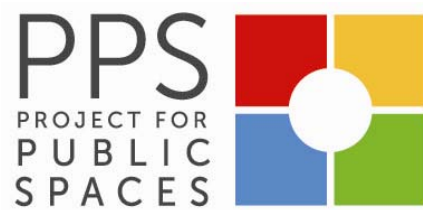




Strengthening the Future of the ByWard Market

May 23, 2013



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Submitted to:

The City of Ottawa

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TABLE OF CONTENTS

Executive Summary	4
Introduction	7
Why the ByWard Market is at Risk	13
The Challenge of Actualizing the Vision for the Market	18
Potential Strategies to Move Forward	21
Appendix	32

EXECUTIVE SUMMARY

PPS was hired by the City of Ottawa, with the ByWard Market Business Improvement Area (BIA) as co-funders, to identify the challenges and opportunities in the ByWard Market stemming from concerns expressed by the ByWard community. As a result of its work, PPS has concluded that the public market (farmer's market) located in the core of the ByWard Market is at risk of being lost if significant changes are not made.

The public market is in jeopardy with several interconnected components contributing to this situation. Such as:

- Bars, night clubs and restaurants dominate the ByWard Market and have come to define the district more than the public market;
- Night life behaviour affects the public market with outdoor vendors reporting in the morning that their stalls are often littered;
- Resident's needs are losing ground over tourist's needs and,
- Loss of local and fresh food producers.

While historic buildings are being preserved in the area, traditional market uses, e.g. fresh food businesses, have been lost over time.

The City of Ottawa can learn from the actions taken by other cities in terms of modern management of public markets. The Forks in Winnipeg is run by a community development corporation. Montreal and London's public markets are managed by a private non-profit corporation and were both previously run by their respective cities.

Capital re-investment is needed if the public market is to survive and PPS provides, as examples, Seattle's Pike Place Market which was renovated through a bond issue voted on and authorized by local taxpayers. Cleveland and Baltimore also had major capital campaigns for their public markets and Halifax's Seaport Farmers Market has been recently re-energized.

In order to save ByWard's public market for future generations some crucial steps need to be taken by the City. It needs to re-structure how the public market is now run and PPS recommends that the City establish a new management model – an authority or other organization having management and operational control with a clear mandate to build back local fresh food uses.

The first steps include:

- Creating a clear mission statement for the public market to maintain a local fresh food focus and
- Assessing options to transition to a non-profit or other proactive form of governance.

Steps needed to be taken to strengthen the vision of a public market as a place to buy fresh local food include:

- Create a business plan for transition to a non-profit corporation;
- Investigate cost savings from consolidated management of the indoor and outdoor market components;
- Initiate more proactive leasing to attract more farmers and food retail;
- Create and implement a parking validation system for public market shoppers; and
- Expand marketing and promotions to animate public spaces to draw people to the Market.

New policies and regulations are needed to implement the greater vision. A transparent governance and management structure with a strong mission can lead to a set of clear and concise regulations for vendors. In addition, a new set of policies will be needed to help attract fresh food vendors in addition to maintaining the historic look of the ByWard Market.

To physically support the growth of the public market and overall vision for the district, return the Market Building to City control for the purpose of transitioning to a non-profit organization or other governance structure that has a clear mandate for building fresh food uses.

Management and operations of public spaces in the district are also needed. Long and short term public space design plans need to be developed. The emphasis should not just be on physical changes, but also in the programming of these spaces. There are improvements that can be quickly implemented including ideas such as changes to seating areas on George Street and adding amenities such as an information kiosk.

Other steps need to be taken to attract new local vendors to support the ongoing viability of a downtown fresh food public market. This includes more proactive leasing

to attract farmers and food retail to ByWard. The 2011 Census indicates that total gross farm receipts collected from Ottawa farms represents about 17% of Eastern Ontario's total farm receipts. This kind of access to local food is a great advantage to Ottawa's historic public market. Efforts can also be made to build upon 'Savour Ottawa's' work in promoting the region as a premier year-round culinary destination offering a wide range of local produce and strengthening community and cultural links to Ottawa's rich agricultural sector.

The most important first step is to identify key individuals and entities to start implementing the strategies and recommendations in this report.

In summary:

Short term recommendations

- Appoint entities/individuals to implement strategies and recommendations
- Review the existing Council-approved vision for the market
- Create a business plan for transition to a new organization
- Make easy-to-implement changes on George Street such as improved seating and an information kiosk
- Identify incentives to support public market uses
- Explore ways to improve security on the street
- Enhance bike access/bike parking
- Increase landscaping (trees/greenery)

Long term recommendations

- Assess feasibility of converting City-owned pieces of land to create a central plaza and or additional public open spaces
- Create a continuous level sidewalk and roadway area within the public market so there is more flexible and useable public space.

“The ByWard Market is where Ottawa was born.”

- PPS

INTRODUCTION

The ByWard Market has been an integral part of Ottawa since its early settlement, originally known as Bytown. It was a centre for the sale of agricultural and food products with a mix of other uses including rooming houses, blacksmiths and taverns. The district today has evolved into a flourishing tourist and nightlife destination. While it is viewed as a great asset to the City economically and is treasured for its historic buildings and scale, some significant improvements need to be made.

Project for Public Spaces (PPS) was invited by the City of Ottawa Planning and Growth Management Department to work with the ByWard Market’s stakeholders to create a vision for the future of the district. With its unique place-making approach, PPS not only has internationally recognized experience in the revitalization of public markets, but since its founding in 1975 has helped downtowns and historic districts improve the design and management of public spaces so that they are safe, attractive, and vital places.

The focus of this report is the public market (farmers market) -- the historic heart of the ByWard Market – which encompasses the City-owned historic market building and parking garage that has commercial spaces that contribute to the public market and surrounding street vending areas, operating seven days a week, 363 days a year – unique for Canada. Despite the ByWard Market’s rich history, the public market, which formed the identity of the area and helped it become the City’s number one tourist attraction, is at great risk. The market is struggling to keep farmers and fresh food retailers while other uses, such as bars and restaurants, predominate and are displacing these historic uses. As a result, the public market has been in a slow decline for several decades, and PPS believes that if nothing is done, the City is in danger of losing the public market forever. The retail food sector has evolved where big chain stores offer consumers a choice of cheaper food and there is a proliferation of new public markets around the City that offer more amenities to both the vendor and the local consumer.

Traditional public markets cannot compete for valuable real estate with traditional developers. In order for public markets to continue to exist in these valuable places, cities are looking at taking measures to preserve these traditional uses (e.g. cheese

shops, bakeries, butchers) as a basic amenity of urban living. Simply stated, cities have the means to foster opportunities to preserve 'public' spaces for public markets and not let them be taken over by those with the deepest pockets. Additionally, preservation of traditional market uses is something that requires on-going vigilance and scrutiny. The availability of fresh local food in cities is important to the liveability, health and interests of citizens today.

Public spaces should be places where diverse people can congregate and bring a sense of safety and security. They should be largely self-policing. Instead, in the ByWard Market, the nightlife behaviour negatively impacts the quality of life for the increasing resident population as well as the public market. At the same time, the area faces other difficult social and security issues, including the frequent presence of panhandlers in public spaces.

While diversity is one of the great assets of the area, the ByWard Market is beginning to lose the right balance between these diverse uses and its public spaces, where increased police intervention is being sought. PPS likes to say that "80% of the success of a public space is management." This could not be truer for the ByWard Market and for its historic public market. Entrepreneurial and publicly accountable management, funded with sufficient resources, is the key to moving forward.

PPS recommends in this report a process to re-assess the management structures, financing, and authority of the public market.

In order to save the public market, the City of Ottawa needs to step up to the plate and deal substantively with its future. Fortunately, PPS is optimistic that both of these goals are achievable and the many committed people who participated in the workshops and discussions appear poised to roll up their sleeves and get to work.

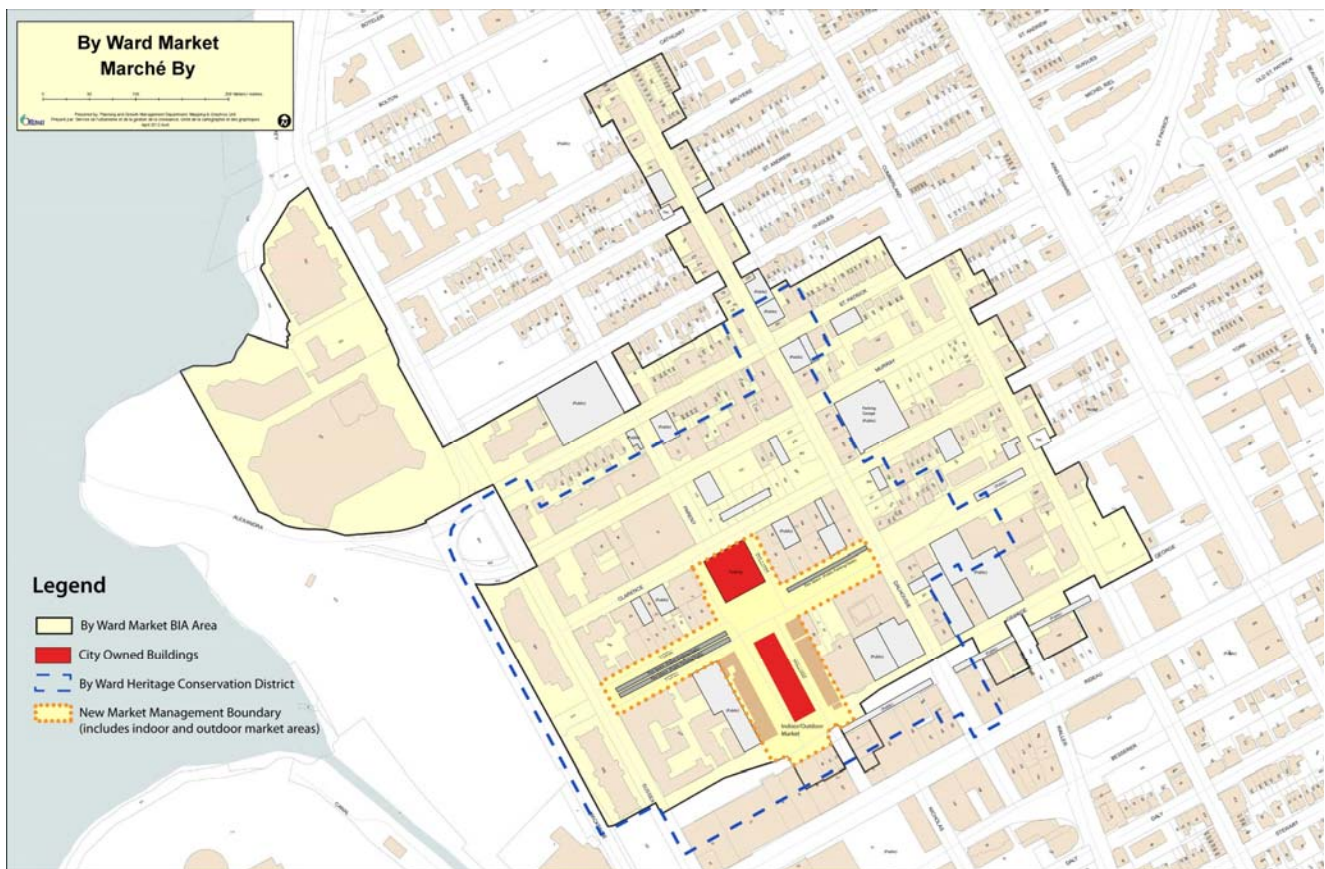
To change the current direction of Ottawa's historic market, big steps need to be taken by the City. This will involve changes in the way the market is operated and providing the tools to help the new entity succeed.

The Geography of the Study

The ByWard Market is not just a market 'per se', it is part of a neighbourhood. It is part of a multi-block area full of shops, restaurants, bars, businesses, houses and schools. However, within the ByWard Market there are some boundaries, such as the defined

ByWard Market Business Improvement Association (BIA) area, the City's ByWard Market Program (which adopted the same boundaries as the BIA - recommended in the 2008 ByWard and Parkdale Markets – Program By-laws and Business Plans – ACS2008-COS-BYL-0055) and the **ByWard Market Heritage Conservation District** (Part V of Ontario Heritage Act)

For the purpose of this study we are recommending that the current Markets Management boundary be reduced to only include the public market. This includes the Market Building, the outdoor food and craft vending that takes place on ByWard Market, William and York Streets and neighbouring fresh food retail in the first floor of the parking garage and along ByWard Market Street (see map).



As we have noted, the public market is inextricably linked to the issues and opportunities of the broader area including Lowertown and vice versa. Indeed, the public market has been positively and negatively impacted by the emergence of the ByWard Market as the pre-eminent entertainment and tourist area in Ottawa and the national capital region.

The History and Uses of the ByWard Market

The history of Bytown and the ByWard Market are intertwined. After establishing Bytown's first bylaw, its founders passed a second by-law creating the ByWard Market. Originally a rough and tumble town consisting of Irish and French immigrants set along the Rideau River, this area has always been associated with commerce, especially of the fresh food variety.

Originally, York Street was a street market dedicated to regional farmers who would come into town for a week at a time to sell produce. Eventually this area evolved to meet the needs of vendors and their customers to include taverns, hotels, shops, sidewalk vendors and stores selling seed and feed for livestock. Like other markets across North America in the 19th and 20th centuries, the ByWard Market evolved into a lively food area.

To complement the outdoor vending, four market buildings were eventually constructed. Both the first (which dates to 1847) and the second building were located at the west end of George Street. The third building was constructed in 1864 on William Street (in the location of the existing parking garage) and the current Market Building was constructed in 1927.¹ It faced many challenges, including fires and competition from Bytown's other four markets. However, ByWard remained a well-known area for residents to shop due to the combination of York Street's outdoor vending, including the sale of hay and horses, the Market Building's produce and livestock and the area's fresh food retailers and butchers.

The history of the ByWard Market is one of challenge – big and small - and many of the current challenges are actually not new. The historic presence of taverns, hotels and theatres has historically attracted drunken behaviour and fights. On a smaller scale, area's shopkeepers erected elaborate sidewalk displays, much like today's A-frame

¹ (Sources: Newton, Michael. [Lowertown Ottawa, Volume 2 1854-1900](#). National Capital Commission Manuscript Report 106: 1981 and Building permit search through City's MAP system)

display boards, which occupy public spaces. However, in the last few decades the ByWard Market has faced a different and more pressing challenge, one which threatens its very history and character - the erosion of fresh food retail. To lose the ByWard Market's continuity and uses as a public market would be to lose the very history and iconic centre of Ottawa.

This report is meant to be a first step in helping the City to re-build and rebalance the ByWard Market to once again become a viable fresh food centre.

Project Goals and Process

The City of Ottawa invited PPS to help identify challenges and opportunities for the future of the ByWard Market. PPS reviewed background materials, analyzed previous studies, reviewed user surveys, including the Lowertown Community Association's (LCA) recent resident survey and completed two site visits - one in late September and a second in late October 2012.

During the first site visit PPS toured the ByWard Market and facilitated a workshop with a group brought together specifically for this project – the ByWard Market Steering Committee. The Steering Committee consists of key stakeholders including the ByWard Market BIA, Lowertown Community Association, and Safety and Security Committee representatives, residents, Ward Councillor, business owners, the City's Markets Management. This Committee was supported by planning staff who provided guidance throughout the project. During the September meeting with the Steering Committee the following goals were identified with respect to the future of the ByWard Market:

- Strengthen and expand the ByWard Market as an authentic destination;
- Regain trust of customers and integrity of the public market;
- Develop the ByWard Market as the centre for food and local, unique products;
- Bring partners together, including the City;
- Reinvest and redesign core spaces, including the City's infrastructure (Market Building and parking garage);
- Expand the outdoor and indoor food retail; and
- Strengthen diversity of uses.

In October PPS met with several local building owners and facilitated a Stakeholder Workshop which included over 70 individuals, including business owners, residents, government and non-governmental agency representatives, cultural organizations social service agencies, organizations having an interest in the future of the ByWard Market

and Steering Committee members. Participants were asked to evaluate the ByWard Market using PPS's Market Audit customized for the ByWard Market (results can be found in Appendix A) and then provided their ideas on how to improve and expand upon the ByWard Market's uses and public spaces (a complete list of suggestions can be found in Appendix B). Overall, attendees suggested that the ByWard Market:

- Expand fresh food and produce offerings in the market by attracting more vendors;
- Strengthen the quality of its public spaces;
- Attract more fresh food vendors;
- Take back control and renovate the Market Building; and,
- Replace the parking garage with a landmark structure.

Input from both the Steering Committee and attendees of the Stakeholder Workshop, plus analysis of the history and past studies of the ByWard Market have informed this report. It is meant to set the stage for a turn-around plan.

WHY THE BYWARD MARKET IS AT RISK

As one of Ottawa's most popular tourist attractions it might not seem possible that the ByWard Market is facing any challenges. Unfortunately there are many issues which impact the success of the area and are currently threatening the future of the public market.

Impact of Entertainment and Tourist Uses

This challenge has several interconnected components:

- *Bars, night clubs and restaurants dominate the area* – the ByWard Market has always had a '24/7' feel to it – from the early taverns to today's nightclubs. That constant and changing energy is good for an area to remain relevant. However, the balance within the ByWard Market is shifting and the area's bars, night clubs and restaurants are defining the area more than the public market. In addition, these uses hamper the day-to-day functions of the public market and command higher rents so that fresh food retailers cannot compete.
- *Loss of local fresh food producers* - The market is becoming a parody of its original self and is losing local support. What originally made the ByWard Market special was its focus on public market uses – the farmers, butchers and others selling fresh, local food and related goods. The City-owned ByWard Market Building, which was intended to have at least 70% of the net leasable square footage of the ground floor of the building for owner-operated retail food uses (according to the lease agreement) is now essentially a food court with a chocolate chain store and some boutiques. The outdoor market is losing local farmers and faces steep competition from the City's other farmers markets. Adjacent to the ByWard Market Building, high rental rates have forced out basic food uses, most notably a large corner furniture store which replaced a long-time produce store. Ironically, what drew tourists and residents alike to the ByWard Market was its authenticity and gritty feel, but over time the uses have shifted and now the area is threatened to look and feel no different from any other commercial district dominated by multi-national chain stores.
- *Night life behaviour*– While many of the area's visitors are respectful, the area's stakeholders complain that too many night-time visitors behave unacceptably, especially early in the morning after the bars close. Loud noise, fights and littering on weekend nights contribute to the feeling that the area is unsafe and dirty. This behaviour also disturbs the public market with outdoor vendors

reporting that their stalls are often littered upon their arrival in the morning. What little public space that does exist is often dominated by loitering both day and night time.

- *Catering to tourists at the expense of residents* – As one of the City’s top tourist attractions, the ByWard Market is doing something right. Tourists visit the area to see the City’s historic buildings, visit the public market and shop at its unique boutiques and eat in the restaurants. While all of this contributes to the local economy, it can cause problems if vendors and shopkeepers cater too much to the needs of tourists at the expense of residents. There needs to be a stronger focus on the provision of local fresh food that will cater to 24/7 residents.

Physical Preservation vs. Use Preservation

While the ByWard Market’s history is still valued, the focus of preservation has been physical, e.g. maintaining the look of the buildings, rather than on the historic uses of a public market. Perhaps it was always assumed the traditional activities of the ByWard Market would go on forever. This is obviously untrue. The unchecked economics of any valuable urban real estate will generally be the demise of a public market. This is why it is incumbent upon the City to intervene and ensure a place and role for the future as the central public market place.

Three of the four market buildings have been lost over time. Fires destroyed some of the buildings in 1862 and 1926. A stone market building was completely demolished in the mid 1960s.² In 1973 a building permit was issued for another market building to be replaced by a City parking garage. The Market Building, the last and only market building that remains, still has the look of a traditional indoor market, but its interior is now primarily a collection of lunch counters, crafts and gift stores.

There are many examples of public markets or market districts that have been preserved physically, but have lost their traditional uses. New York City’s Gansevoort Market is a great example of how you can ‘save’ a market district and lose the market at the same time. While the buildings and ‘look’ of the neighbourhood remain, its traditional use as a market is long gone and has been replaced by nightclubs, hotels and high-end retail in its place. The core reason is economics. The paperwork may clearly

² (Sources: Newton, Michael. Lowertown Ottawa, Volume 2 1854-1900. National Capital Commission Manuscript Report 106: 1981 and Building permit search through City’s MAP system)

state what the use should be, but if the tools of management and economics are not in place it is an empty promise.

More Investment Needed in the ByWard Market

The City of Ottawa benefits economically from the ByWard Market due to the influx of visitors and tourists year round. Money is raised by the City from the ByWard Market's parking revenues (on-street and off-street), bar/restaurant patios, leases on commercial spaces in City buildings and property taxes paid on BIA properties.

The City has a strong hand in the management of the Market, but does not necessarily provide the support that is needed to keep it vibrant and sustainable.

The City's Markets Management (MM) is responsible for:

- Operation of the outdoor stands including some patios and refreshment stands;
- Street performance and special event space;
- Seven retail stores in the ByWard Parking Garage;
- Head lease on the ByWard Market Building; and,
- Operation of the Parkdale Market, the other City-owned market.

Markets Management operates on a cost recovery basis with an annual budget of approximately \$1.3 million. Revenue is derived from stand fees from both markets, the leases from tenants in the ByWard Market parking garage, and the head lease on the ByWard Market Building. That revenue covers all direct operating costs including: salaries, utilities, taxes, repairs, maintenance, advertising and promotion. ByWard operates on a cost recovery basis from stand fees and lease revenues alone. Other U.S. and Canadian markets receive some or all of the revenues from parking associated with the market. These revenues help to support their operation, including promoting the market (for example, over 50% of the parking revenues fund London, Ontario's Covent Garden market).

Markets Management also manages the Ambassador Program and is responsible for schedules, training and supervision of the Ambassadors. The ByWard Market Street Ambassador Program is operated each summer in partnership with the BIA and the Ottawa Police.

The ByWard Market BIA is a not-for-profit organization that represents the Market's businesses and leads the promotion and marketing of the area, including special events,

throughout the year. The BIA is primarily funded by a levy on the area's commercial properties. Founded in 1993, the BIA manages numerous annual special events that draw residents and visitors to the area. These have included a Winterlude Stew Cook-Off, Auto Classic, Charity Corn Roast, Oktoberfest and Christmas Programming. They operate on a budget which in 2013 amounts to \$282,500 – enough to cover two full-time staff, their share of the costs of the Ambassadors and special events. For an area of the economic importance of ByWard, with as many challenges it has, the BIA needs more support and resources to take on those challenges and opportunities of the area in a substantive and more effective way.

In addition to the BIA's role, the National Capital Commission (NCC), a major stakeholder and the Market's largest property owner, also serves as the Capital's programmer of tourist activities and special events.

Public Spaces

The ByWard Market's public spaces, despite its vibrant nightlife and often bustling public market, require the City's attention. There are several interconnected issues converging around the issue of public space that needs to be addressed for the entire area to advance in the future:

- *Underutilized public spaces* – 'vacuums' of activity where homeless and other people can simply hang out and control the space, discouraging other uses. The William Street Mall, which PPS assisted with a retrofit of in the 1990's, used to be a similar kind of space but was brought back into balance with the addition of more positive activity in the space. More recently, the pedestrian underpass nearby at Colonel By and Rideau Street was once a scary, under-used public space that the Downtown Rideau BIA now programs with active uses. This strategy needs to be applied to underutilized spaces in the ByWard Market.
- *Privatization of public spaces* – since sidewalk width is limited, outdoor patios tend to overtake the public space. Outdoor dining can provide a social benefit to an area, but too many patios can limit other uses taking place in an area which does not have a lot of public space to start with.
- *Lack of a central public plaza or gathering place* - most of the ByWard Market's public spaces are peripheral or are sidewalk areas. There is no public square or

plaza which could be used as a focal point for the area. Ninety-one percent of the participants at October's Stakeholder Workshop reported dissatisfaction with the number of places for people to sit. In front of the Market Building, for example, there are two spaces for seating – one is open to the public, but dominated by loiterers, and the other has been privatized for the use of a restaurant. By and large, all of the stakeholders that PPS met agreed that more programmed public space is needed. This goal can serve as a starting point for enhancing public amenities.

THE CHALLENGE OF ACTUALIZING THE VISION FOR THE MARKET

From PPS's workshops and meetings, the vision for the ByWard Market is clear - people want to maintain the historic, vital, urban, mixed-use area that the ByWard Market has become but with a better balance and strengthening of the historic fresh food uses. Users want a safe, walkable environment with public spaces that are well connected to the larger community. However bringing that vision to reality will take a great deal of work and commitment. The biggest problem that PPS has seen is not a lack of ideas. There has been a lack of financial resources and autonomy at an operational level assigned to City staff. The City's other challenge is dealing with competing public and private interests which require a need to step up stewardship of the public market. PPS notes that there is a 2008 City Council-approved vision for the outdoor market. It currently states: "The ByWard Market is a vibrant, year-round public market, in a heritage setting providing a variety of local farm fresh products and quality local art and craft to residents and tourists." It is recommended that this be reviewed, amended and updated.

Leadership and Commitment to the Public Market

To start, the City must commit itself to the long-term preservation of the public market and its traditional market uses because of the value that public markets provide to the downtown's liveability and viability much in the same way that libraries, community centres and arenas are provided for the benefit of its citizens. This requires an understanding that farmers selling tomatoes cannot be left to fend for themselves against retail tenants whose economics operate on a completely different scale. This is a classic market problem that can be solved by the City. Historically markets attract people and thus create value. That value goes into real estate and investment around the Market. This is a good thing, but if the very investments that were attracted to the ByWard Market are allowed to run unchecked they will overpower the traditional public market that will be unable to compete economically. It has always been the role of the cities to provide for public markets – if not, they disappear or relocate.

Competing Public and Private Interests

Many people want the district to be healthy and prosperous for future generations. A systemic problem is when too many entities have too little power and no one entity has enough power to do anything.

The ByWard Market first and foremost needs a stronger hand in its own fate and the key to that lies with the City. Left unchecked it has proven to be a detriment for the traditional public market activities and a boon for those who have chosen to locate a business or patronize a business in the ByWard Market for the atmosphere and experience that the public market creates.

The second problem that keeps the ByWard Market back is the failure of competing interests to find common ground which creates adversaries instead of allies. One example of this is how some perceive the proliferation of bars as a bad thing for the market. Bars can pay more rent today than traditional food retailers – so, the public market uses lose out. The bars have become so popular, they expanded onto sidewalks, sectioning off what had been public space. This continues to tip the district into an entertainment destination, which can have some negative impacts, such as unwanted rowdy behaviour and a lack of security and comfort for residents and non-bar users. The interests of the traditional public market and the entertainment contingent diverge and become mutually non-supportive.

If the City wants to preserve the ByWard Market's traditional food basis it must creatively intervene. For instance, '*Savour Ottawa*', of which the City's Markets Management was a founding member, supports buying local fresh food. Distinctive '*Savour Ottawa*' promotional material alerts people that local agricultural products are being sold/used at a particular business. Some ByWard Market restaurants actively promote the use of local seasonal products but this could be expanded to include more establishments. The City could also consider redirecting fees collected from outdoor patio seating back into the public market or into public space management and beautification. In this way the bars/restaurants all of a sudden become supportive of the market and the self-interests for all parties are preserved.

Public Space as a Unifier

Achieving the vision for the ByWard Market while satisfying all of the district's stakeholders will be difficult because each group has their own agenda; however one issue that can help unify is the creation of more and better managed public spaces. At the October Stakeholder Workshop it was widely agreed that the area needs more public gathering spaces that are not for private use. It needs greenery, trees and infrastructure to encourage biking. This collective agreement can be a launching point for greater change. Having stakeholders, including the City, work together to develop

more public spaces will help people see that they can join forces for the betterment of their community.

POTENTIAL STRATEGIES TO MOVE FORWARD

Learning from Other Cities

The ByWard Market is complicated in that it must be managed both as a complex, urban, mixed-use entertainment and tourist destination, while at the same time it must be managed and developed as a public market.

Looking to the future of the ByWard Market, it is helpful to see what other cities are doing in terms of management and capital investment of their public markets and urban districts.

While many cities have let their public markets decline over the past century, in the past 20 years many have rediscovered and reinvested in their public markets and even new markets have emerged in Vancouver, Winnipeg, and most recently Halifax. All of these markets operate in complex environments: Vancouver's Granville Public Market is located on an island that has a range of artisan studios, retail, restaurants, a hotel and even a cement plant. The Halifax Seaport Farmers Market is an anchor of the city's bustling waterfront. The Forks in Winnipeg is the center of a converted railroad yard that features a wide variety of community attractions, including a public market, children's museum, an 'arctic glacier winter park', plazas and pathways along the waterfront and commercial spaces.

The public market in the ByWard Market is best defined as a market district, due to the variety of market-related activity involved, from the indoor market hall in the Market Building to the outdoor vending to the private, fresh food retail still operating in storefronts nearby. Market districts, even those that operate independent of complex urban districts with other uses, represent the most advanced form of public markets today and are the most complex to manage, operate, and control. Challenges include multiple property ownerships and uses, the maintenance and investment in city-owned infrastructure and increased competition that make it difficult for cities to manage the situation on their own. In market districts like Detroit and Seattle, organizational structures have been set up to not just preserve the architecture of the district, but the integrity of its uses.

Public Market Management Models

Public markets were often started and managed by cities, but most cities are getting out of the market business and supporting other management models to keep their public markets fresh, relevant and more efficiently operated. In many ways, the ByWard public market has many rules for vendors and is under-resourced. By-law 2008-449, which regulates the outdoor vending spaces and other public areas, is complex and requires City Council approval for any amendments, which makes it unwieldy in a day-to-day working environment. The City's Market Management staff has limited resources to promote the market. To save the public market the City will have to lead an effort to create a better management model, which can face the above-mentioned challenges and strengthen the uses of this area for all. This management model can apply to the Parkdale Market since the Markets Management office also oversees this City-owned market. Below are two examples of very different, very successful projects and their management models to provide some inspiration for the future of the ByWard Market.

The Forks, Winnipeg – Community Development Corporation

The Forks is **Winnipeg's** number one tourist destination, attracting over four million visitors each year to its restaurants, museums and public market. It is governed by the Forks North Portage Partnership, which was created in 1994 to be responsible for the 'ownership, management and continuing renewal of the Forks and North Portage sites.' Their mission is 'to act as a catalyst, encouraging activities for people in downtown through public and private partnerships and revitalization strategies; and to work to ensure financial self-sufficiency.

The Partnership resulted from the merger of two earlier management entities. The first was a community development corporation owned jointly by the Federal, Provincial and City governments called the North Portage Development Corporation (NPDC) and the Forks Renewal Corporation (a wholly owned subsidiary of the NPDC).

The Partnership has a 10 member board and an executive director. Additional support is provided by a registered charitable organization – The Forks Foundation - that was established in 2005 to raise funds to assist with the projects that promote "heritage, culture, arts, recreation and the environment".

Interestingly, parking is the Partnership's main source of revenue as evidenced in their 2012 Annual Report.

Montreal Public Markets, Montreal – Private, Non-Profit Corporation

Montreal's four year-round, indoor public markets and 11 open-air, neighbourhood markets are owned by the City of Montreal, but they are managed by the Corporation de Gestion des Marchés Publics de Montréal (CGMPM). Established in 1993 to relieve the City of its day-to-day obligations, the CGMPM holds a lease with the City which currently extends until 2017 and pays the City rent. The CGMPM's objectives are to manage the public markets, to ensure accessibility to the population of Montreal and to contribute to the future development of the public markets. The organization is led by a Board of Directors, comprised of 10 people who are advised by permanent consulting committees mandated to oversee the development of the CGMPM. Full participation from CGMPM's members, vendors and merchants is encouraged.

Since the creation of the CGMPM in 1993, more than \$45 million has been invested into the public markets due to surpluses and partnerships with the City and the provincial and federal governments. A variety of capital improvements have been funded including the construction of the new Maisonneuve Market, expansion of the Jean-Talon Market and construction of underground parking, and improved winter market facilities for both the Atwater and Jean-Talon Markets. Along with improved infrastructure, the CGMPM has improved member services and developed a sustainable development policy to make the public markets greener.

Capital Reinvestment

Public markets need continued capital reinvestment if they are to survive and thrive. **Seattle's** Pike Place Market, saved from the wrecking ball in the late 1960's and then renovated, went through yet another recent \$65 million reinvestment funded from a bond issue voted and authorized by local taxpayers. The cities of Cleveland and Baltimore are planning major capital campaigns for their public markets. Boston is raising \$10 million for a new public market after having 'sacrificed' its historic Quincy Market to a festival market in the 1970's and now needing a new home for the state's burgeoning local food enterprises and farmers.

In **Detroit**, the Eastern Market Corporation was set up as a non-profit corporation, not just to manage the complex market district, but to create a conduit for foundation investment in the market that was beyond the City's capacity. Over the past six years,

over \$15 million has been raised and put into the preservation and rehabilitation of the market's sheds, which form the heart of the district.

The **Halifax** Seaport Farmers Market is an example of a public market that has emerged out of the natural growth of the local food movement, transitioning from a once-a-week temporary market into a permanent, year-round, near-daily market with an annual revenue stream of \$1.3 million in vendor fees and \$25 million in sales. In operation for over 200 years, this farmer's market has also had its share of troubles, but what has kept it going is its commitment to local farm and food products. With a strict emphasis on Nova Scotian goods the Halifax Seaport Farmers Market has created a loyal customer base which identifies 'local' and a connection to farmers as the main reasons to shop and support the market.

London's Covent Garden public market is run by a non-profit that owns the building, but the City maintains ownership of the land. They consider themselves a reflection of the social fabric of the community and serve as a gathering place where local businesses can grow. They have a simple rule: no chain stores are permitted in the public market and only farmers, no re-sellers, are permitted in the outdoor market.

Business Improvement Districts (BIDs)/Business Improvement Areas (BIAs)

PPS has been involved in the expansion of business improvement districts (BIDs), known in Canada as Business Improvement Associations (BIAs), from mere marketing or maintenance entities to organizations that play a vital role in the management, programming, and design of public spaces. Today, New York City's BIDs play a strategic role in managing public space throughout the City's neighbourhoods and large districts. In midtown Manhattan, one BID - the 34th Street Partnership - redesigned and maintains Herald Square and Greeley Square, once derelict spaces that attracted mostly homeless people, into bustling centers of the district. And, throughout all five of the City's boroughs, the Department of Transportation has closed streets to create "public plazas" that are designed, operated, and maintained by the local, neighbourhood BIDs.

Redefining the role of the BIA to encompass this type of public space management can yield many positive results that can often be achieved more quickly than what the City could do, and with more flexibility. For example, most public spaces operated by BIDs in New York City do not use fixed seating, but have movable tables and chairs that are locked up or chained at night. The BID essentially orchestrates the uses of spaces,

moves vending and activities in and out (one BID even hosts a Salsa Dancing Class on its public plaza), and plays a strategic role in making a public space function effectively. This includes close coordination with police and social service agencies to deal with the needs of the homeless and to address safety and crime issues.

Ottawa has an opportunity to take advantage of these trends so it does not fall further behind other major Canadian (and U.S.) cities.

Over the past 20 years, there has been considerable investment in infrastructure in the ByWard Market with most streets having been reconstructed and streetscapes improved. The Clarence/Murray parking garage was constructed and the ByWard Market Building was expanded and renovated. Efforts have increased to verify and promote authentic farmers and differentiate them from re-sellers. This includes identification signs and graduated fees. Stand assignment is by merit of a crop production plan. (There was a Court decision in 1995 that slowed City efforts to regulate its vendor stalls in support of the farmers but by 2007 legislation was enacted permitting the City to do this.) In spite of these leadership efforts however, more work still needs to be done by the City to ensure that the public market survives.

Opportunities for the ByWard Market

Cities across North America have seen a remarkable upswing in the preservation and development of traditional public market places – and the ByWard Market is fortunate to have a confluence of people and events to make their public market the next great market success story. The time is right for change - 2017 marks the sesquicentennial (150th) anniversary of Canada and what better project in Canada's capital city than the revival of the public market within the ByWard Market, possibly including the National Capital Commission, Tourism Ottawa and the private sector. Re-launching the City's investment and infrastructure in the public market with an emphasis on food retail at this special moment in the country's history would highlight the importance of the ByWard Market. It would celebrate the importance of Bytown in the creation of Ottawa.

Based on our outreach and meetings, PPS recommends that the City of Ottawa consider a number of strategies for moving forward. We divide these strategies into two connected components: for the public market and for the district as a whole.

Saving the Public Market for Future Generations

Saving the public market is not a one-time event. It is an ongoing commitment to provide adequate resources (leadership and money) to enable the public market to continue its role as the place that brings together buyers and sellers for the exchange of mostly local products in an atmosphere that reflects the values and resources of the region. This will require a cultural shift in how the public market has been operated. It is our first and highest recommendation that the City of Ottawa prepare to revise its role as the caretaker of the treasured and historic institution. This is not to say the City should step aside – no, they must take the lead and ensure that the desired results are obtained and provide the necessary means, within reason, to do so.

Governance

First and foremost the City needs to re-structure the governance of the public market, which is now run as part of a City department. We recommend the City of Ottawa establish a new management model for the public market, one that instils an authority, or organization with management and operational control to build back the authentic, fresh food uses, balanced with the diverse needs of the district's other uses and businesses. This new management model cannot be effective without the full support of the City, which needs to inaugurate a 'save the market' effort through increased resources and policy changes. Possible City departments to engage include the Economic Development and Innovation Department, the Planning and Growth Management Department and the Parks Recreation and Cultural Services Department.

The following steps should be addressed in working toward this goal:

- Create a strong mission statement for the public market to support local fresh food - for example, the mission statement of CGMPM, the non-profit corporation managing Montreal's public markets, is "to give Montrealers access to local produce in their public markets that relate to their values."
- Assess options for transitioning to non-profit or other proactive form of governance – as already mentioned, many historic public markets are no longer managed by their City's government, but instead have transitioned to a non-profit management structure. Operating with transparent, public boards composed of members from the community, public and private sectors – this new form of operating markets has almost universally been met at first with suspicion, and later with success.

Management and Operations

While current management should be commended for keeping the public market afloat in light of immense outside pressure, they need to attract new local vendors which strengthen the vision of the public market as a place to buy fresh, local food. The following steps must be taken by management to achieve this goal:

- Create a business plan for the transition to a non-profit corporation. This business plan needs to address the realistic needs of the market to more effectively promote and market to customers; expand leasing efforts; and reposition the market. The business plan needs to address sources of income to fund such activities in a sustainable way.
- Investigate cost savings from consolidated management of indoor and outdoor markets. The Market Building is an asset that can help strengthen the outdoor fresh food vending, as well as fresh food retailers along ByWard Market and William Streets. Separating management of the indoor market from the outdoor market has only led to a diminishment of fresh food in the area. The new governing entity should control both of these aspects of the public market.
- Initiate more proactive leasing to attract more farmers and food retail. The City has many assets including proximity to large swaths of farmland. Close to 121,407 ha (300,000 acres) or 40% of the City's rural area is identified as agricultural farmland. The 2011 Census indicates that the total gross farm receipts collected from Ottawa farms (over \$206 million) represents about 17% of Eastern Ontario's total farm receipts (almost \$1,240 million). In comparison Vancouver's total gross farm receipts is \$11 million and Winnipeg's is around \$47 million. This kind of access to local food is an amazing advantage to a public market that needs to rededicate itself to food uses and reenergize its customer base which in recent years has become much more interested in healthy food and buying locally. Build upon 'Savour Ottawa's' efforts in promoting the region as a premier year-round culinary destination offering a wide range of local agricultural products.
- Create and implement a parking validation system for public market shoppers enabling them to park for free if they spend a minimum amount. This could be piloted at certain times so as not to conflict with other uses in the district.
- Expand marketing and promotions to animate public spaces and draw people to the market :
 - Engage the diverse art and cultural communities of Ottawa.

- Expand educational activities, especially around food and health: the ByWard Market should reposition itself as the center of the local food movement in Ottawa.
- Host a local food festival that would encompass the entire district, not just the public market, creating a unifying event celebrating the local food history and tradition of the ByWard Market.

Policy and Regulations

Along with a new governing structure comes new policies regulating the public market. Both the City and the new market management structure will need to put into place new policies supporting the greater vision.

- Regulations must follow the mission – a transparent governance and management structure with a strong mission will be able to set clear and concise regulations for vendors to abide by.
- Focus on uses, not just buildings – if the City wants to maintain the historic nature of the ByWard Market it is going to have to set policies that keep in place the district’s historic uses, not just its ‘look’.

Capital Investment/Infrastructure

Big changes in the ByWard Market are going to take big efforts, especially if the City wants to maintain and grow the public market. The following are suggestions for how to physically support the growth of the public market and overall vision of the district:

- Return the Market Building to City control at the end of the lease and renovate and redevelop the facility with a fresh food/local food focus.
- In the long term look for strategic property acquisitions to preserve the integrity of ByWard Market Street with fresh food uses. The only thing keeping many of the remaining fresh food retailers in the district is a benevolent property owner who keeps rents low so that they can stay in business. If the City wants to commit to strengthening the entire public market these retailers need to stay in business and more will need to be attracted to the area. One way to do that would be to buy certain buildings, adhere to a strict fresh food usage policy and keep rents relatively low.

Enhancing Safety, Attractiveness, and Vitality in the ByWard Market

Management and Operations

The City and private property owners should assess how to provide more resources to expand management of public spaces to deal with the complexities of the district and to increase cooperation with the public market itself, especially if it changes too.

- Assess opportunities to re-direct revenues from public spaces (i.e., patios, parking) to management of the district and strengthen the market. Investing in the public market will take resources, but there is money being generated in the Market. These funds should stay in the district to help the public market and BIA strengthen the collective vision of the ByWard Market.
- Better coordinate maintenance and security between the public market's management and the BIA.
- Expand collaborative marketing and promotions, i.e. a district-wide local food festival as noted above.

Public Space Design – Short & Long Term

The City and the BIA together need to prepare design and management plans to upgrade specific public spaces in the ByWard Market area. The emphasis should not just be on physical change but active management of these spaces, and programming, so that there is a better balance of users. However, these suggestions are not a plan for displacement, but one that strives to make everyone feel safe and welcome in a public accessible space. The Alliance to End Homelessness Ottawa (ATEHO) recently conducted a survey of homeless in the neighbourhood and more than 70% of them do feel welcome in the Market and in fact, they made similar programming suggestions as the Lowertown Community Association for the neighbourhood's public spaces.

Attendees at the October Stakeholder Workshop were asked to contribute ideas for improving the public market and the greater area, many of which should be considered for implementation.

Short term

- The most popular were to improve bike access and parking, increase the number of trees and greenery in the ByWard Market and create a Gateway for the public market to help forge its identity.

- Implement “Lighter, Quicker, Cheaper” improvements right away – many of the suggestions from the Stakeholder Workshop could be implemented by next Spring and would not require a great deal of policy change or resources. For example, the plaza in front of the Market Building on George Street could be one space that could be dramatically improved through changes to the arrangement and type of seating, vending, and other amenities, as well as introducing new amenities, such as a visitor information kiosk. Other spaces in the district could be selected for similar pilot projects.

Long term

- Consider streets as potential public spaces on a permanent or temporary basis:
 - Re-unit-pave streets in the district to allow for flexible use – these streets could still be used by vehicles, but pavers could be installed which would allow them to be attractive pedestrian spaces for public uses such as for outdoor vendors and/or simply for tables and chairs.
 - Re-think York Street – once the traditional location of outdoor, fresh food vending, York Street (with its large parking lot down the middle) is currently a missed public space opportunity. While parking along this street may be some of the City’s most desirable, it is the perfect location for a public plaza/outdoor vending area which would serve as a gateway to the ByWard Market from Major’s Hill Park and Parliament.
- Assess feasibility of creating a larger plaza/open spaces within the ByWard Market.

Dealing with Nightlife Impacts

Despite the fact that the City has repeatedly studied the impacts of nightlife in the ByWard Market, even as recently as 2008, this issue remains a challenge. Some of the options that need to be considered to address security and noise include:

- Revisiting the recommendations of the ByWard Market and Rideau Street Area, Interim Control By-Law Study (Nightclubs and Bars) from 2008, which identified many strategies, including specific bylaws and policy changes, to ensure implementation.

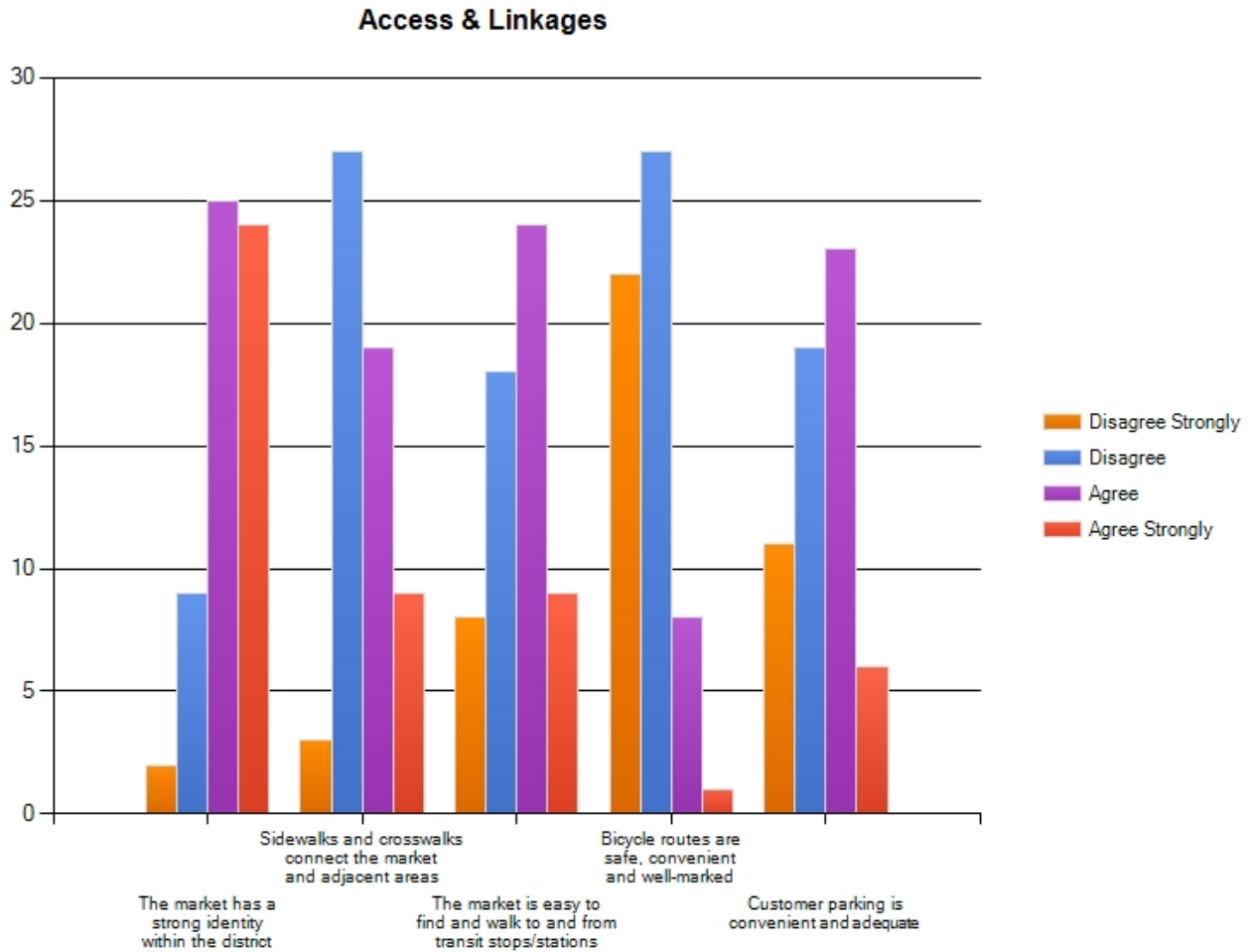
- Providing financial incentives for specific, desired uses in the district. If the goal is to increase the number of fresh food stores, incentives could be used to make it more attractive for property owners to lease to that kind of use. These businesses could be promoted as supporting the public market as well.
- Exploring ways to increase the level of security on the street, working with business owners (with and without their own security), private security forces and the police.
- Exploring ways of expanding and funding additional security with businesses that generate the majority of their sales from liquor.
- Reinforcing the formal requirements for server training in recognizing underage and over-served patrons.

Making it Happen

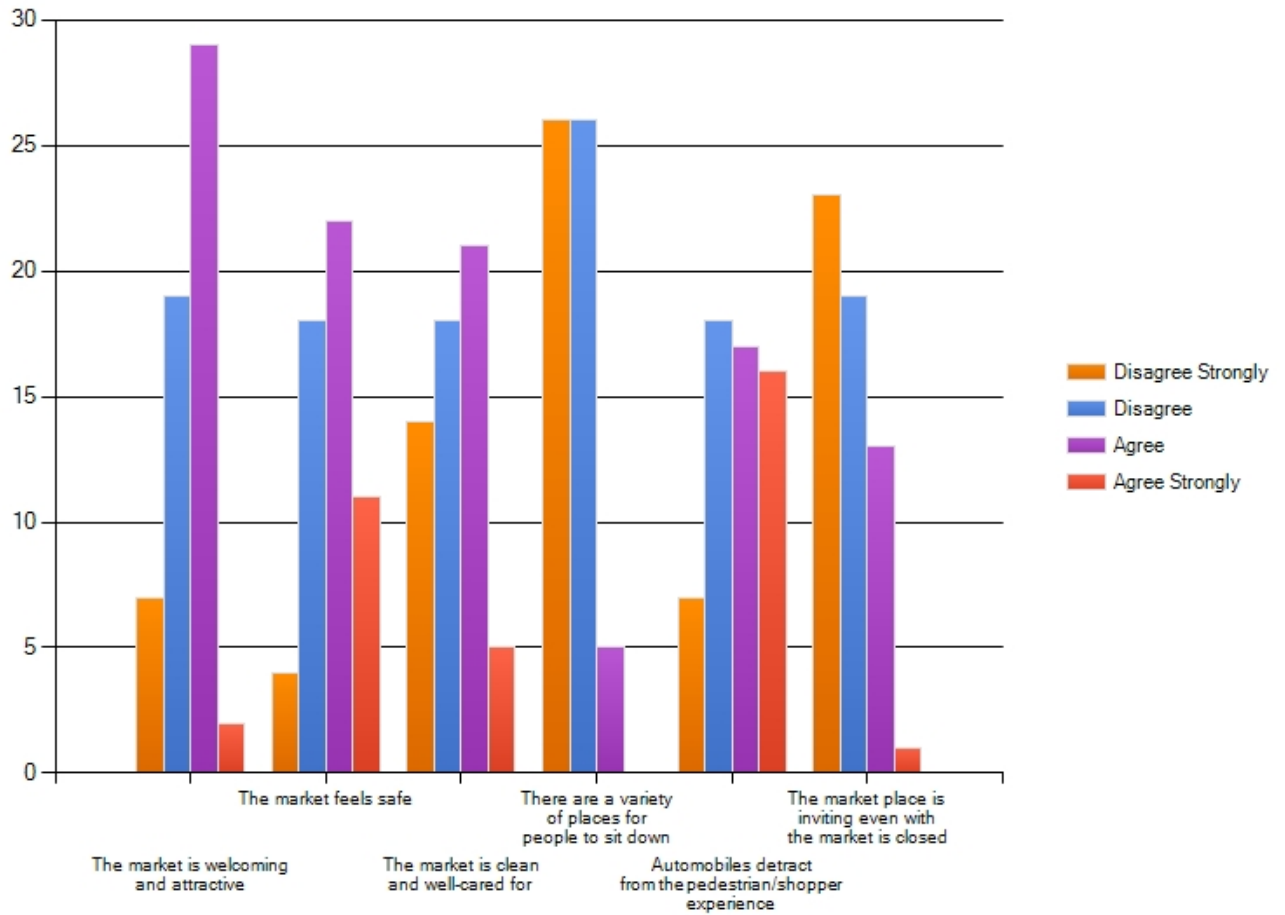
Over the last several decades countless studies have been completed with a focus on improving and preserving the ByWard Market. A lack of vision is not the problem; the problem is the lack of a clear plan and committed resources to make that vision a reality. The most important first step to implementing the proposed strategies will be to identify and support the key individuals and entities to make this happen.

APPENDIX

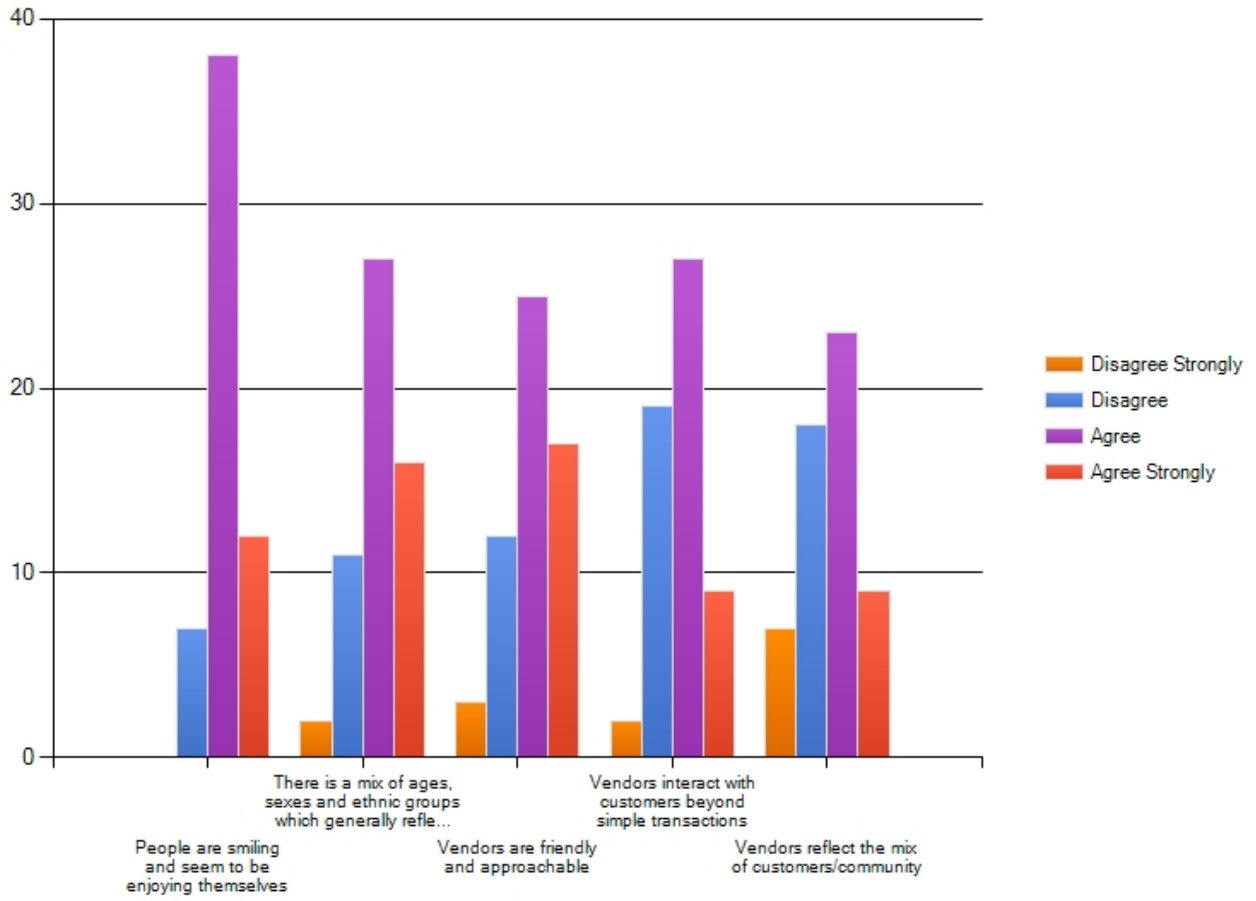
Appendix A – October Workshop Market Audit Results



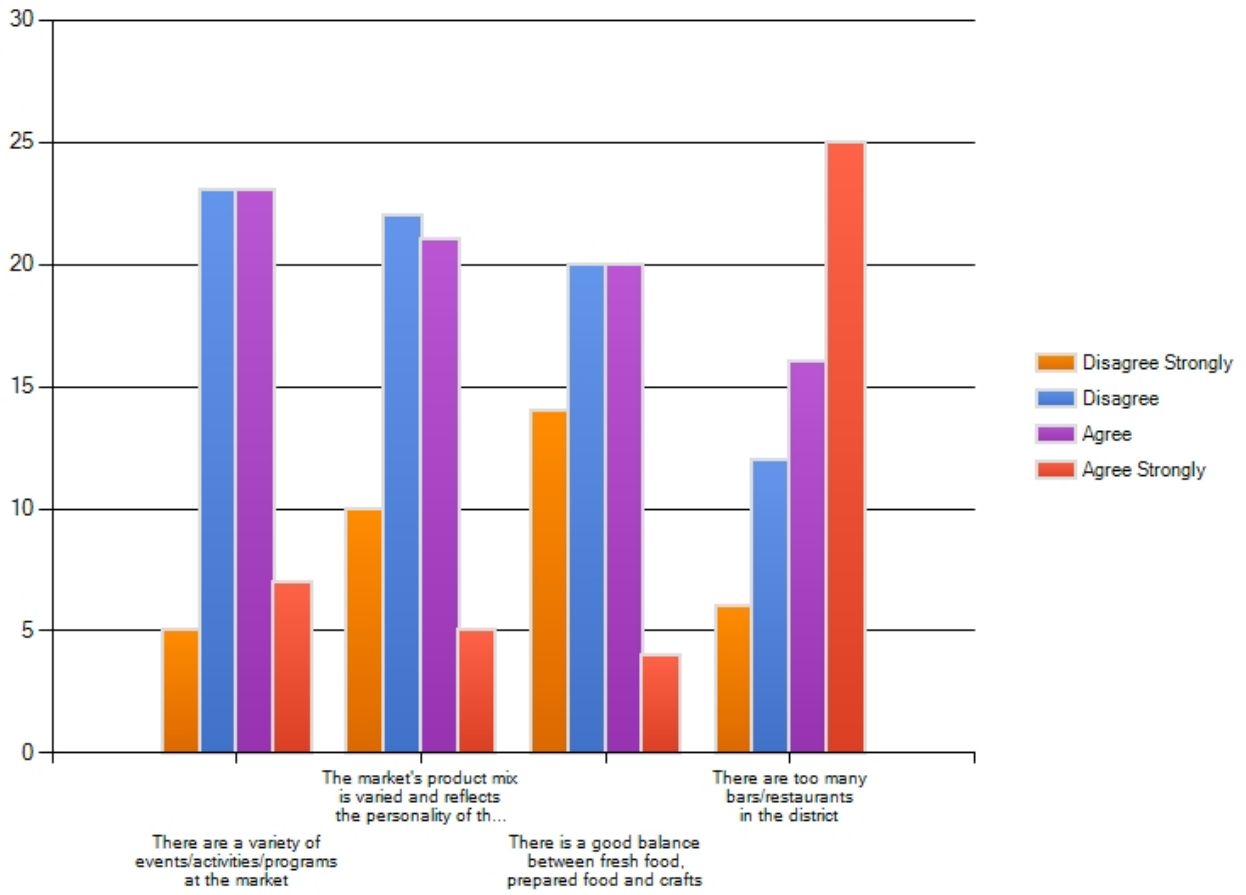
Comfort & Image



Sociability



Uses & Activities



Appendix B – October Workshop Suggestions for Public Spaces

What do you like best about the ByWard?

History (12)
Fresh local food (5)
Heritage buildings (5)
The Sussex courtyards – so much potential in an underutilized area, feels historical (5)
Historical aspect and good atmosphere – happy people walking around enjoying themselves (5)
Variety of restaurants (3)
Crowds of people (3)
Sunshine and fresh air – a place to walk outside (3)
Slow traffic (3)
Retail food history (3)
The produce stalls (3)
Authenticity – “Localness” (3)
Mixture of foreign tourists and locals (2)
The layout (central building with shop rows) (2)
Friendliness/personalized service of long established vendors (2)
Great place to walk and explore (2)
Human scaled buildings (2)
High level of pedestrian traffic (2)
Uniqueness
Mix of goods to buy – craft & food
Sense of place
Buskers
The density of users – pedestrians, shops, etc.
The rough edges – old style retail

What is the biggest challenge facing the ByWard Market?

Lack of fresh food retailers (11)
Tensions btw homeless shelters and condo owners, businesses (6)
Retail rents are too high – (5)
Retailers closing way too early in the day (5)
Drugs (5)
Decreasing authenticity (5)
Too many bars and restaurants (5)
City is not inclusive of ByWard Mkt, e.g. no Christmas lights like the rest of downtown & city (4)
Security issues/theft (4)
Competing with suburbs – markets, parking, accessibility (2)
Tenant mix (2)
No one has authority to make change (2)
Finding new identity/activities with food shops closing (2)

Rents are going up while sales go down (2)
Lack of free parking (2)
Increase of chain stores (2)
The bylaw (2)
Seating taking up by people drinking, smoking and doing drug deals (2)
Williams St is closed – why? (2)
Impact of the stores in the Rideau Center – Nordstroms
Ambassadors don't have any knowledge of the businesses in the market – they should be trained
The pull-down metal doors on shops are awful when closed
Management of outdoor market – needs a new governance structure
No southbound flow of traffic
Sussex Dr re-do is a huge failure, i.e. lighting, benches, etc.
Development pressures
Not enough focus on local, organic farm products
Shifting street spaces, car to cyclists/pedestrians
Competition with other markets (organic, Parkdale, etc)
Cheapening/uniformity of products
Increased focus on tourism/commercialism
Defining unique aspects of experience
AGCO liquor licensing process – opaque and undemocratic
Parking
Overall appearance
Lighting of Sussex
Self governance model
Not enough reinvestment (sidewalks, signs, etc)
Loss of outdoor food, flower vendors
Too many cheap products – this is not a flea market
(\$6.60/sq ft per month)

Ways to improve: Access & Linkages

More secure bike parking (6)
Continue city bike paths through market – “trail stops and signage stops” (5)
2 hour street parking on all streets (5)
Close streets on weekends (5)
Have a banner identifying the market area at Williams & Rideau and York & Sussex (4)
Somewhere to purchase bus tickets/passes and day passes (4)
Overall maps of how to get around (3)
Parking out of core (3)
Free city bus within core area around market area (2)
Put extra seating area on weekend for families (2)
Turn stalls towards close streets – sidewalks are too narrow (2)
Signage for bike parking (2)
Central transit information booth in heart of market (2)

Longer transfer times (2)
More wayfinding (i.e. arrows) – (2)
Authorization to sell bus tickets (2)
More streets used as pedestrian spaces and seated areas on Saturdays (2)
Put parking underground and use surface for other uses (2)
Make sandwich boards illegal
Maintain/repair sidewalks
Larger sidewalks
Building sidewalk on George
Priority for pedestrians at crosswalks
Use of space/art
Connectivity of lanes (Clarendon, Jean D’Arc, Time House, Beaux Arts)
Make market part of the cycling network as a destination
Covered bike parking
Keep bike lanes outside core market area
OC transpo presence
Logical/easy access by transit – so driving is not the best option
OC transpo police at Rideau Center – to stop drug dealers
Designate stop/station that is main point to access transit
Rename Rideau Station as “Rideau – ByWard Market”
Relinquish city control of parking lots
Take back parking to people not cars
Clean up parking lots they are filthy from homeless
Increase parking signage
Close large city parking lots/buildings and use them for something else (art)
More flexibility for deliveries
Make ByWard parking competitive with other areas
Change BIA so that George St properties facing into the Market can be members
Level sidewalks and streets to be equal
Turn streets into pedestrian areas
Fix sidewalks
Add lighting
Festival lights
Try pilot projects – temporary to test streets
Plant trees in York
Heritage sidewalks and lights
Revitalize Nat’l Gallery space (garden, space near spider, improve accessibility)
Sell bricks to repave sidewalks
Shuttle bus
Have a grand entrance
No parking on York St
Have seating

Uses & Activities:

Trees (5)

Indoor space for vendors in the winter (5)

Year-round vegetables (3)

Activities for the teenage/20's crowd – skateboarding competition (2)

Annual local cheese fair (2)

Food trucks (2)

Reflect the seasons (Christmas)

Need butchers, grocers

Need regular daily needs shopping

Fresh food in the market building

Independent wine merchant

More residents

More nature, less concrete

Bring back live animal market

Reform market management

Double or triple the number of food, plant, and flower vendors

Free family events

Christmas market

Affordable artist live/work studios

Bluesfest in the ByWard – more concerts

Long term, long time vendors should have first choice over new vendors

Provide a small space for homeless to sell their arts/crafts

Night market – food, art

Sunday Flea/antique/furniture market on York btw Sussex and ByWard

Create unique cultural events

Better use of market building – small stalls, carts, restaurants and vendors)

Annual food festival (chefs, farmers, retailers)

Let stores spill out onto sidewalks

Tourism/visitor center

Make York St into a public space – take advantage of the great view of Parliament

Comfort & Image:

Gateways/forging an identity (8)

Keep stores open late (4)

Moveable seating, not benches (3)

Public art (3)

Use public art to create signature identity around the district (3)

Create meeting places (2)

Open all streets to vehicles (2)

No more blocking streets (2)

More flowers (2)

I would like to see some visual parameters from the BIA to unify the businesses, even though this would probably cost me more money

CCTV

Wider sidewalks to at least 2 m

Maintain sidewalks

Keep it clean

Banners

Use historic buildings for artistic lighting

Special garbage pick up

Maintenance

Define area by interlock as in Westboro

Link any welcoming efforts to the history of ByWard

More walking police at night

Make panhandling illegal

Anonymous tip line to report aggressive pandhandlers, junkies, etc.

Police cameras like in England

Visitor center in highly visible location, open longer hours

Good lighting – pedestrian focused

Installations as well

Soft security presence

Involve social services to address safety issues with police, BIA

More garbage bins

Public benches

Enforce no smoking policies

Convert streets back to 2-way

York St should not be a parking lot

Empty vendor stalls

Consistency of look/feel of vendor spaces

Sociability:

Bring nature to the market – water, trees

Create natural gathering spaces – open inviting spaces (2)

Use the York plaza as a patio in season (2)

Make better use of courtyards as public spaces

Create gathering/seating spaces on George

Create a “discovery” route for visitors to the market

Pop-up social spaces

How can you help?

I can patron the market more often (4)

Tell councilor they want low rent for businesses (4)

Facilitate/encourage the conservation/restoration of heritage resources (2)

Develop a signature project in the market for the celebration of Canada’s 150th birthday and get funding for it (2)

Communicate with authorities what is needed when it is needed
Follow the ByWard Market BIA on Twitter
Promote the market to my community and friends
Cross promotion between community organizations and retailers– events and promotions
Re-examine Bylaw
Lobby for lower rent for outdoor vendors
Start self governance – or be involved in governance
Communicate better with local residents