that help enhance the downtown.
 - 4.3. **Distinct Character and Unique Experience:** a distinct character should permeate the public realm, open spaces and the design of new buildings; while the mix of businesses, institutions and programming will help celebrate Barrie's local business and cultural community.
 - 4.4. **An Integrated Precinct:** integration with the broader downtown will help direct visitors to the precinct area, and vice-versa.
 - 4.5. **Synergies and Local Partnerships:** economic development and business vitality will be strengthened through synergies between Market Precinct businesses, along with other businesses in the City and across the region.
 29. To achieve the above outlined big moves, Section 5 of the Report highlights sixteen (16) key actions, which range from new studies and businesses cases, to urban-planning approaches and policy alignments, to recommended engagement strategies and associated programming.
 30. The recommended actions from the report, in approximate order of advised implementation, are:
 - 5.1. Undertake a Business Case
 - 5.2. Prepare a Precinct Plan
 - 5.3. Prepare a Streetscape Master Plan
 - 5.4. Amend the Official Plan and Zoning Bylaw
 - 5.5. Review and Update the Community Improvement Plan (CIP)
 - 5.6. Undertake a Marketing and Recruitment Strategy
 - 5.7. Prepare a Pop-Up Shop Program
 - 5.8. Collaborate with Local Developers
 - 5.9. Secure Letters of Intent
 - 5.10. Prepare Detailed Designs for the Permanent Market Building
 - 5.11. Identify and Implement Market Operations
 - 5.12. Construction the Permanent Market Building
 - 5.13. Prepare a Market Precinct Programming Strategy
 - 5.14. Expand on the Emerging Musicians Program
 - 5.15. Prepare a City-Wide Signage and Wayfinding Strategy
 - 5.16. Create a Public Art Policy Sub-Committee

ANALYSIS

Feasibility and Needed Support

31. A permanent market is a space where buyers and sellers can convene for the sale of goods at all times of the day, week and year. Most often, permanent markets are located indoors, with ancillary outdoor space, to be able to function during all types of weather. A permanent market can host a range of different vendor types, such as food and drink, arts and clothing. St. Lawrence Market in Toronto and the ByWard Market in Ottawa are successful examples of market precincts that are built around a centrally located, permanent market building.
32. Strategic and coordinated planning efforts will be required to ensure the long-term success of the permanent market and surrounding area. Pursuing a more detailed planning approach (secondary plan/precinct plan) to proactively leverage the redevelopment of the Barrie Transit Terminal site to create a Market Precinct would require an approach that extends well beyond the terminal. Area development must be coordinated to achieve: a mix of land uses; a clear area character and design vision; improved transportation and pedestrian circulation and connectivity to the waterfront; and, guided strategic investment and partnership decisions by the City.
33. For a Market Precinct to be successful in the City of Barrie, the following additional key needs have been identified:
 - i) The need for a strong foundation of economic development opportunities that attract and appeal to local businesses and residents, while also drawing tourists.
 - ii) The need for mixed-use development that is vibrant at various times throughout the day and year and that provides homes for many new residents, as well as commercial and service uses to meet daily needs (i.e., groceries, pharmacy, daycare, etc.) within walking distance.
 - iii) The need for a unique visitor experience that draws people from the waterfront and the greater downtown, as well as channeling visitors to these locations.
 - iv) The reflection of a consistent and unified character reinforced through complementary uses and consistent design cues throughout the public realm.
 - v) The leadership of the City in public realm projects on City-owned lands, as well as amendments to existing planning policies and processes to support development.
34. The advantages of the Market Precinct should also be considered according to each type of key stakeholder, as they vary:
 - i) for downtown residents (current and future), a Market Precinct supports complete, sustainable community building, providing a mix of housing types and tenures, open spaces, and retail and entertainment facilities where people can live, work and play in a setting that is rooted in Barrie's local context.
 - ii) for downtown businesses, a Market Precinct provides unique but complementary uses that attract patrons from across the City, Simcoe County and beyond, enticing them to linger and explore the other businesses and facilities on offer in the downtown.
 - iii) for the City of Barrie, a Market Precinct capitalizes on the adaptive re-use of an underutilized building to establish an exciting framework for the ongoing growth and evolution of the downtown and waterfront that reflects and promotes municipal plans, policies and guidelines.

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35. Of the sixteen (16) actions outlined in the Report that the City should undertake, Staff believe that the first action, "Undertake a Business Case for the Permanent Market," continues to reflect earlier recommendations with respect to a permanent market. There is a need to analyze and evaluate the potential return on investment associated with the creation of a permanent market at the Barrie Transit Terminal site. It should be noted that the business case must go beyond the capital investment in the building and include the principles of operating a Permanent Market in the context of a collaborative project that reinforces the principles of economic, visitor and resident experiences outlined in the report.
 36. The Business Case should establish the rationale to support the ongoing City investment identified as critical to success and will likely need to be augmented through initiatives identified in the more detailed Precinct Plan. For stakeholders and the public, the Business Case will reinforce a transparent decision-making process as the Permanent Market, and related City investments, are undertaken.
 37. Staff also support the second action, "Prepare a Precinct Plan". This would build on the directions of the Site Analysis and Considerations Report though its scope is different in that it would be a legislative document providing a comprehensive Secondary Plan that would be implemented under the *Planning Act*. The Precinct Plan would provide a vision and guiding principles for the Market Precinct, while outlining the required built form, public realm, open space and transit and transportation considerations, including the incorporation of new transit facilities.
 38. A key part of the Precinct Plan would be the careful analysis of existing opportunity sites to identify the preferred use, height, density and built form and massing. The Precinct Plan would also identify, and provide direction related to, the design and location of gateways, public art, pedestrian connections, etc.; it could also provide the foundation for moving forward with a Streetscape Master Plan.
 39. An analysis of best practices, including successful markets across Ontario (ByWard Market, Kensington Market, St. Lawrence Market, etc.), is also recommended as part of the Precinct Plan to identify opportunities for innovation in both design and operational approaches.
 40. The Market Precinct Plan would provide the foundation for a number of policy and process amendments (i.e. Official Plan and Zoning Bylaw Amendments) to facilitate seamless implementation.
 41. Only once the Business Case and Market Precinct Plan have been finalized, would staff advise proceeding with the subsequent report actions. Regarding the report's latter recommended actions – such as marketing and recruitment strategies, as well as programming and wayfinding opportunities – staff have identified opportunities for further alignment with the City's Tourism Master Plan, partnerships with organizations such as the Sandbox and Tourism Barrie, as well as several key objectives and associated actions supported by the Economic & Creative Development department.

ENVIRONMENTAL AND CLIMATE CHANGE IMPACT MATTERS

42. The following environmental and climate change impact matters have been considered in the development of the recommendation:
 - i) As part of the Precinct Plan, opportunities for alignment with the City of Barrie's Climate Change Adaption Strategy and Implementation Plan should be evaluated.

ALTERNATIVES

43. The following alternatives are available for consideration by General Committee:

Alternative #1

General Committee could refuse to move forward with the proposed Business Case for the Permanent Market and Precinct Plan for the Market Precinct.

This alternative is not recommended as understanding the potential return on investment of this project, while also undergoing a comprehensive evaluation of the legislated planning feasibility and direction of the Market Precinct, are crucial next steps if this project is to continue.

Alternative #2

General Committee could agree to move forward with either the Business Case or Precinct Plan for the Market Precinct, but not both.

This alternative is not recommended, as any future decisions on the Market Precinct need to be based on a solid foundation of knowledge that considers both return on investment and legislated planning feasibility.

FINANCIAL

44. Future dollars to be allocated to this project would be considered at the time of the annual budget. There are no currently approved dollars, and no requested funds in the proposed 2021 capital plan. If the Site Analysis and Considerations Report is approved in principle, staff will prepare a workplan and budget to complete the first two actions and report back to Council.

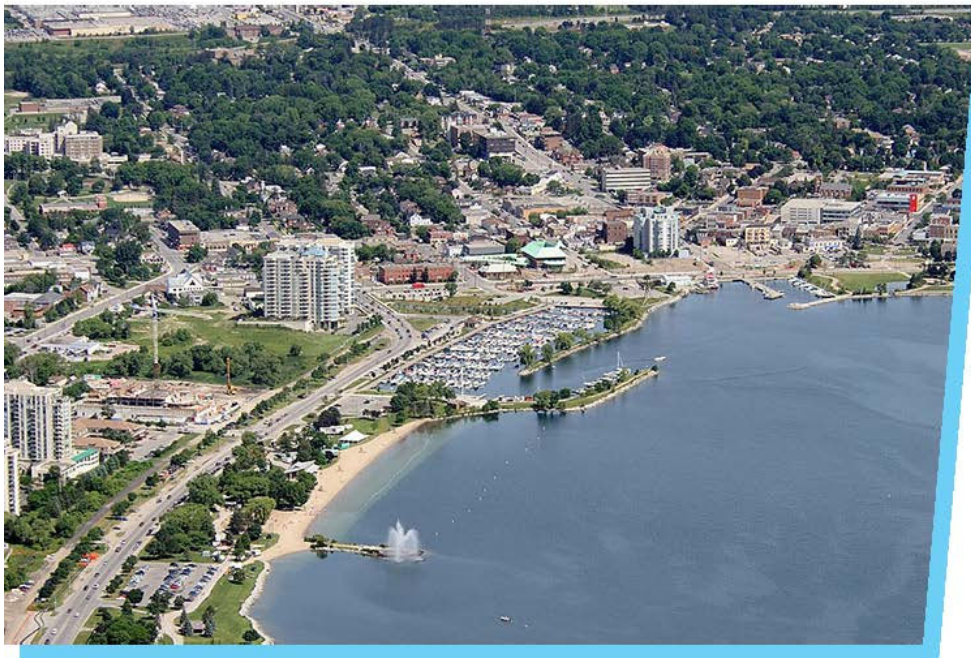
LINKAGE TO 2018–2022 STRATEGIC PLAN

45. The recommendation(s) included in this Staff Report support the following goals identified in the 2018-2022 Strategic Plan:

- ☒ Growing Our Economy
- ☒ Fostering a Safe and Healthy City
- ☒ Building Strong Neighbourhoods
- ☒ Offering Innovative and Citizen Driven Services
- ☒ Improving the Ability to Get Around Barrie

APPENDIX "A"

Barrie Market Precinct Initial Site Analysis and Considerations, September 2020



Barrie Market Precinct

Initial Site Analysis and Considerations
September, 2020



Prepared for the City of Barrie

Prepared by Fotenn Planning + Design
174 Spadina Avenue - Suite 304
Toronto, ON M5T 2C2

September, 2020

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Executive Summary	i
The Opportunity	1
The Site and Study Area	3
The Key Themes	11
The Big Moves	17
The Actions	39

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Executive Summary

i

The Opportunity

The City of Barrie's downtown is evolving. New mixed-use and residential projects are bringing new residents to the downtown, while planned and recently-completed City-led investments are creating a network of vibrant and attractive public spaces. As originally proposed in Staff Report FCT001-17 (January 23, 2017), the City can leverage the redevelopment of the Barrie Transit Terminal site to create a 'Market Precinct' that extends well beyond the terminal and concentrates creative, cultural and community enterprises in a defined geographic area to promote partnerships and synergies, and to capture a consistent image and sense of place.

The Site and Study Area

The proposed study area is located within the Urban Growth Centre and is bounded to the north by the properties along the north side of Dunlop Street, to the east by Bayfield Street, to the south by Simcoe Street, and to the west by Bradford Street. The most prominent public use in the study area is the Barrie Transit Terminal, which is the proposed site of the permanent market as discussed throughout this report.

The Key Themes

In considering the transformation of the existing Barrie Transit Terminal for a permanent market, and the evolution of the broader study area to a Market Precinct, discussions were held with a scoped number of stakeholders that have a vested interest in the downtown and/or a potential Market Precinct. While a significant amount of information was received, 10 Key Themes were expressed regularly, including:

1. A Local and Regional Destination
2. A Vibrant Mix of Uses
3. A Continuous Experience
4. A Unique Visitor Experience
5. Support and Promote Local Entrepreneurs
6. An Inclusive Destination
7. An All-Day/All-Season Destination
8. Waterfront Connectivity
9. An Organic Character
10. City Leadership

The Big Moves

A review of available background information, analysis of the site and its opportunities and constraints, and the Key Themes distilled through the stakeholder interviews, helped to identify five Big Moves that should inform the implementation of a Market Precinct.

1. People in the Market Precinct

The success of the Market Precinct requires a critical mass of people living, visiting, and working in Downtown Barrie. New development proposals, City-led initiatives (i.e. the Market Precinct) and attraction of new employment uses will ensure a significant amount of people frequent the downtown and Market Precinct throughout the day.

2. Catalytic Uses

It will be some time before the Market Precinct is firmly established and the City should explore all opportunities to create and support catalytic public realm projects that help establish the Market Precinct as a destination in Downtown Barrie.

3. Distinct Character and Unique Experience

The Market Precinct should have a distinct character that permeates through the public realm, open spaces and the design of new buildings. Businesses, institutions and programming should promote and celebrate Barrie's local business and cultural community.

4. Integrated Precinct

Integration with the broader downtown will be important as a significant amount of Market Precinct visitors will come from elsewhere in the downtown. Similarly, the Market Precinct should play a key role in channeling visitors to other downtown businesses and destinations.

5. Synergies and Local Partnerships

A foundation of complementary businesses and services that capitalize on synergies with each other, and other businesses across the City and County, will strengthen economic development and vitality for all businesses.

The Actions

To achieve the Big Moves, the City should undertake a number of key Next Steps/Actions, including additional studies (both Market Precinct focused and City-wide), policy and process updates and amendments, and the exploration and fostering of key partnerships. Sixteen key Next Steps/Actions are outlined below:

- 1. Undertake a Business Case** to help analyze and evaluate the potential return on investment associated with the creation of a permanent market at the Barrie Transit Terminal.
- 2. Prepare a Precinct Plan** for the Market Precinct that builds on the directions of this report and outlines the required policy and process amendments under the Planning Act.
- 3. Prepare a Streetscape Master Plan** for Simcoe Street, Mary Street and Maple Avenue that focuses on the creation of flexible and/or curb-less streets, narrower streets, increased pedestrian connections to the waterfront, and providing a positive pedestrian boulevard.
- 4. Amend the Official Plan and Zoning Bylaw** (currently underway) to ingrain the vision for the Market Precinct at the policy level, and formalize key urban design policies.
- 5. Review and Update the Community Improvement Plan (CIP)** to provide precinct-specific incentives that can help to achieve the desired uses within the Market Precinct.
- 6. Undertake a Marketing and Recruitment Strategy** to identify the desired uses within the Market Precinct and a strategy to attract them.
- 7. Prepare a Pop-Up Shop Program** that incentivizes landowners to offer their vacant property while allowing entrepreneurs to test business ideas prior to investing significant capital.
- 8. Collaborate with Local Developers** to accommodate the public realm strategies (i.e. mid-block connections, new plazas and open spaces) emerging from the Market Precinct Plan.
- 9. Secure Letters of Intent** from interested partners that outline their commitment, and required space/facility needs, to ensure they can be accommodated within the permanent market building.
- 10. Prepare Detailed Designs for the Permanent Market Building** to ensure the re-purposed Transit Terminal reflects the needs of the tenants, the goals and objectives of the Precinct Plan, and requirements for parking, servicing, and loading.
- 11. Identify and Implement Market Operations**, including (but not limited to) business structure, staffing, business hours, etc.
- 12. Construct the Permanent Market Building** to 'lead by example' and demonstrate the City's commitment to the creation of a Market Precinct by investing in the construction of the permanent market building.
- 13. Prepare a Market Precinct Programming Strategy** to maximize new City-wide events and festivals, but also simpler and more regular programming, and to ensure the Market Precinct does not have adverse impacts on programming efforts in the broader downtown.
- 14. Expand on the Emerging Musicians Program**, which provides paid summer employment for emerging musicians between the ages of 16-30, to include similar support for other types of entertainers that may be appropriate within the Market Precinct.
- 15. Prepare a City-Wide Signage and Wayfinding Strategy** to draw pedestrian traffic between the Market Precinct, Centennial Beach and the broader waterfront, and throughout the downtown.
- 16. Create a Public Art Policy Sub-Committee** for the Market Precinct, as part of the Public Art Policy, focused on identifying, locating, and procuring new public art in accordance with the recommendations of the Market Precinct Plan.

1.0

The Opportunity

1



Aerial view of the Barrie waterfront including the Barrie Transit Terminal. Credit - DS Digital Media

As retail trends continue to shift, Canada's most vibrant cities are attracting and maintaining investment in their downtowns by providing a one-of-a-kind experience rooted in culture and community-focused resources, including cultural occupations and community organizations; facilities and spaces; cultural heritage features and assets; festivals and events; and, cultural industries. This investment in culture influences economic growth and development, provides new employment opportunities, enhances tourism, promotes 'spin-off' business, and leads to downtown renewal and an improved quality of life for residents and visitors.

The City of Barrie's downtown is evolving. New mixed-use and residential projects are bringing a significant number of new residents to the downtown, while planned and recently-completed City-led investments at Meridian Place, Memorial Square, and the Dunlop Streetscape project (from Mulcaster Street to High Street) are creating a network of vibrant and attractive public spaces.

The relocation of the Barrie Transit Terminal, made possible through Investing in Canada Infrastructure Program (ICIP) funding, provides the City the opportunity to build on current momentum, and create a one-of-a-kind experience in the downtown that celebrates local culture and creative enterprises, while enhancing opportunities for economic development

and downtown renewal. More importantly, as originally proposed in Staff Report FCT001-17 (January 23, 2017), the City can leverage the redevelopment of the Barrie Transit Terminal site to create a 'Market Precinct' that extends well beyond the terminal site and concentrates creative, cultural and community enterprises in a defined geographic area to promote partnerships and synergies, and to capture a consistent image and sense of place.

For downtown residents (current and future), a Market Precinct supports complete, sustainable community building, providing a mix of housing types and tenures, open spaces, and retail and entertainment facilities where people can live, work and play in a setting that is rooted in Barrie's local context.

For downtown businesses, a Market Precinct provides unique but complementary uses that attract patrons from throughout the City, across Simcoe County and beyond, enticing them to linger and explore the other businesses and facilities on offer in the downtown.

For the City of Barrie, a Market Precinct capitalizes on the adaptive re-use of an underutilized building to establish an exciting framework for the ongoing growth and evolution of the downtown and waterfront that reflects and promotes municipal plans, policies and guidelines.



Building on current momentum to create a Market Precinct in Downtown Barrie that celebrates local cultural, creative and community enterprises, while enhancing opportunities for economic development and downtown renewal.

2.0

The Site and Study Area

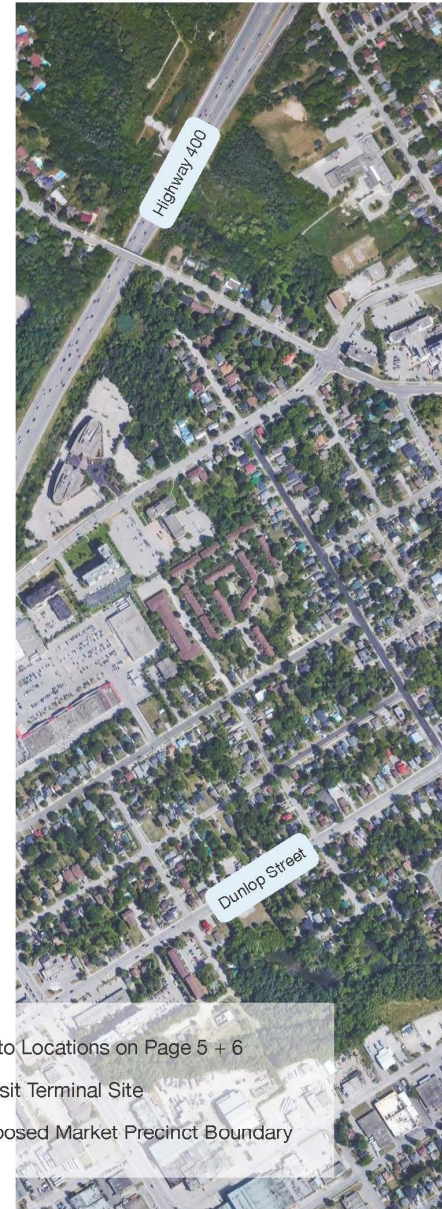
The proposed study area is located within the City of Barrie's Urban Growth Centre. It is bounded to the north by the properties along the north side of Dunlop Street, to the east by Bayfield Street, to the south by Simcoe Street, and to the west by Bradford Street. The most prominent public use in the study area is the Barrie Transit Terminal, centrally-located between Mary Street and Maple Avenue with direct frontage on Simcoe Street. The Barrie Transit Terminal is the proposed site of the permanent market as discussed throughout this report. Along Dunlop Street, buildings are generally two storeys, and reflect a traditional Ontario downtown, with retail uses at grade and residential uses above. A number of lots feature single-storey retail uses, set back to accommodate parking on Dunlop Street and/or at the side of the building. To the west of the transit terminal, the study area reflects a single-detached residential neighbourhood, though many of the dwellings (particularly on Bradford Street) have been converted to office uses. Some larger office buildings are located along Simcoe Street (west of Mary Street). Two large residential buildings are located just east of the transit terminal, both of which provide some ground-level commercial uses. A large municipal surface parking lot occupies the corner of Simcoe Street and Bayfield Street.

What is a permanent market?

A permanent market is a space where buyers and sellers can convene for the sale of goods at all times of the day, week and year. Most often, permanent markets are located indoors, with ancillary outdoor space, to be able to function during all types of weather. A permanent market can host a range of different vendor types, such as food and drink, arts, or clothing.

St. Lawrence Market in Toronto and the Byward Market in Ottawa are successful examples of market precincts that are built around a centrally located, permanent market building.

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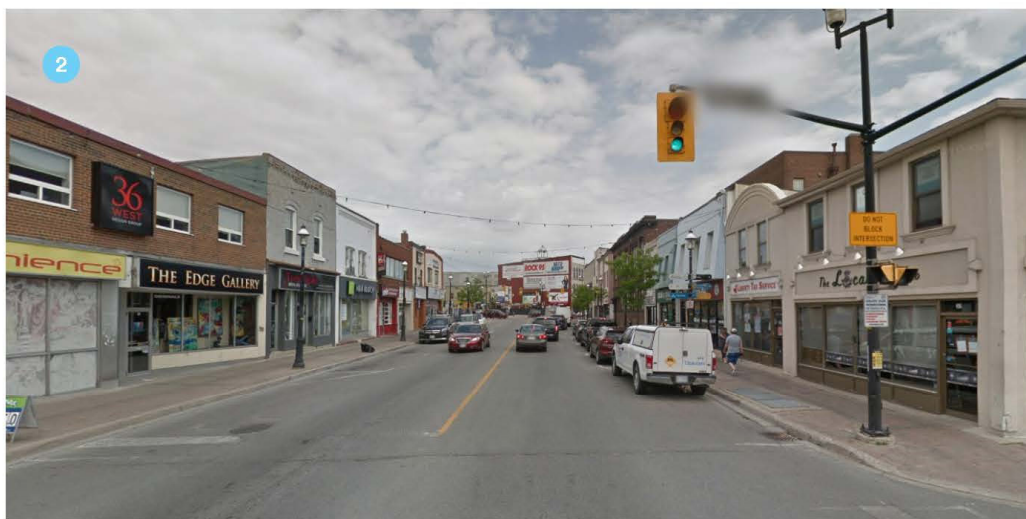
- 1 Photo Locations on Page 5 + 6
- Transit Terminal Site
- Proposed Market Precinct Boundary



5



The Barrie Transit Terminal from Maple Avenue. Image credit - Google



Looking east on Dunlop Street from Maple Avenue. Image credit - Google



Single family homes on the east side of Toronto Street. Image credit - Google



Two large residential buildings from Maple Avenue and Simcoe Street. Image credit - Google

The opportunities and constraints that currently characterize the study area include:

1.1 Opportunities

1. Downtown Location

The study area is located within Downtown Barrie and in close proximity to the waterfront.

2. Accessibility

The Barrie Transit Terminal is an established transit hub and arrival point in the downtown. Though it is being relocated, transit facilities will continue to operate here.

3. Existing Residential

Two large residential buildings, second-floor units on Dunlop Street, and single-detached dwellings provide a number of residents nearby.

4. New Residential Development

A number of proposed developments will create a 'critical mass' of people in close proximity to the study area.

5. Development Potential

Vacant and/or underutilized buildings and lots provide opportunities for new development.

6. Dunlop Street Improvements

Recent and planned upgrades to Dunlop Street will create an improved pedestrian environment.

7. Waterfront Views

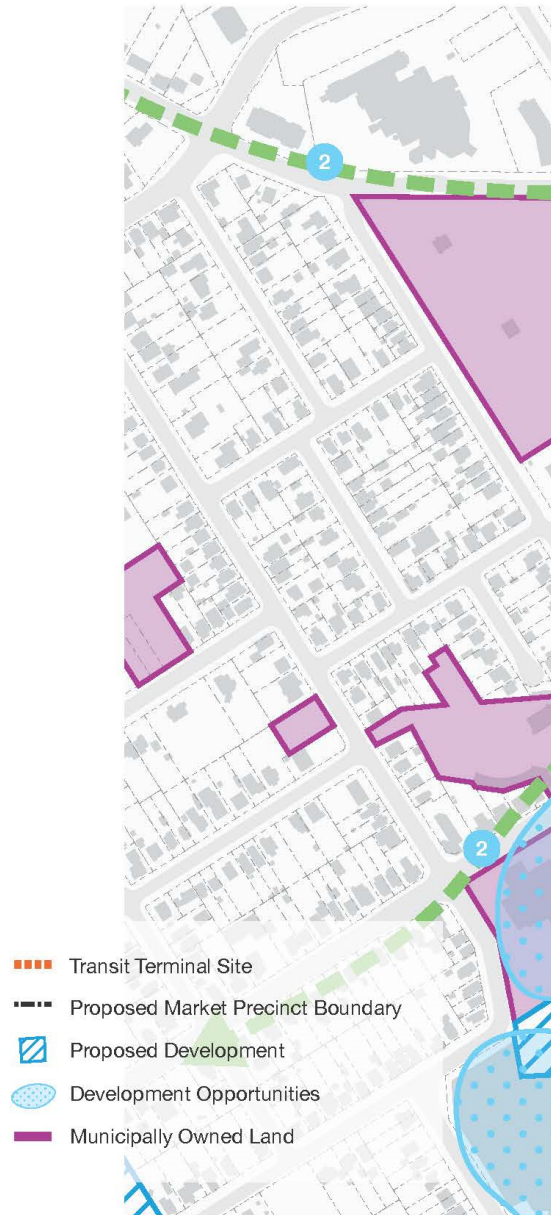
Views from Dunlop Street to Lake Simcoe (and the Spirit Catcher) reinforce the waterfront location.

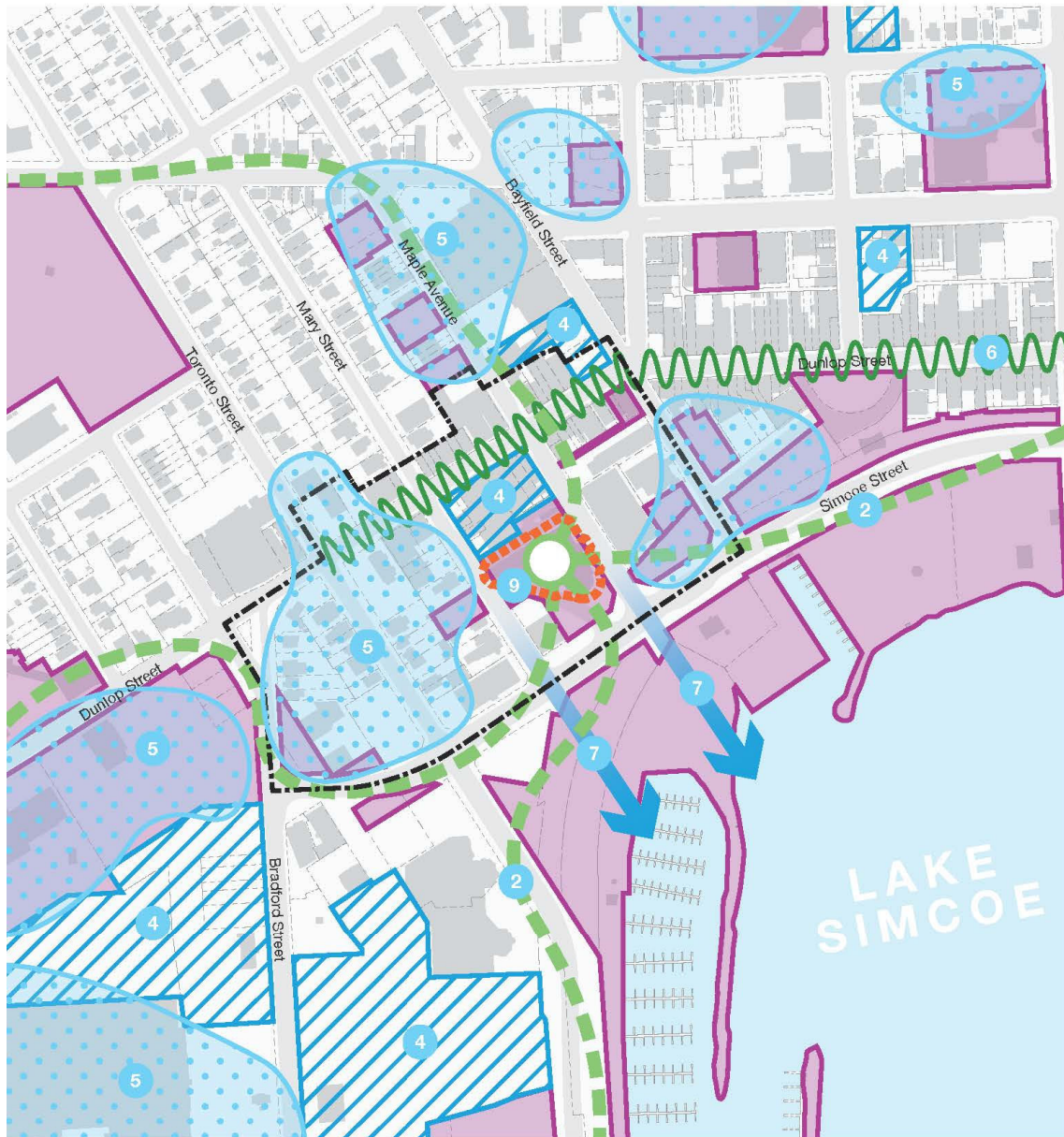
8. Municipal Land

The City of Barrie owns a number of properties in the study area providing greater control over the long-term development.

9. Transit Terminal

The existing transit terminal is in good condition and can be re-purposed.





1.2 Constraints

1. Established Uses

Redevelopment opportunities may be limited west of Mary Street, where individual properties may require consolidation.

2. Dunlop Frontage

Transit Terminal site has no substantial frontage on Dunlop Street.

3. Parking

Limited parking options may hinder large-scale redevelopment and/or commercial uses. A Parking Strategy is currently underway.

4. Waterfront Access

The width and character of Simcoe Street creates a barrier to the waterfront.

5. Waterfront Character

The waterfront adjacent to the study area is predominantly used for surface parking.

6. Impermeable Buildings

The large residential buildings on Maple Avenue and Bayfield Street create a physical and visual barrier.

7. Established Retail

Existing retail does not reflect complementary uses that encourage a continuous shopping experience.

8. Underutilized Sites

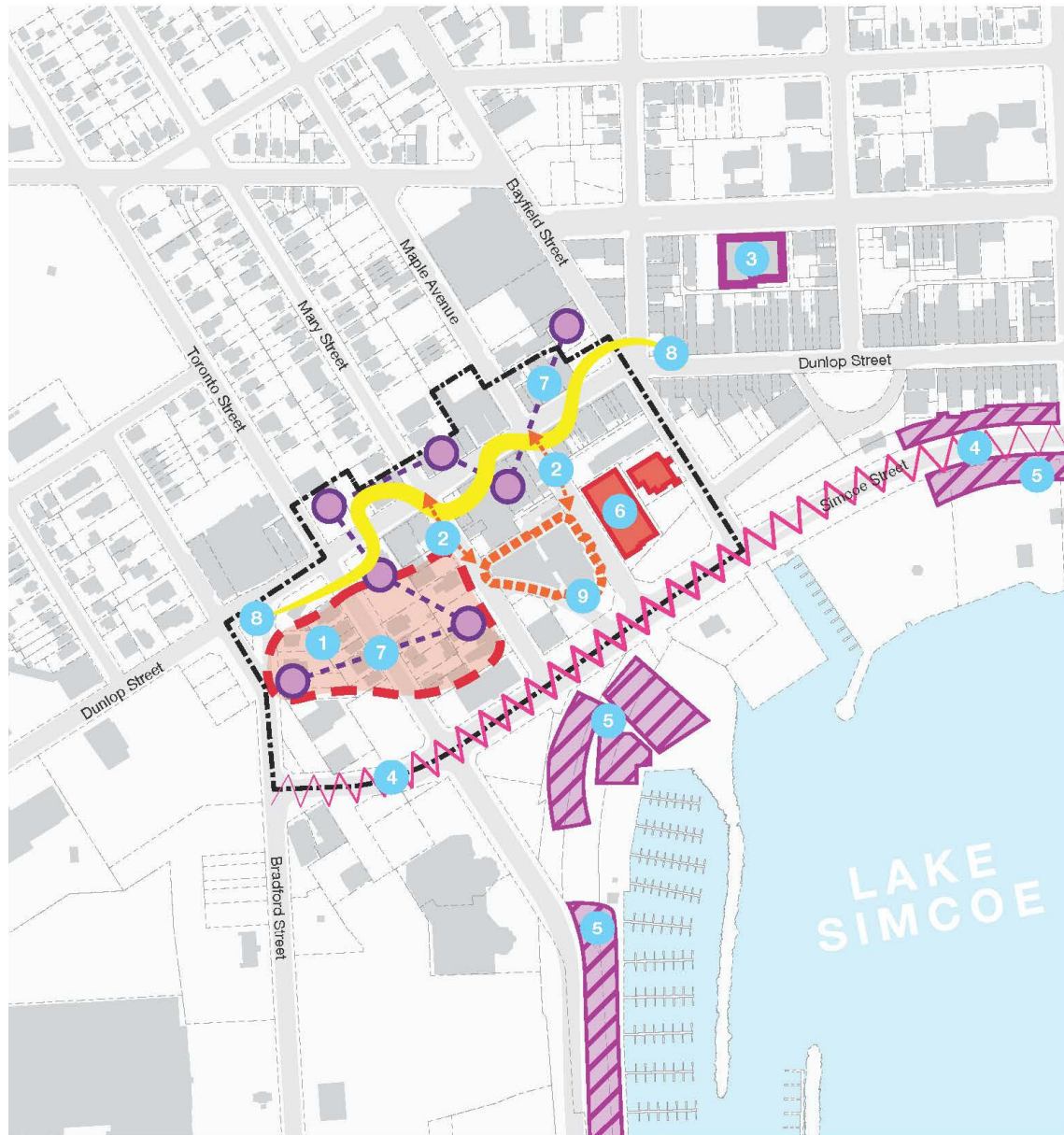
Single-storey retail uses, and uses that are set back from Dunlop Street, create gaps in the pedestrian experience.

9. Transit Terminal

Redevelopment options may be limited to the established foot print if adaptively re-using the transit terminal.

- Transit Terminal Site
- Proposed Market Precinct Boundary
- Discontinuous Existing Retail
- Underutilized Sites Along Dunlop Street
- Small Lots That May Require Consolidation
- Parking Lots Adjacent to Waterfront





3.0

The Key Themes

11

In considering the transformation of the existing Barrie Transit Terminal for a permanent market, and the evolution of the broader study area to a Market Precinct, discussions were held with a scoped number of stakeholders that have a vested interest in the downtown and/or a potential Market Precinct.

These discussions directly addressed the creation of a permanent market at the existing Barrie Transit Terminal location, as well as the potential development of a broader Market Precinct. Discussions focused on the role that a Market Precinct could play in the downtown (and broader city), the types of uses that would be appropriate, possible synergies with existing business/institutions, and potential barriers to achieving this vision.

While a significant amount of information was received, a number of common themes were evident and repeated regularly through our discussions. The 10 Key Themes are described on the pages that follow.

Note: The images used throughout this document are for demonstration purposes only, and are not intended as a solution in Barrie. They represent and illustrate best practices in planning and urban design, and may be appropriate if scaled/adapted to reflect the local Barrie context.

Who did we talk to?

Various people and stakeholder groups were contacted to participate in this process. While some were unavailable or opted to not provide input, a significant amount of information was gathered from the following groups:

- / Mayor Lehman and Deputy Mayor Ward (Ward 4);
- / City Staff (CAO, Development Services, Transit and Parking, Business Services, Corporate Facilities, Economic Development, Planning and Urban Design);
- / The Downtown Barrie Business Association;
- / Land Developers/Real Estate (34-50 Bradford Street, Uptown Theatre Block);
- / Downtown Institutions (Georgian College);
- / Advisory Groups/Committees (Heritage Barrie, Barrie Public Art Committee);
- / Downtown Businesses (Farmer's Market, Lazy Tulip); and,
- / Community Groups (Urban Pantry).



3.1 A Local and Regional Destination

Inspiration Village in the Byward Market was a key part of Ottawa's Canada 150 celebrations that drew tourists from across the country. Image credit - Ottawa 2017 Bureau

The Market Precinct will be an integral part of Downtown Barrie and should provide a strong foundation of economic development opportunities that attract and appeal to local residents, while also drawing tourists from throughout Simcoe County, across the GTA and beyond.



3.2 A Vibrant Mix of Uses

A mix of uses provide for many residents in Toronto's Liberty Village. Image credit - Unknown

The Market Precinct will be home for many new residents and should ensure that anchor uses are provided to meet daily needs (i.e. groceries, pharmacy, daycare, etc.) within walking distance. These should be supported by flexible and changing uses and activities to create a sense of interest and to encourage repeat visits.



3.3 A Continuous Experience

Triumfalnaya Square in Moscow, Russia. Image credit - Vlad Feoktistov

The Market Precinct should reinforce a continuous downtown experience by both drawing visitors from the waterfront and the greater downtown, as well as channeling visitors to these destinations. This can be accommodated through physical and visual connections, as well as strategic partnerships and synergies with local businesses, institutions and community groups.



3.4 A Unique Visitor Experience

Old Spitalfields Market Holdings in London, United Kingdom. Image credit - Aaron Hargreaves

The Market Precinct should create a unique visitor experience that captures and celebrates Barrie's local culture and community and creates an experience that can not be replicated elsewhere through partnerships with local artists, entrepreneurs, and other creative professionals.



3.5 Support and Promote Local Entrepreneurs

Stackt Market in downtown Toronto is a unique shopping experience that provides short-term lease opportunities for local entrepreneurs. Image credit - Industrious Photography

The Market Precinct should be a place that supports and incubates local entrepreneurs by providing appropriate and affordable spaces and facilities, ongoing support services, and meaningful development incentives to help businesses grow, thrive and eventually relocate to a permanent space.



3.6 An Inclusive Destination

Jean-Talon Market has provided year round shopping for generations of Montrealers. Image credit - Kelly Jacob

Businesses, programming and other activities in the Market Precinct should be inviting and engaging for children and youth, persons with disabilities, and should celebrate the diverse cultures within the City of Barrie.



3.7 An All-Day/All-Season Destination

IMPULSE at the Place des Festivals in Montreal. Image credit - Ulysse Lamerise/OSA

The Market Precinct should be vibrant and active at all times of the day, and throughout the year. Retail and office uses are encouraged to provide daytime activity, while residential and entertainment uses will ensure a continual presence throughout the evening. In the shoulder seasons, a pro-active approach to programming is encouraged to draw residents and visitors and to support a foundation of anchor tenants.



3.8 Waterfront Connectivity

Domino Park in the Williamsburg Neighbourhood of Brooklyn, New York City. Image credit - Barrett Doherty

The Market Precinct should be well-connected to the waterfront, including the City of Barrie Marina and Centennial Beach, and should ensure visual connectivity (i.e. signage and wayfinding) as well as safe and efficient movement between these destinations through upgrades and enhancements to Simcoe Street.



3.9 An Organic Character

Assembly Row in Boston, USA is clearly defined as a unique area through public realm design. Image Credit - Rayner En Route

The Market Precinct should reflect a consistent and unified character, reinforced through complementary uses and consistent design cues throughout the public realm. Stringent design requirements are discouraged to promote the organic growth of the district.



3.10 City Leadership

State owned, Torvehallen Market in Copenhagen was previously a gas station and parking lot. Image Credit - Rayner En Route

The Market Precinct should support the City's commitment to a unique downtown location that celebrates and nurtures local culture and creative economies. This includes public realm projects on City-owned lands and amendments to existing planning policies and processes to remove barriers to development.

40

The Big Moves

A review of available background information, analysis of the site and its opportunities and constraints, and the Key Themes distilled through the stakeholder interviews, helped to identify five Big Moves that should provide the foundation and inform the ongoing implementation of the Market Precinct. Each of these Big Moves are described in greater detail on the following pages, including the key considerations that should be explored further through a detailed Precinct Plan for the Market Precinct and/or ongoing efforts by the City.



**People in the Market
Precinct**



Catalytic Uses



**Recognizable Character/
Unique Experience**



Integrated Precinct



**Synergies and Local
Partnerships**

17





BARNONE is a creative hub in Gilbert, USA. Image Credit - Jason Roehner

4.1 People in the Market Precinct

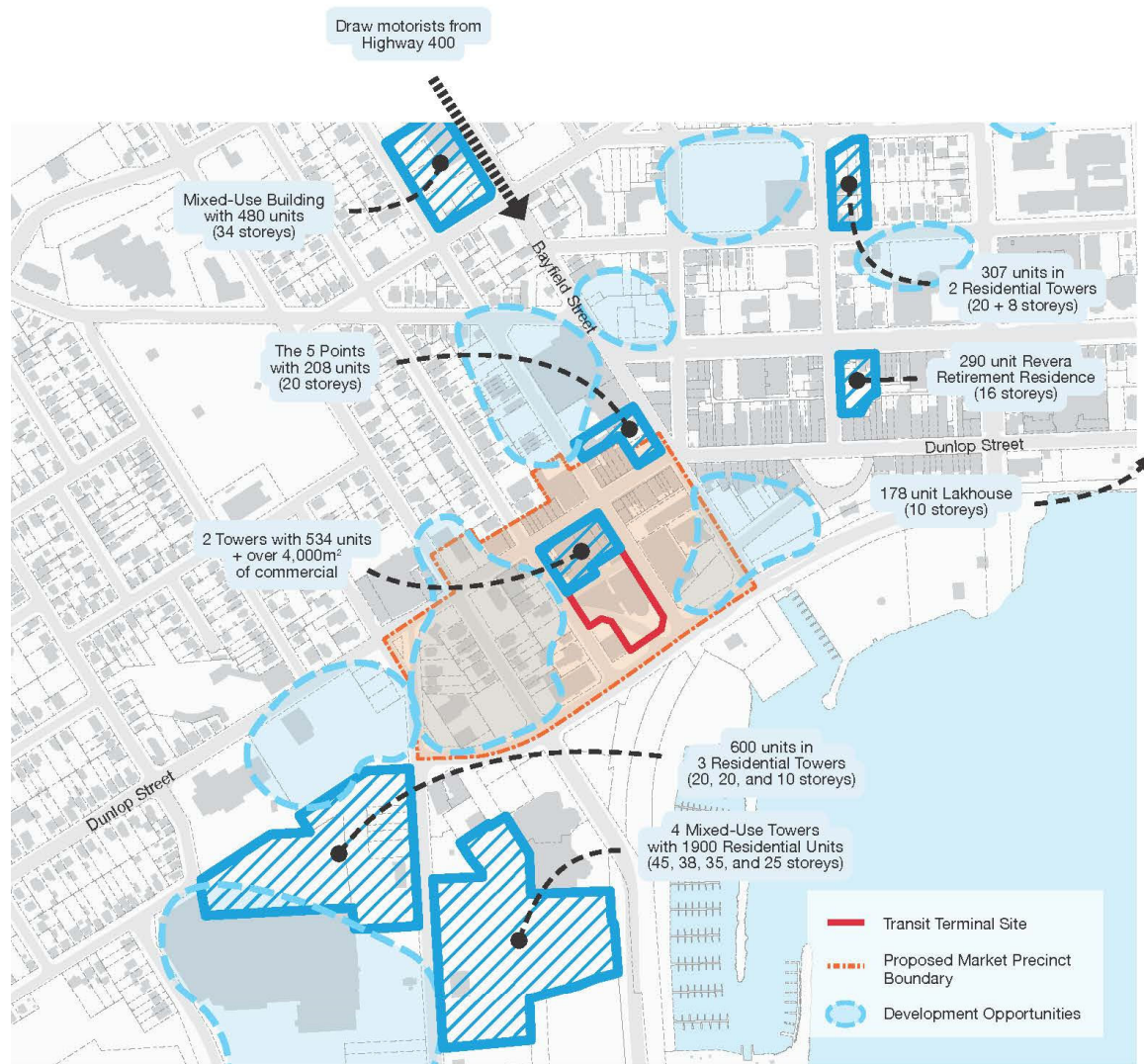
The success of the Market Precinct requires a critical mass of people living, visiting, and working in Downtown Barrie to ensure vibrancy, regular patronage for businesses, and enhanced safety at all times of day through casual surveillance. Currently, there are a significant amount of development proposals in, and within walking distance of, the Market Precinct which will add a substantial number of residents to the downtown. It is expected that this momentum will continue, and that both private development and City-led initiatives (i.e. the Market Precinct) will continue to drive new development over the coming decade. Likewise, investment in and attraction of new employment uses is essential in ensuring that a significant amount of people frequent the downtown and Market Precinct throughout the day when some of the residential population may be working outside of the downtown.



Two towers are proposed immediately adjacent the Transit Terminal site.



Draw motorists from
Highway 400



Context map showing how there will be an increase in people visiting and living in Barrie's Downtown.

Key considerations include:

Maintain Transit Access

The Barrie Transit Terminal is already a recognized hub in the downtown. With the repurposing of the building for a permanent market, an alternative minor hub has been identified on site (see Staff Report TPS003-18, June 11, 2018) to ensure that people continue to move through the Market Precinct when arriving to, or leaving, the downtown. This establishes the Market Precinct, and its associated uses, as a likely destination for patrons looking to grab a coffee/snack on their way to work, or daily groceries on their way home.

Residential/Office Conversions

Within the established residential neighbourhood to the west of Mary Street, a number of dwellings have been converted to office uses. This should continue to be considered as an opportunity to support unique business models, though in the event of full conversion should be carefully balanced with new residential and live/work development to ensure that large areas of the neighbourhood do not vacate in the evening.

Regular and Flexible Programming

To encourage regular and repeat visits to the Market Precinct, a balance of regular anchor tenants (i.e. boutique grocery store, LCBO, etc.) will be required to fulfill the daily requirements of local residents. Smaller facilities, including indoor spaces, outdoor performance spaces, etc. should balance this by accommodating flexible programming (i.e. pop-up shops, buskers, festivals, etc.) that offers a unique experience upon each visit.

Highway Tourism

The Market Precinct is generally less than a 10-minute drive from Highway 400. Wayfinding elements (i.e. signage, billboards, etc.), as well as enhanced marketing efforts (i.e. social media campaigns) should be used to draw motorists to the Market Precinct who are exiting the highway for gas or looking to purchase a quick coffee and snack. This is particularly key on Dunlop Street, which features multiple gas stations with direct and straightforward access to the Market Precinct.

Opportunity Sites

There are a number of vacant and/or underutilized sites within the Market Precinct which should be prioritized for mixed-use buildings (i.e. on Dunlop Street, Simcoe Street, and Bayfield Street) or live/work units where appropriate (i.e. Toronto Street, Mary Street). This will ensure additional people both living and working in the Market Precinct.



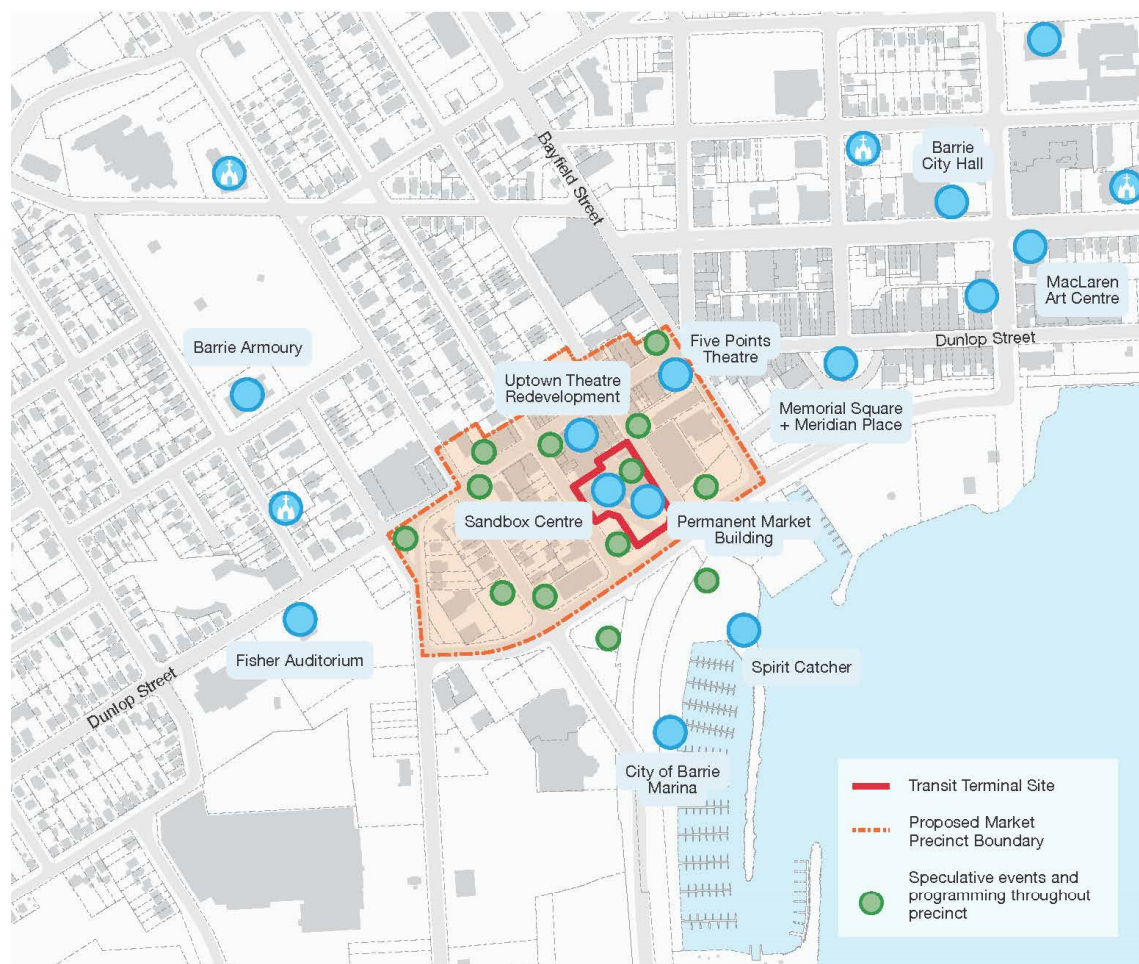
Top - The Transit Terminal is a recognized hub downtown that will be replaced with a minor hub on site.
Above Right - Ontario's Tourism Signage program
Above Left - Anchor tenants (such as an LCBO) can be designed to seamlessly fit into The Market Precinct
Right - Mary Street has a number of underutilized sites that should be prioritized for redevelopment.

4.2 Catalytic Uses

While private development will eventually result in a significant amount of people living within, and in close proximity to, the Market Precinct, this development will happen incrementally over many years and it will be some time before the Market Precinct is firmly established. Given this, the City should explore all opportunities to create and support catalytic public realm projects that help to establish the Market Precinct as a premier destination in Downtown Barrie.



The Byward Market District in Ottawa is focused around a permanent market building.



Above - Context map showing nearby catalytic uses.

Key considerations include:

Permanent Market Building

The foundation of the Market Precinct will be a permanent market building that acts as a hub for businesses, culture events and activities. As a City-owned property, and with the relocation of its existing transit facilities, the Barrie Transit Terminal should be re-purposed as a permanent market building focused on local food, arts and artisans, and community events. The City should explore and invest the resources needed, including design, management, staffing, etc. to realize the adaptive re-use of this building. As the hub of the Market Precinct, this will be a significant catalyst for more organic growth to occur throughout the district.

Uptown Theatre Block Redevelopment

The proposed redevelopment of the Uptown Theatre Block will be the first, and likely one of the largest, private redevelopment projects in the Market Precinct and will play a significant role given its central location and adjacency to the permanent market building at the transit terminal. Through discussions with the developer as part of this process, it is evident that they are excited about the opportunity to support the vision for a Market Precinct and the City should continue to foster this partnership to create a strong core for the Market Precinct.

Pop-Up Shops

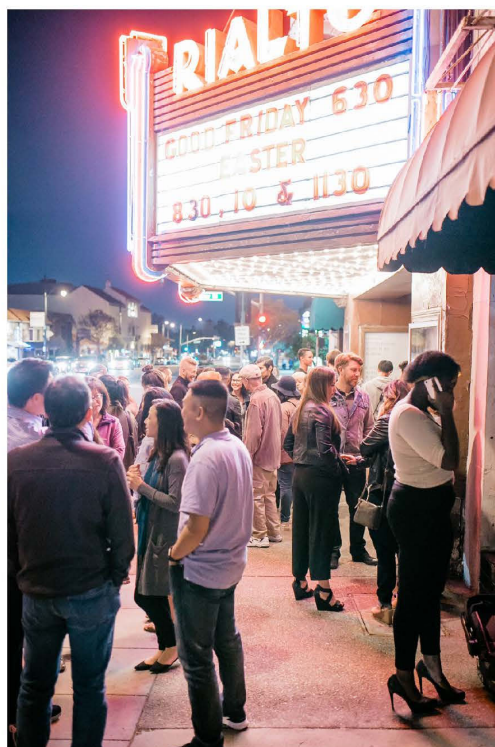
In both the development of a permanent market, as well as within spaces in the broader Market Precinct, the City should support and encourage pop-up shops and/or incubator spaces that allow entrepreneurs to test business ideas with minimal up-front costs and investments. This may include flexible tenures (i.e. part time), smaller retail spaces, and/or temporary units. Such spaces allow for quick occupancy, provide an evolving pedestrian experience, and allow successful businesses to 'grow in place' and relocate to a more permanent spot once financially viable.

Events and Programming

Attracting new businesses (including pop-up shops) to the Market Precinct requires a critical mass of regular patrons. Eventually, this may be accommodated through new residential development. In the meantime, regular events and programming that reinforce the Market Precinct vision should be established, including more formal festivals (art festivals, food truck festivals, street festivals, etc.), as well as informal activities (i.e. buskers, live public art, etc.) to ensure the Market Precinct is perceived as a destination where something unique and exciting is always happening. These programs should compliment, rather than compete with, existing programs (i.e. the Emerging Musicians Program).



Top - The Uptown Theatre Block redevelopment is a key partnership, centrally located within the Market Precinct.
Above - Programming within the Market Precinct should compliment existing programs such as those at Memorial Square + Meridian Place
Right - Entertainment uses attract people to the downtown.

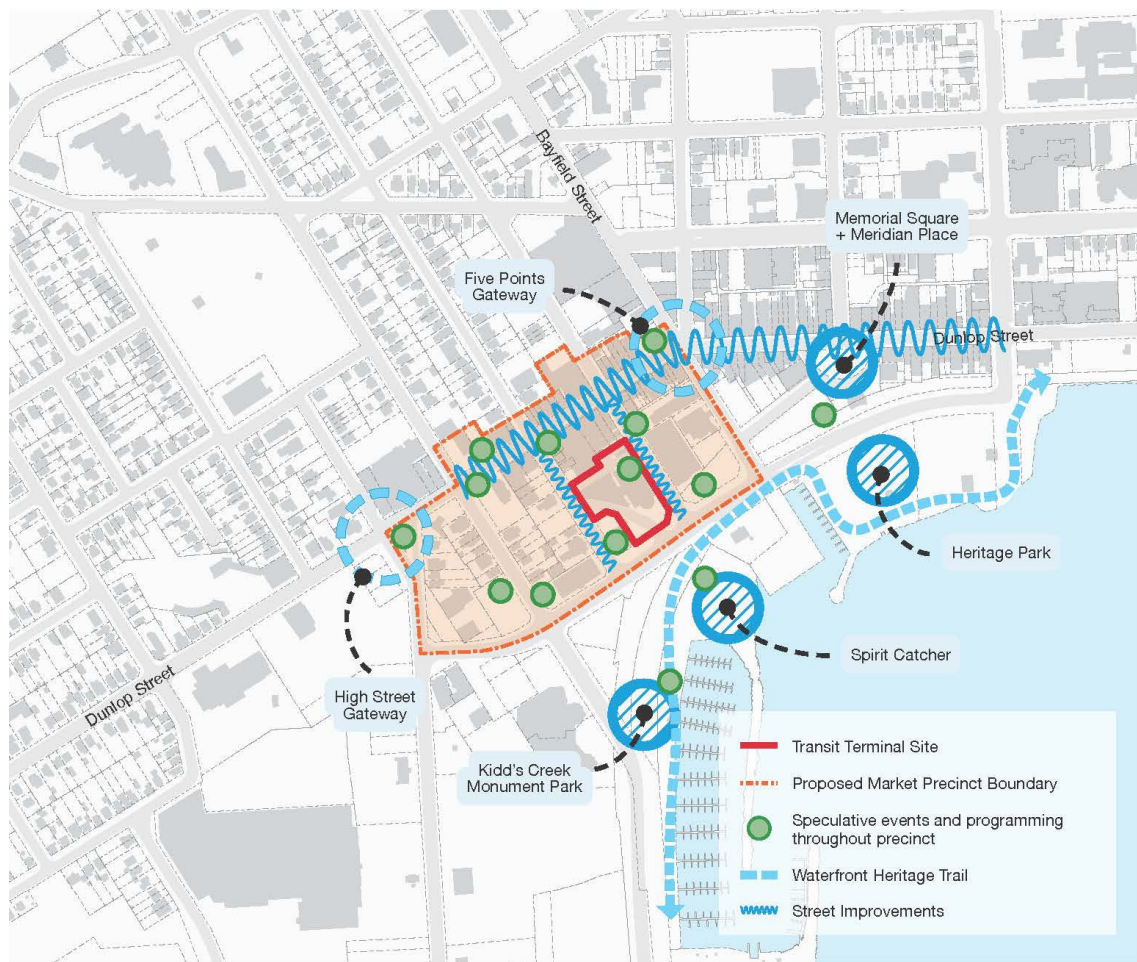


4.3 Distinct Character and Unique Experience

More than simply an extension of the downtown, the Market Precinct should have a distinct character that permeates through the public realm, open spaces and the design of new buildings. The Market Precinct should be a recognizable and memorable neighbourhood within the downtown. Businesses, institutions and programming in the Market Precinct should promote and celebrate Barrie's local business and cultural community, while providing a unique and varied experience that draws people from across the region and encourages repeat visits.



Marine Gateway in Vancouver uses subtle paving, lighting, and furniture changes to signalize a unique destination.



Context map showing how The Market Precinct will provide a unique experience.

Key considerations include:

Public Realm Design

Subtle interventions in the public realm, including street furniture, lighting, paving materials, signage and wayfinding elements, planters and landscaping, etc. should be considered to clearly identify the Market Precinct as a distinct place in the downtown. Rather than a complete visual overhaul or 'theming', discreet upgrades and enhancements are encouraged over time as the character of the Market Precinct emerges organically. It is anticipated that much of these public realm improvements will be facilitated as new private development occurs. Any public realm interventions on Dunlop Street should consider the current upgrades that are underway (see Section 4.4).

Gateways/Arrival Points

There are a number of key intersections where visitors will arrive at the Market Precinct. As visitors arrive, the public realm elements identified above (as well as the other elements noted in this document) should result in a subtle change of character that signals to visitors that they are entering a unique destination in the downtown. At key arrival points, where appropriate, additional efforts should be explored to highlight the Market Precinct, such as murals, public art, etc.

Informal Programming Space

To support a vibrant and engaging public realm, and to promote and encourage local talent, the Market Precinct should provide ample outdoor space to accommodate informal programming and performances such as musicians, artists, buskers, food trucks, workshops, vendors, etc. These spaces can vary in size and may be as simple as designated space within the boulevard, temporary use of on-street parking spaces, or larger urban plazas. Collectively, these spaces will help to ensure an active, exciting and ever-changing experience within the Market Precinct.

Experiential Uses

More than simply a place to purchase local goods, the Market Precinct should be a place where products are produced on site and patrons can observe and experience local artisans as they work. Similarly, rather than a retail store, the business itself may be an experience where patrons can pay to work with an experienced artisan to create their own goods (i.e. cooking classes, design workshops, etc.). This 'hands-on' experience will help to reinforce the unique character that defines the Market Precinct.

Local Artisans and Entrepreneurs

Within the permanent market building (see Section 4.2), there should be a focus on accommodating local artisans and entrepreneurs to offer one-of-a-kind, made in Barrie goods and services that can not be found elsewhere. This commitment to local goods and services will help to strengthen the local economy, draw visitors from across the Region, and encourage regular visits from local residents. As these uses become more successful, they will serve as a catalyst throughout the Market Precinct both by 'growing into' more permanent spaces (i.e. on Dunlop Street) or by encouraging new, complementary businesses as vacancies occur.

Precinct-Specific Festivals

As the Market Precinct evolves, and more and more uses support the intended character, opportunities for precinct-specific festivals and events should be encouraged to both draw visitors to the precinct, but also to celebrate and raise awareness of the local vendors, artists, entrepreneurs, etc. that occupy the precinct. Opportunities may include closing Dunlop Street, Mary Street and/or Maple Avenue to accommodate a street festival for local businesses, or a Christmas Market within and outside of the permanent market building to support year-round patronage.



Top - The Polish Festival in Toronto is well known for opening Roncesvalles Avenue to pedestrians.
Above Right - Lansdowne Park in Ottawa has outdoor informal programming space that in this case is hosting the local farmer's market.
Above Left - Stackt Market in Toronto has a number of different opportunities for short term leases that encourage and allow new business to succeed.

4.4 Integrated Precinct

In attracting visitors to the Market Precinct, integration with the broader downtown will be equally as important as creating a self-sustaining and unique destination. A significant amount of the traffic that enters the Market Precinct will come from elsewhere in the downtown, including the broader BIA, but also the waterfront, Centennial Beach, and new development and complementary uses (i.e. Fisher Auditorium) to the west. Similarly, the Market Precinct should play a key role in channeling visitors to other downtown businesses and destinations.



The Canary District in Toronto is well integrated to the surrounding neighbourhoods while also being a unique destination.



Above - Context map showing how The Market Precinct will need to be integrated with the surrounding areas.

Key considerations include:

Dunlop Street Upgrades

The City is undertaking upgrades to Dunlop Street, from Toronto Street to Mulcaster Street, with a focus on expanding the pedestrian experience and safety and ensuring businesses are better serviced through enhanced lighting, visibility and service opportunities. Continuous green infrastructure, feature planting areas, flex street options, and public art features will create a continuous experience along Dunlop Street and encourage seamless transitions between the Market Precinct and the broader BIA.

Waterfront Enhancements

The Market Precinct is located directly across from the waterfront, which includes generally continuous activity and programming, including Centennial Beach, the City of Barrie Marina, Kidd's Creek Monument Park, the Spirit Catcher art installation, Heritage Park, and Sam Cancilla Park. These spaces also provide direct links to other key downtown destinations, such as Meridian Place. However, directly across from the Market Precinct, the waterfront is occupied by multiple large surface parking lots, creating both a visual and physical barrier between the Market Precinct and the broader waterfront. The City should explore options for the redevelopment of this section of the waterfront, including opportunities to consolidate parking elsewhere in the downtown (as part of the ongoing Parking Strategy), to create a truly continuous, public waterfront experience. As a short-term solution, the redevelopment of the Navy League/Sea Cadets boathouse provides the opportunity to create a direct commercial linkage between the Market Precinct and the waterfront (when combined with upgrades to Simcoe Street as outlined below).

Enhancing Permeability

Visitors to the Market Precinct, including those arriving by car, will likely be traveling through the precinct by foot and therefore it is important that visual and physical connections between key destinations are maximized. This will be particularly important for the permanent market building, which will not have direct frontage on Dunlop Street. Through discussions with

the developer of the Uptown Theatre Block as part of this process, they are interested in creating internal connections and at-grade uses that will enhance connectivity to the permanent market building, and similar considerations should be explored as new development occurs. In addition to new development, opportunities to upgrade and formalize existing laneways and pedestrian 'desire paths' should be explored.

Maple Avenue and Mary Street Upgrades

While Dunlop Street is essential in integrating the Market Precinct with the broader downtown, Maple Avenue and Mary Street are integral in providing connectivity to the waterfront, as well as the Queen's Park Neighbourhood to the north. As the bounding streets for the permanent market building, Maple Avenue and Mary Street will also be responsible for drawing traffic from Dunlop Street and should reflect this important role. The City should consider upgrading Maple Avenue and Mary Street to curbless or pedestrian-priority streets that can be closed when necessary, and used as an extension of the permanent market building or for additional programming space for festivals and events. Such upgrades would work in tandem with upgrades to Simcoe Street (see below) and broader waterfront enhancements.

Simcoe Street Improvements

Connectivity to the waterfront, and the ability to draw pedestrian traffic from Centennial Beach and the broader waterfront, can significantly increase the visitors to the Market Precinct. However, at five lanes wide, and with minimal mid-block connectivity, Simcoe Street provides a significant barrier between the two destinations. Between Toronto Street and Bayfield Street, the City should explore opportunities to implement a 'road diet' on Simcoe Street, and to narrow the overall distance that pedestrians have to travel to cross the street while providing greater space in the boulevard for pedestrians, cyclists, etc. In addition, the City should explore opportunities to provide on-demand crossings at Mary Street. When combined with the recommended enhancements to the waterfront (see above), these improvements will significantly enhance the pedestrian experience on Simcoe Street.



Above - King Street in Kitchener is one of the design precedents for the Dunlop Street upgrades
Above Right - Zaitunay Bay in Beirut provides a continuous and exciting waterfront experience.
Right - Market Street in Toronto is another of the design precedents for the Dunlop Street Upgrades



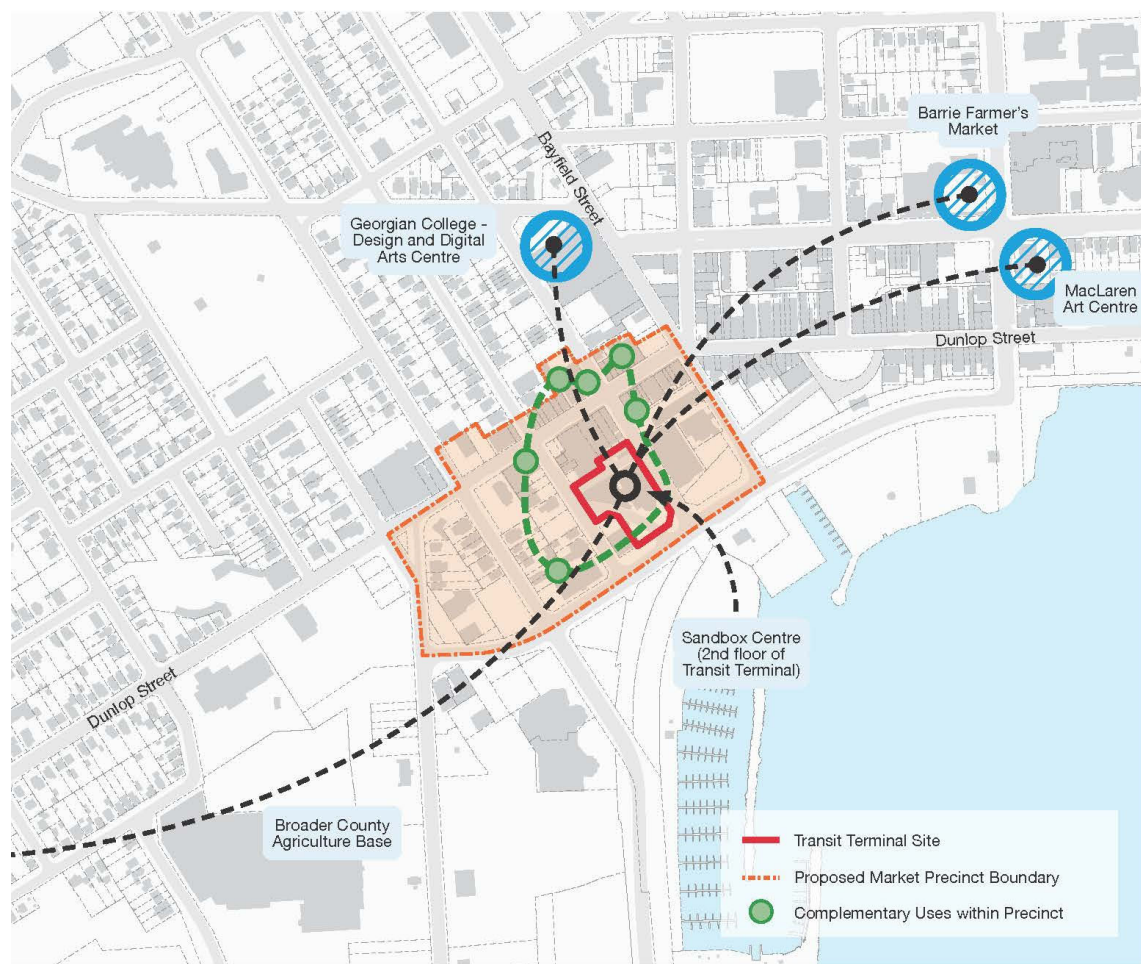
4.5 Synergies and Local Partnerships

Having a foundation of complementary businesses and services will be key to establishing a unified character in the Market Precinct. However, equally important, is that these uses capitalize on synergies with each other, and with other businesses, institutions, etc. across the City of Barrie (and broader Simcoe County) to identify efficiencies, maximize programming, and strengthen economic development and vitality for all businesses.



Downtown Barrie has many existing complementary businesses and services that should be looked at for partnerships.





Context map showing existing uses.

Key considerations include:

Local Institutions/Programs

There are a number of institutions within (i.e. the Sandbox Centre) or in close proximity to, the Market Precinct, such as the MacLaren Arts Centre and Georgian College and Innisdale Secondary School, which both offer arts programs. These institutions provide opportunities for partnerships and collaboration in many forms, which may include on-site teaching and training, entrepreneurial programs, public displays, etc. Particularly in relation to the permanent market building, such partnerships can help to ensure regular programming and use of the space, particularly outside of the peak summer season when other uses may be reduced. Similarly, programs such as Artrepreneur¹ Barrie may be more appropriately located within the permanent market building where they can leverage synergies.

Existing Farmer's Market

The Barrie Farmer's Market, currently operating year-round at City Hall, is a shopping and social hub, and has an established network of agricultural partners from throughout the region. In addition, the Farmer's Market has a long track record of successfully incubating business that eventually establish a permanent location in the downtown. Like a Pop-up Shop, the market allows local entrepreneurs to establish an in-person presence with minimal up-front investment. For food vendors, the Farmer's Market removes a significant barrier by permitting food to be cooked at home and sold on site. Given the inherent synergies with the permanent market building, the City should explore partnerships and opportunities to relocate the Farmer's Market to the Market Precinct. The ability to accommodate shared facilities, such as a commercial kitchen, could be beneficial for both. If this is not possible, the City should work closely with the Farmer's Market to leverage synergies between the two destinations, including co-ordinated scheduling, programming, etc.

¹ *Artrepreneur is a program designed to equip independent artists, arts administrators and creative entrepreneurs with vital business skills needed for success across all arts disciplines and industries. The program was created by the York Region Arts Council, and facilitated in Barrie by local partners*

Existing Uses

There are a number of existing uses within the Market Precinct that already reflect the identified character of the Market Precinct (see Section 4.3), such as health food stores (Nutrition Plus), music venues (Maverick's Music Hall), coffee shops (Lazy Tulip, Higher Grounds Coffee House), bookstores, etc. In addition, other uses (i.e. pharmacies, barbershops, LCBO, restaurants) help to fulfill many of the daily needs for those who will live in the Market Precinct. These uses form an integral part of the Market Precinct and should be considered important partners in the ongoing evolution of the Market Precinct.

Retail Synergies

Retail uses will play a key role in the Market Precinct and will ideally include a number of specialty and/or boutique vendors producing goods made locally and/or on site. Where possible, opportunities to identify synergies between these businesses (i.e. local coffee shop selling chocolate bars made elsewhere in the Market Precinct, or restaurant using locally-sourced ingredients from a vendor within the permanent market building) should be explored to increase the market reach for each retailer and to promote the collaborative and community spirit of the Market Precinct.



Above - MacLaren Art Centre
Above Right - Existing Barrie Farmer's Market
Right - Georgian College - Design and Digital Arts Centre



5.0 The Actions

39

To achieve the Big Moves outlined in Section 4, there are a number of key Next Steps/Actions that the City should undertake, including additional studies (both Market Precinct focused and City-wide), policy and process updates and amendments, and the exploration and fostering of key partnerships. Sixteen key Next Steps/Actions are outlined below, however, it is not an exhaustive list and it is anticipated that new items will emerge as the Market Precinct evolves. The Next Steps/Actions below are loosely organized by recommended order of implementation, though it is recognized that current priorities, available funding, and a variety of other considerations may inform the order of implementation.

5.1 Undertake a Business Case for the Permanent Market

The City should undertake a Business Case to help analyze and evaluate the potential return on investment associated with the creation of a permanent market at the Barrie Transit Terminal site. The Business Case should establish the rationale to support the ongoing City investment identified in this report, and likely to be augmented through a more detailed Precinct Plan. For stakeholders and the public, the Business Case will reinforce a transparent decision-making process as the permanent market, and related City investments, are undertaken.

5.2 Prepare a Precinct Plan for the Market Precinct

The City should undertake a comprehensive Precinct Plan for the Market Precinct. The Precinct Plan builds on the directions of this report, but is different in that it is a legislative document providing a comprehensive Secondary Plan that is implemented through the Planning Act. The Precinct Plan will provide a Vision and Guiding Principles for the Market Precinct, while outlining the required built form, public realm, open space and transit and transportation considerations, including the incorporation of new transit facilities. A key part of the Precinct Plan will be the careful analysis of existing opportunity sites to identify the preferred use, height, density and built form and massing. The Precinct Plan will also identify, and

provide direction related to, the design and location of gateways, public art, pedestrian connections, etc. An analysis of best Practices, including successful markets across Ontario (Byward Market, Kensington Market, St. Lawrence Market, etc.), is recommended to identify opportunities for innovation in both design and operational approaches. The Market Precinct Plan will provide the foundation for a number of policy and process amendments (i.e. Official Plan and Zoning Bylaw Amendments) to facilitate seamless implementation.

5.3 Prepare a Streetscape Master Plan/Engineering Study for the Market Precinct

Streets within the Market Precinct will play a key role in providing additional opportunities for public space (i.e. through enhanced boulevards, curb-less/flex streets), and facilitating safe and efficient connections throughout the precinct and between the Market Precinct and other nearby destinations (i.e. the waterfront, downtown, and the Queen's Park Neighbourhood). The Precinct Plan will provide general guidance related to the design and character of these streets, but the City should undertake detailed Streetscape Master Plans for Simcoe Street, Mary Street and Maple Avenue. As Dunlop Street is currently being upgraded, it is anticipated that recommendations for Dunlop Street would be minimal, and focus on superficial treatments (i.e. furniture, signage, striping, etc.) that could be implemented over the long-term with minimal cost to the City. For Mary Street and Maple Avenue, Streetscape Master Plans should focus on the creation of flexible and/or curb-less streets that accommodate on-street parking but can also be closed as needed (i.e. through bollards) and used as an extension of the permanent market building. On Simcoe Street, a Streetscape Master Plan should focus on narrowing the street, increasing pedestrian connections to the waterfront, and providing a positive pedestrian boulevard on both the north and south sides of the street. As needed, the Streetscape Master Plans should inform the creation of new Engineering Standards for the City.

5.4 Amend the Official Plan and Zoning Bylaw

The Market Precinct Plan will provide a detailed vision for the Market Precinct, as well as urban design guidelines for building location, height, massing, and interface with the adjacent streetscapes and open spaces. The City is currently reviewing its Official Plan and Zoning By-law, and should ingrain the vision for the Market Precinct at the policy level, and formalize key urban design policies to give the Precinct Plan the 'teeth' needed to guide implementation. Equally as important, the Zoning By-law should allow appropriate uses and built form as-of-right to minimize development charges and potential delays. Making the appropriate updates and amendments to the Official Plan and Zoning By-law clarifies the City's vision for the Market Precinct and supports private investment by providing certainty to the development community.

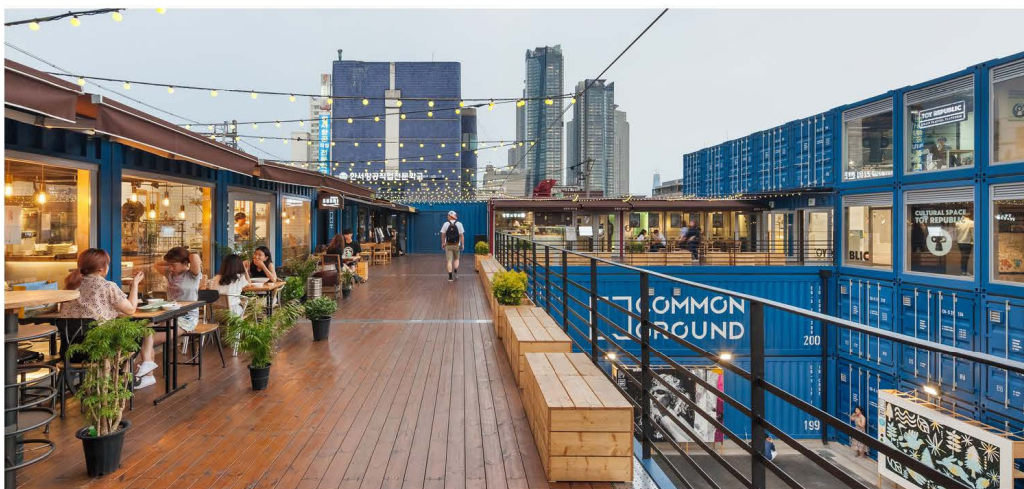
5.5 Review and Update the Community Improvement Plan

The Community Improvement Plan (CIP) currently provides financial incentives for projects that promote affordable housing, brownfield redevelopment, mixed-

use development in the Urban Growth Centre, and preservation of built heritage. While the programs related to mixed-use development and affordable housing are applicable within the Market Precinct, the City should explore opportunities to expand the CIP to provide precinct-specific incentives that can help to achieve the desired uses within the Market Precinct, including the conversion of traditional retail uses for workshop/retail spaces, conversion of existing residential to live/work, etc.

5.6 Undertake a Marketing and Recruitment Strategy

Based on the vision, development concept, and other recommendations of the Market Precinct Plan, the City should undertake a detailed inventory of existing uses to inform the preparation of a Marketing and Recruitment Strategy that identifies the desired uses within the Market Precinct, including their space and facility requirements, and develops a strategy to attract them (including goals, targets and performance indicators). This may include core uses to help to fulfill the daily needs of residents, as well as specific uses required to establish the vision for the Market Precinct. In recruiting new businesses to the Market Precinct, the Marketing and Recruitment Strategy should be a living document supported by



Common Ground Market in Seoul was built with repurposed shipping containers to expedite construction. Image credit - URBANTAINER

fresh marketing materials, social media campaigns, media coverage and awareness events. As the Market Precinct evolves, a key component of the Marketing and Recruitment Strategy should focus on advertising and developing campaigns (both online and in-person) to shift local shopping behaviours away from online retail and 'big box' stores, and back to local goods and services. Likewise, such a campaign could be integral in drawing potential patrons from Highway 400 .

5.7 Prepare a Pop-Up Shop Program

The City should create and implement a 'Pop-Up Shop' program targeted at local entrepreneurs and creative businesses. A pop-up shop is a short-term, temporary retail space that allows entrepreneurs to test business ideas within a localized market (often at a reduced rate) prior to investing significant capital in a long-term lease, equipment, etc. A pop-up shop may also benefit an online retailer wishing to have temporary space to liaise directly with potential

customers. A pop-up shop can take many forms, and may include use of an entire retail space, or partial use of an established space (i.e. small coffee shop within an existing clothing store). Pop-up shops have proven successful in helping to reduce vacancies in downtowns. Ideally, after a successful pop-up shop, entrepreneurs will remain in the building, or seek out a vacant space nearby. Rather than implement pop-up shops on a case-by-case basis, the City should create a comprehensive 'Pop-Up Shop' program for the Market Precinct with permitting policies, standard licensing agreements, budget requirements, landlord and tenant recruitment strategies, and marketing and promotion strategies. While the approach can take many forms, the ultimate goal is to create a strategy that will both incentivize landowners to offer their vacant properties while enticing and incubating new businesses that reflect the vision for the Market Precinct.

Note: The Danforth East Community Association offers a 'Pop-Up Shop Toolkit' based on their successful program



Boxpark Croydon in Croydon, UK. Image credit - Nick Caville

5.8 Collaborate with Local Developers

While the City owns a significant amount of land within the Market Precinct, there are also many opportunities for private development which may have a significant impact on the vision and character of the Market Precinct. In outlining the frameworks that tie the Market Precinct together (i.e. streetscapes, connectivity, interfaces, etc.) the Market Precinct Plan is likely to identify a number of recommendations that impact private landowners and/or future redevelopment sites. The above mentioned policy and process amendments, as well as any additional incentives through the CIP, can help to achieve these directions. However, the City should work closely with these landowners to accommodate any recommended public realm strategies (i.e. mid-block connections, new plazas and open spaces, etc.) emerging from the Market Precinct Plan.

5.9 Secure Letters of Intent from Interested Partners

Much of the success of the Market Precinct depends on the ability to leverage synergies found throughout the downtown, and across the county and region, to ensure the Market Precinct is occupied by businesses, institutions and programs that support its unique vision and character. This will be most important as the existing Barrie Transit Terminal is re-purposed for the permanent market, and to accommodate specific anchor tenants, as well as general goals and objectives related to occupancy, programming, tenure, etc. Where possible, the City should identify and work with local partners who would be interested in space, programming or other involvement with the Market Precinct to obtain Letters of Intent that outline their commitment, and required space/facility needs, to ensure they can be accommodated within the permanent market building. Equally important, these discussions will help the City to explore and understand the potential for ongoing partnerships and programming to fulfill a variety of objectives, such as all-season activity, youth programming, inclusiveness, etc.

5.10 Prepare Detailed Designs for the Permanent Market Building

While the Market Precinct Plan will provide high-level guidance on the design and character of the permanent market building, the City will need to commission a comprehensive design team, specializing in the design, construction and operation of permanent market buildings to ensure the re-purposing of the existing Barrie Transit Terminal reflects the identified needs of the tenants (to the extent that they are currently known), responds to the broader goals and objectives of the Precinct Plan, and accommodates all the required facilities related to parking, servicing, and loading. As the hub of the Market Precinct, the permanent market building should be a unique and attractive landmark within Downtown Barrie.

5.11 Identify and Implement Market Operations

In addition to preparing detailed design drawings for the permanent market building adaptive re-use, the City will need to identify the appropriate operational requirements, including (but not limited to) business structure (Board of Directors, Market Manager, volunteer committee, etc.), staffing, business hours, etc. This work should be grounded in the vision and recommendations of the Market Precinct Plan.

5.12 Construct the Permanent Market Building

As a primary landowner within the Market Precinct, the City should 'lead by example' and demonstrate its commitment to the creation of a Market Precinct by investing in the construction of the permanent market building (subject to the letters of intent, detailed design, and operational requirements identified above). As the hub and heart of the Market Precinct, this building will house a number of uses that directly support the vision of the Precinct Plan and will immediately (upon completion) establish the Market Precinct as a new and exciting destination

within Downtown Barrie. The construction of the Market Precinct (including associated open spaces and surrounding streetscapes) will facilitate a number of the recommendations identified in this report, and likely to emerge from a comprehensive Precinct Plan, including ongoing programming, festivals and events which will further animate and draw visitors to the area. The construction of the permanent market building, when combined with updates and amendments to existing plans and policies, will allow the remainder of the Market Precinct to grow organically as the market dictates, and to reflect the evolving character that naturally emerges.

5.13 Prepare a Market Precinct Programming Strategy

To be successful, the Market Precinct will require regular programming to augment the businesses and other activities in the precinct. This programming will likely be anchored at the permanent market building, but may also utilize boulevards, open spaces, and other areas in the precinct. Regular programming of public spaces provides activity, enhances safety through casual surveillance, and generally encourages ownership over the public realm ensuring it remains a safe, active and engaging place for everyone. A Programming Strategy should outline a plan to maximize activity throughout the Market Precinct

including significant programming, such as new City-wide events and festivals (i.e. a winter market, food events), but also simpler and more regular programming that requires minimal investment (i.e. outdoor art exhibits). Opportunities to re-locate existing events to the Market Precinct, where they could further reinforce the vision for the precinct, should also be explored. In addition, efforts should be made to facilitate informal use of public spaces for smaller activities (i.e. outdoor painting classes). A key focus of the Market Precinct Programming Strategy will be to ensure that programming within the Market Precinct is complementary to, and does not have adverse impacts on, programming efforts in the broader downtown.

5.14 Expand on the Emerging Musicians Program

Buskers, including musicians, artists, dancers, performers, and other specialties, will be an important part of animating the public realm within the Market Precinct, and will help to provide affordable opportunities for people to demonstrate and incubate their talents and engage with visitors, while reinforcing an exciting, positive and ever-changing atmosphere. The City currently has an Emerging Musicians Program, which provides paid summer employment for emerging musicians between the ages of 16-



Boston Public Market transformed the ground floor of a previously vacant state office building into a vibrant destination that anchors a growing market district. Image credit - Chuck Choi

30, including music industry training and skill development, performance and artist development opportunities. While musicians will play a significant role in the Market Precinct, it is anticipated that other artisans, such as craftspeople, artists, dancers, etc. will be encouraged to provide a variety of experiences. The City should look to expand on the Emerging Musicians Program, including opportunities for additional funding, to include similar support for other types of entertainers that may be appropriate within the Market Precinct. Early on, to mitigate the financial impacts of this program, new support could be limited to a few spots within the Market Precinct.

5.15 Prepare a City-Wide Signage and Wayfinding Strategy

Signage and wayfinding elements have a significant impact on how people move through the downtown, and particularly how they will move between the downtown, the Market Precinct, and the waterfront. Signage is also integral in providing information about events and activities, key destinations, and important buildings and features. When properly executed, signage can also play a key role in beautifying downtown streets and open spaces, providing overall cohesion and continuity between destinations, while identifying opportunities to highlight specific neighbourhoods (i.e. the Market Precinct). The City should undertake a comprehensive Signage and Wayfinding Strategy that considers the design, location and content of both vehicle and pedestrian signage, including: gateway signage, street signs, directional signs, streetscape banners, downtown maps, building identification signs, and event signage. Specifically, as it relates to the Market Precinct, the Signage and Wayfinding Strategy should provide detailed design drawings and/or product specifications that reinforce the vision outlined in the Market Precinct Plan. The Signage and Wayfinding Strategy, when combined with the streetscape upgrades and improvements identified earlier, should help to draw significant pedestrian traffic to the Market Precinct from Centennial Beach, the broader waterfront, and throughout the downtown.

5.16 Create a Public Art Policy Sub-Committee for the Market Precinct

Like artists and entertainers, public art will play a significant role in establishing the character of the Market Precinct, promoting local artists, and highlighting key locations (i.e. gateways, the permanent market building, etc.). The City currently has a Public Art Policy that establishes the criteria, funding mechanisms, and process for the installation of new public art across the City. As part of this policy, there is the opportunity to create a sub-committee to focus on specific tasks. It is recommended that the City create a sub-committee focused on identifying, locating, and procuring new public art in accordance with the recommendations of the Market Precinct Plan.

