

**SUBJECT: ByWard Market Strategic Alignment Initiative and Public Realm Plan Update**

**File Number: ACS2023-PRE-RHU-0023**

**Report to Finance and Economic Development Committee on 6 June 2023  
and Council 14 June 2023**

**Submitted on May 26, 2023 by Court Curry, Manager, Right of Way, Heritage and Urban Design Services, Planning, Real Estate and Economic Development Department**

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**Ward: RIDEAU-VANIER (12)**

**OBJET : Initiative d'alignement stratégique du marché By et mise à jour du plan du domaine public**

**Dossier : ACS2023-PRE-RHU-0023**

**Rapport au Comité des finances et du développement économique**

**le 6 juin 2023**

**et au Conseil le 14 juin 2023**

**Soumis le 26 mai 2023 par Court Curry, Directeur, Services des emprises, du patrimoine, et du design urbain, Services de la planification, des biens immobiliers et du développement économique**

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**Quartier : RIDEAU-VANIER (12)**

**REPORT RECOMMENDATION(S)**

**That the Finance and Corporate Services Committee recommend that Council:**

- 1. Receive for information the proposed Mission Statement, Mandate and Operational Boundary of the Municipal Services Corporation to be known as the ByWard Market District Authority;**
- 2. Receive the resignation of the existing Municipal Services Corporation Board, approve a new Municipal Services Corporation governance structure, and consider the appointments at the annual general meeting of the three new Board Members at Large to the Municipal Services Corporation being Mischa Kaplan, Nina Kressler and Grace Xue Xin and receive for information the proposed recruitment process for the remaining Board Members at Large;**
- 3. Provide delegated authority to the General Manager, Planning, Real Estate and Economic Development to execute a new Service and Asset Management Agreement between the City and the Municipal Services Corporation and any future amendments that may be necessary from time to time;**
- 4. Direct the City Clerk to bring forward for Council approval the repeal of By-law 302-90 that designated the ByWard Market Business Improvement Area, and By-law 303-90 (as amended 27-93) that established the Board of Management, by no later than December 31, 2023;**
- 5. Direct staff to explore, in collaboration with the Municipal Services Corporation Board, a special area levy to support the mandate of the ByWard Market District Authority;**
- 6. Receive an update on ByWard Market Public Realm Plan implementation and confirm the following priority projects for partner government funding: William Street and ByWard Market Square street renewal, the creation of York Street plaza, and the redevelopment of the 70 Clarence Street municipal parking garage;**
- 7. Approve \$200,000 in immediate one-time funding for ByWard Market District Authority transition costs; and**
- 8. Approve \$100,000 in one-time capital funding to leverage other potential funding partnerships that together will deliver permanent enhancements to the Parkdale Market in celebration of its 100<sup>th</sup> anniversary in 2024.**

## **RECOMMANDATION(S) DU RAPPORT**

**Que le Comité des finances et des services organisationnels recommande que le Conseil :**

- 1. prenne connaissance, à des fins de renseignement, de l'énoncé de mission, du mandat et des limites opérationnelles proposés de la société de services municipaux qui sera connue sous le nom de l'administration du district du marché By;**
- 2. reçoive la démission du Conseil d'administration de la société de services municipaux, approuve une nouvelle structure de gouvernance de la société de services municipaux et examiner les nominations à l'assemblée générale annuelle des trois nouveaux membres du Conseil d'administration de la société de services municipaux, Mischa Kaplan, Nina Kressler et Grace Xue Xin, et qu'il prenne connaissance, à des fins de renseignement, de la procédure de recrutement proposée pour les autres membres du Conseil d'administration de la société de services municipaux;**
- 3. délègue des pouvoirs au directeur général, Direction générale de la planification, de l'immobilier et du développement économique pour exécuter une nouvelle entente de service et de gestion des actifs entre la Ville et la société de services municipaux ainsi que toute autre modification qui pourrait s'avérer nécessaire de temps à autre;**
- 4. demande au greffier municipal de soumettre à l'approbation du Conseil l'abrogation du *Règlement n° 302-90* qui a désigné la zone d'amélioration commerciale du marché By et du *Règlement n° 303-90* (dans sa version modifiée 27-93) qui a établi le Conseil d'administration, avant le 31 décembre 2023 au plus tard;**
- 5. demande aux membres du personnel d'étudier, en collaboration avec le Conseil d'administration de la société de services municipaux, la possibilité d'imposer un prélèvement spécial propre au secteur afin de soutenir le mandat de l'administration du district du marché By;**
- 6. reçoive une mise à jour de la mise en œuvre du Plan du domaine public du marché By et confirme les projets prioritaires suivants pour le financement du partenariat gouvernemental : la rénovation de la rue William et de la place du marché By, la création de l'esplanade de la rue York ainsi que le réaménagement du garage de stationnement du 70, rue Clarence;**

7. **approuve un financement ponctuel immédiat de 200 000 dollars pour les coûts de transition de l'administration du district du marché By;**
8. **approuve un financement d'immobilisations ponctuel de 100 000 dollars afin d'obtenir d'autres partenaires financiers potentiels qui, ensemble, apporteront des améliorations permanentes au marché Parkdale à l'occasion de son centième anniversaire, qui aura lieu en 2024.**

## **EXECUTIVE SUMMARY**

### **Assumption and Analysis**

The purpose of this report is to seek Council approval to move forward on a series of transformational initiatives aimed at improving Economic Prosperity, Diversification and Resilience; Community Safety and Well-Being; Placekeeping; Placemaking; and Advocacy and Fundraising within a new ByWard Market district.

The ByWard Market is Ottawa's most recognized civic area and one of the truly iconic features of Ottawa's national profile. The diversity of residents, visitors, property ownership, and economic forces that make the area so unique also create a challenging neighbourhood environment to maintain, program, and balance competing interests and aspirations. The new ByWard Market District Authority is designed to be resourced, and of a scale and sophistication, to be a best-in-class not-for-profit jurisdictional entity. Working alongside all levels of government, the private sector, interest groups, and residents across the city, this organization will guide the area's evolution and re-centre the ByWard Market as both Ottawa's premiere visitor destination and a desirable commercial and residential neighbourhood.

### **Financial Implications**

The report brings forward for council approval the repeal of the ByWard Market BIA By-law 302-90, levies will no longer be collected from BIA members on annual municipal property taxes. The report also brings forward \$200,000 in immediate one-time funding for ByWard Market District Authority transition costs to be funded within existing resources, and \$100,000 in one-time capital funding to assist in delivering enhancements to the Parkdale Market in celebration of its 100th anniversary in 2024 from the 2023 Public Realm account.

### **Public Consultation/Input**

The content of this report builds on successive public and stakeholder engagement exercises that the City has undertaken over the past decade related to the governance, public realm and vocation of the ByWard Market including the 2013 Project for Public

Spaces “Strengthening the Future of the ByWard Market”, the 2017 “Revitalization of the ByWard and Parkdale Markets – New Management Model and Governance Structure”, the 2021 ByWard Market Public Realm Plan, and the 2022 City of Ottawa Official Plan.

## **RÉSUMÉ**

### **Hypothèse et analyse**

L’objectif de ce rapport est de demander au Conseil d’approuver une série d’initiatives de transformation visant à améliorer la prospérité, la diversification et la résilience économiques, la sécurité et le bien-être des communautés, l’entretien des espaces, l’aménagement d’espaces, ainsi que la défense des droits et la collecte de fonds au sein du nouveau quartier du marché By.

Le marché By est le quartier le plus connu d’Ottawa et l’un des éléments les plus emblématiques du profil national de la Ville. La diversité des résidents, des visiteurs, des propriétaires et des forces économiques qui rend la région si unique crée également un certain défi concernant le maintien, l’organisation et l’équilibre des intérêts et des aspirations divergents de l’ensemble du quartier. La nouvelle administration du district du marché By est conçue pour disposer de ressources, d’une échelle et d’une sophistication suffisantes pour être une entité juridictionnelle sans but lucratif de premier ordre. En collaboration avec tous les niveaux de gouvernement, le secteur privé, les groupes d’intérêt et les résidents de toute la municipalité, cette organisation guidera l’évolution du secteur et repositionnera le marché By en tant que première destination touristique d’Ottawa ainsi qu’en tant que quartier commercial et résidentiel convoité.

### **Répercussions financières**

Dans le rapport, on demande au Conseil d’approuver l’abrogation du Règlement n° 302-90 sur la ZAC du marché By; on ne prélèvera plus de taxe chez les membres de la ZAC avec les impôts fonciers chaque année. On y propose également un financement ponctuel immédiat de 200 000 \$ pour couvrir les coûts de transition vers l’administration du district du marché By, puisé à même les ressources existantes, et un financement ponctuel des immobilisations de 100 000 \$ pour améliorer le marché Parkdale en vue de la célébration de son 100<sup>e</sup> anniversaire en 2024, financement qui sera puisé dans le compte du domaine public de 2023.

### **Consultations publiques et commentaires**

Le contenu de ce rapport s’appuie sur les exercices successifs d’engagement du public et des intervenants que la Ville a entrepris au cours de la dernière décennie

relativement à la gouvernance, au domaine public et à la vocation du marché By, y compris le rapport intitulé « Consolider l'avenir du Marché By » du Project for Public Spaces de 2013, le rapport de 2017 intitulé « Revitalisation des marchés By et Parkdale — Un nouveau modèle de gestion et une nouvelle structure de gouvernance », le Plan du domaine public du marché By de 2021 et le Plan officiel de la Ville d'Ottawa de 2022.

## **BACKGROUND**

The ByWard Market is a shared community asset that benefits from its commercial, residential, heritage and public market profile. It is a popular resident and visitor attraction as well as a prominent commercial hub.

Vision, marketing and service delivery alignment between the City of Ottawa (City), ByWard Market BIA (BIA), Municipal Services Corporation (Ottawa Markets), National Capital Commission (NCC), and local community associations has been challenging to the detriment of the area. The BIA and Ottawa Markets share an operational zone, but their strategic alignment has been suboptimal. This misalignment has resulted in budgetary and organizational inefficiencies, competing interests and stakeholder conflict and missed opportunities for collaboration and joint advocacy. The lack of a coherent and consistent vision for the ByWard Market has diminished its attractiveness as a destination and impacted the resident and visitor experience.

The ByWard Market Public Realm Plan, approved by City Council in January 2021, guides the evolution of the area's public spaces, provides a framework to coordinate investment and revitalization opportunities, and ensures the ByWard Market district remains a unique, pedestrian friendly destination. One of Council's recommendations to facilitate the Plan's implementation was to evaluate opportunities to improve district governance and the coordination of services and programming, building upon the 2018 establishment of the Municipal Services Corporation known as Marché d'Ottawa Markets (Ottawa Markets).

Ottawa Markets assumed the management and operation of the ByWard Market and Parkdale Market public markets and indoor retail portfolio at 55 ByWard Market Square and 70 Clarence Street in part to address concerns expressed by vendors, businesses and community leaders about the deteriorating condition of the ByWard Market precinct. The transfer of responsibilities to Ottawa Markets has been a catalyst for change, most notably a modernized approach to vending, events and area promotion. However, while the BIA and Ottawa Markets each bring significant value, expertise and credibility to the ByWard Market experience, neither organization, as presently constituted, has the

required jurisdictional authority, budget or administrative structure and capacity to lead the desired renewal of the district.

In an effort to facilitate change, the City initiated the ByWard Market Strategic Alignment Initiative to address:

- Stakeholder willingness to take bold steps to address jurisdictional issues and improve district operations, commercial vitality and visitor experience;
- Ongoing stakeholder concerns with special event and project approvals, community safety and well-being, and cleanliness and maintenance requiring a coordinated service delivery approach that considers all interests;
- The evolving profile of public markets in a newly competitive environment;
- A desire to capitalize on the area's "Special District" designation in the new Official Plan;
- The opportunity to advance ByWard Market Public Realm Plan implementation; and
- The opportunity to effect meaningful change that highlights the area's commercial and heritage attributes in advance of the 200<sup>th</sup> anniversary of the ByWard Market in 2027.

The ByWard Market Strategic Alignment Initiative Working Group was formed in late 2021 comprised of representatives from the Boards of Directors of both the ByWard Market BIA and Ottawa Markets, with meetings facilitated by City staff. The mandate of the Working Group was to achieve consensus on a new district governance and operating model for the ByWard Market that eliminates the current multi-jurisdictional approach and aligns area operations, marketing and programming under a single entity with experienced Board leadership focused on delivering sound strategic direction and management oversight.

After exploring various governance options, and considering past analysis undertaken by both the Project for Public Spaces organization and by City staff as part of the 2018 establishment of Ottawa Markets, the Working Group endorsed a single district authority model with broad authorities provided within a defined operational boundary. The consensus was that a district model, as seen in other North American cities, offered a transformational opportunity to revitalize the ByWard Market. The Working Group validated the following district model advantages:

- Centralizes district operations, eliminates jurisdictional confusion and resulting duplication of effort;
- Creates economies of scale and administrative efficiencies, uniform district policies, defined placemaking and placekeeping responsibilities, coordinated programming, destination development, and cohesive branding and marketing;
- Provides a single decision-making table able to speak with one voice on advocacy issues, deliver community safety and well-being initiatives, and curate the resident and visitor experience; and
- Provides opportunity for the City to incrementally delegate new authorities and revenue-generating opportunities.

The new district model will utilize the existing Municipal Services Corporation legal structure, however a new Board governance structure with an expanded operating mandate will be established. The BIA will cease operations to facilitate the transition to the new district model which will operate as the ByWard Market District Authority.

## **DISCUSSION**

The establishment of a new district governance and operating model for the ByWard Market presents a unique opportunity for the MSC to undertake a realignment of the strategic vision, mission, and service and programming delivery objectives for the ByWard Market District Authority. To assist the Working Group and City staff, advisory services from Raymond Chabot Grant Thornton (RCGT) were retained. Specifically, RCGT undertook:

- A jurisdictional review of other successful market/commercial/district models (public and private) with a particular focus on the governance structures of each, their operational and revenue generating mechanisms, and what is applicable in the ByWard Market context;
- An assessment of the current and proposed MSC operating structure with recommendations provided on the organizational structure required to deliver the expanded mandate; and
- The provision of a professional opinion of the financial viability of the MSC, with 5-year projections, based on an expanded mandate and responsibilities.

The business case for the expanded MSC mandate is built on a draft Service and Asset Management Agreement that was developed following Working Group and City staff identification of services, programs and initiatives that could be realigned as part of the



MSC's mandate to provide the organization with broad oversight of area economic diversification and resilience, placekeeping, placemaking, community safety and well-being, advocacy, and fundraising.

**1. Receive for information the proposed Mission Statement, Mandate and Operational Boundary of the Municipal Services Corporation to be known as the ByWard Market District Authority.**

The ByWard Market District Authority will operate within the ByWard Market District Operational Boundary and Parkdale Market Operational Boundary in a manner consistent with the following Mission Statement:

“The ByWard Market District Authority is the custodian of the vision, economic prosperity, and vibrancy of the historic ByWard Market district.

Through its leadership, the ByWard Market District Authority ensures that this shared community asset, that benefits from its commercial, residential, heritage and public market profile, is positioned as the City's premiere visitor destination and experience.

The ByWard Market District Authority maintains and animates outstanding public spaces befitting the ByWard Market district's local and national significance and operates a high quality, community-focused public market at the Parkdale Market.”

The ByWard Market District Authority is being empowered with a broad mandate to deliver a reimagined ByWard Market district and experience. While the name specifically refers to its leadership profile in the ByWard Market, the ByWard Market District Authority will continue to operate the Parkdale Market as an important business line and building upon the transformative work Ottawa Markets has undertaken at the Parkdale Market over the past 5 years. Therefore, the ByWard Market District Authority will have responsibility and jurisdiction within two operational boundaries – the ByWard Market District Operational Boundary and the Parkdale Market Operational Boundary as set out in Document 1.

The ByWard Market District Authority's mandate and strategic priorities include:

- Maintaining the ByWard Market district streetscape and public realm spaces to a level of service higher than the City of Ottawa Level of Service Maintenance Quality Standard;
- Enhancing the resident and visitor experience through public realm enhancements, installations, animation, branding, and pageantry;
- Supporting and advocating for property, small business and entrepreneurial interests within the ByWard Market District Operational Boundary and Parkdale Market Operational Boundary including the availability, accessibility and

promotion of local foods, producers, goods, artisans and creators through the public markets;

- Hosting special events and activities of both city-wide and national significance;
- Advocating for investment within the ByWard Market District Operational Boundary and Parkdale Market Operational Boundary in accordance with the City of Ottawa's ByWard Market Public Realm Plan or other area objectives as determined by the Member (City Council) or the Board;
- Undertaking initiatives that improve community safety and well-being within the ByWard Market District Operational Boundary and Parkdale Market Operational Boundary; and
- Embedding in all initiatives a focus on climate change adaptation, the advancement of social equity, inclusion and diversity, and celebrating and promoting the cultural and built heritage tradition of the ByWard Market and Parkdale neighbourhoods.

To accomplish these priorities, an analysis was undertaken to determine what City services, programs, or initiatives could be transferred or realigned for delivery by the ByWard Market District Authority. The timing and degree of alignment will be unique for each service transferred, with some anticipated to be piloted in 2023, some implemented for 2024, while others, primarily related to placekeeping, will transfer over successive years as the ByWard Market District Authority matures and demonstrates service delivery capacity and following further dialogue with City operations. The final service profile and cadence of the organization will be determined by the ByWard Market District Authority Board and will be outlined in the new Service and Asset Management Agreement. The following opportunities have been identified as essential components to realize the full potential of the new district model.

### **Placekeeping and Placemaking**

- Manage the two public markets (ByWard Market and Parkdale Market) as permitted by Bylaw 2021-331;
- Manage the 55 ByWard Market Building and the retail space in the 70 Clarence Street parking facility;
- With City support as required, manage and coordinate the use of public space within the ByWard Market District Operational Boundary and Parkdale Market Operational Boundary including right of way patio permits, special events, road closures, mobile refreshment vehicles or carts, film production, on-street parking and curbside management;
- Manage and maintain the streetscapes, plazas, and assets within the ByWard Market District Operational Boundary to an elevated service standard;

- Implement pageantry and beautification programs within the ByWard Market District Operational Boundary and Parkdale Market Operational Boundary; and
- Undertake parking and fieldhouse management and collaborate with area stakeholders on park programming and events within the Parkdale Market Operational Boundary.

### **Economic Diversification and Resilience**

- Create a Business Advisory Committee comprised of area property and business owners as part of the ByWard Market District Authority governance structure to provide a conduit for business concerns and opportunities to be communicated to the Board;
- Establish a new strategic plan for the ByWard Market District Authority that includes an emphasis on the commercial mix of the area to ensure a range of uses that cater to daytime and evening audiences and support a vibrant and inclusive experience for residents and visitors of all ages;
- Manage the in-person visitor experience, online and social media presence, media relations and other advertising and communications elements for the ByWard Market District Authority;
- Operate a centrally located visitor experience/tourism information resource; and
- Develop partnerships and sponsorships at all levels to promote the ByWard Market district and Parkdale Market experience to residents and visitors.

### **Community Safety and Well-being**

Community safety and well-being within the ByWard Market district was highlighted by the Working Group and other stakeholders as the number one priority to be addressed to ensure the ByWard Market District Authority can successfully deliver on its mandate. Notwithstanding the importance of restoring a balanced neighbourhood for resident quality of life and quality of visitor experience, failure to continue coordinated efforts between the City and social service delivery partners poses a risk to the budgetary requirements of the ByWard Market District Authority and threatens to undermine the strategic vision of the ByWard Market as a signature feature and destination in Ottawa.

The intention is to leverage the existing ByWard Market Street Ambassador program and the efforts undertaken by the City in 2022 and planned for 2023 through the Community Engagement Team administered by the Community and Social Services Department, to design, resource, and implement a sustainable, in-the-field community safety and well-being program for the benefit of the district and its adjoining neighbourhoods.

**2. Receive the resignation of the existing Municipal Services Corporation Board, approve a new Municipal Services Corporation governance structure, and consider the appointments at the annual general meeting of the three new Board Members at Large to the Municipal Services Corporation being Mischa Kaplan, Nina Kressler and Grace Xue Xin and receive for information the proposed recruitment process for the remaining Board Members at Large;**

The new MSC Board will provide strategic direction and establish overall objectives, priorities, and benchmarks for the organization, ensuring the ByWard Market District Authority's success and realization of its vision and strategy. The Board will be responsible for making key decisions pertaining to the organization's long-term strategy, planning, and budgeting. Specifically, the Board will be responsible to:

- Develop the vision, mission and strategic plan for the ByWard Market District Authority in alignment with the City of Ottawa's new Official Plan, section 6.6.2.3 The ByWard Market Special District;
- Select a qualified candidate for the organization's senior leadership role to direct the day-to-day management activities of the organization;
- Manage risk and oversee organizational performance;
- Approve the annual budget and ensure proper financial oversight and controls are in place;
- Protect the City's assets and manage them responsibly;
- Recruit and nominate new Board members with the appropriate mix of skills, knowledge, and experience that reflect the principles of diversity, equity and inclusion; and
- Ensure the Board and staff adopt and adhere to a code of ethics.

The Board will be comprised of up to twelve (12) members, including eleven (11) voting members and one (1) non-voting member. There will be two (2) permanent, ex-officio members: City of Ottawa Mayor or Mayor's designate (voting) and the General Manager of Planning, Real Estate and Economic Development or their designate (non-voting). An initial Board will be comprised of the two (2) ex-officio members, the Past Chair of the Municipal Services Corporation Bryan Chandler, inaugural Chair of the Business Advisory Committee (former Chair of the ByWard Market BIA Dominique Labelle), and three (3) additional Members at Large selected by the Working Group and approved by Council. An additional three (3) to five (5) Members at Large will be selected by the new Board through a public nomination process and approved by Council.

The Working Group established a process to select the first three (3) Members at Large for the new ByWard Market District Authority Board. Candidates were brought forward

by Working Group members and evaluated against established eligibility criteria, skills, experience and competencies. A short list of qualified candidates was identified. The Working Group established an Evaluation Sub-Committee to consider candidate profiles. A governance best-practice competencies and skills matrix was used to evaluate seven (7) candidates and three (3) candidates were selected by consensus as the first Members at Large to join the new ByWard Market District Authority Board, subject to Council approval at the upcoming annual general meeting, at which time the previous Board Members will conclude their term. These candidates are Mischa Kaplan, Nina Kressler and Grace Xue Xin. Short biographies are included in Document 2.

Over the next few months, incoming Board transition priorities will include finalizing the new Service and Asset Management Agreement with the City, recruiting additional Board Members, establishing Executive and Committee structures, developing a new strategic plan, and taking steps to evaluate and implement a new organizational structure and operating policies that reflect the expectations of the expanded ByWard Market District Authority mandate.

Subsequent Board recruitment efforts will adhere to governance best practices and ensure the principles of diversity, equity and inclusion are reflected in Board composition. An important note is that business or property owners within the ByWard Market District or Parkdale Market Operational Boundaries having a clear fiduciary interest in the area are not eligible to serve on the Board. A new Ad Hoc Committee of the Board known as the Business Advisory Committee will provide business and property owners with the opportunity to engage with the ByWard Market District Authority Board. The Chair of the Business Advisory Committee will be a voting member of the Board.

**3. Provide delegated authority to the General Manager, Planning, Real Estate and Economic Development to execute a new Service and Asset Management Agreement between the City and the Municipal Services Corporation and any future amendments that may be necessary from time to time.**

The 2018 Service and Asset Management Agreement between the City of Ottawa and the Municipal Services Corporation has seen a handful of amendments with each iteration granting new responsibilities to Ottawa Markets.

The revised Service and Asset Management Agreement between the City and the ByWard Market District Authority will be a foundational pillar that will determine the success of the organization and capitalize on long-term growth potential. It is essential that the Agreement clearly defines each party's roles and responsibilities, is

comprehensive and transparent, and effectively identifies potential risks and their associated mitigation approaches.

In 2018, Council delegated the execution of the Service and Asset Management Agreement to the General Manager, Planning, Infrastructure and Economic Development. It is recommended that the now General Manager, Planning, Real Estate and Economic Development be given the delegated authority to execute the new Service and Asset Management Agreement following the conclusion of negotiations with the ByWard Market District Authority Board. It is further recommended that the General Manager be delegated the authority to amend the Agreement from time to time as needed.

**4. Direct the City Clerk to bring forward for Council approval the repeal of By-law 302-90 that designated the ByWard Market Business Improvement Area, and By-law 303-90 (as amended 27-93) that established the Board of Management by no later than December 31, 2023.**

To facilitate and support the implementation of the ByWard Market District Authority, the ByWard Market BIA will cease business operations in 2023. This carefully considered decision demonstrates the BIA's understanding of the need to streamline ByWard Market governance, operations, marketing and programming to deliver a transformational change that meets the needs and expectations of businesses, residents and visitors. BIA priorities including marketing, programming, beautification and pageantry, cleanliness and safety will now be part of the ByWard Market District Authority mandate. Area commercial and business interests will be represented through the new Business Advisory Committee that will function as an Ad Hoc Committee of the ByWard Market District Authority Board and be a critical conduit to communicate business issues and priorities. The Chair of the Business Advisory Committee will be a voting member of the Board. Recruitment for the Business Advisory Committee will take place this summer and be managed by the ByWard Market District Authority Board and staff in collaboration with the inaugural Committee Chair (former Chair of the ByWard Market BIA) who has been selected by the Working Group for a two-year term to ensure continuity during the transition.

With the repeal of the ByWard Market BIA By-law, a levy (\$576,000 in 2022) will no longer be collected from BIA members as part of annual municipal property taxes. The BIA opted not to collect a levy in 2023 and is currently utilizing its operating surplus to maintain a marketing and promotional presence through the summer. The BIA Board will remain in place until the ByWard Market BIA By-laws are repealed by Council. The BIA office is now closed however the BIA has support in place to ensure all financial and legal obligations continue to be met.

**5. Direct staff to explore, in collaboration with the Municipal Services Corporation Board, a special area levy to support the mandate of the ByWard Market District Authority.**

Ongoing stakeholder engagement with business and property owners within the ByWard Market precinct has indicated notional support for a new special area levy that would provide a stable, predictable revenue stream for ByWard Market District Authority strategic initiatives of broad community benefit.

Over the coming year a review would be undertaken by the Board and the City to examine whether a special area levy would be appropriate to support the work of the ByWard Market District Authority.

A special area levy is not administered on a city-wide basis, rather it would apply only to properties within a defined boundary, such as those within the ByWard Market District operational boundary.

To proceed with a special area levy, specific initiatives or projects would need to be determined, costed and presented to the community, and a vote would be held within the community administered by Elections Ottawa. A staff report prepared by City staff would then be prepared for Committee and Council consideration.

Special levies have been implemented in areas of Kanata North ward for a Mosquito spraying program and the construction of a noise attenuation wall; Alta Vista ward for the construction of recreational facilities, and Barrhaven West ward for the purchase of land.

It should be noted that commercial building owners within the proposed district boundaries have historically paid a Business Improvement levy since at least 2001. For 2022, the final year that the levy was in place, a total of \$576,500 was generated.

**6. Receive an update on ByWard Market Public Realm Plan implementation and confirm the following priority projects for partner government funding: William Street and ByWard Market Square street renewal, the creation of York Street plaza, and the redevelopment of the 70 Clarence Street municipal parking garage.**

The Public Realm Plan is a crucial pillar of ByWard Market district revitalization efforts and will require continued coordination with the ByWard Market District Authority to ensure success.

As Public Realm Plan projects are completed, the revitalized areas will require a higher standard of streetscape maintenance. It will be necessary for the ByWard Market

District Authority to have a predictable and sustainable budget that supports the increased costs of maintenance and streetscape beautification within the ByWard Market District Operational Boundary.

Since Council approval of the ByWard Market Public Realm Plan in 2021, the following projects have been initiated:

- Support of the “flexible streets” concept through the seasonal closure of parts of William Street, ByWard Market Square, and Clarence Street;
- A partnership with AC Marriott Hotels that will see the Waller Mall redesigned and reopened in 2024;
- The implementation of the first phase of the Ottawa-Gatineau Wayfinding Initiative on ByWard Market streets; and
- The issuance of a Request for Expressions of Interest for the redevelopment of the municipal parking garage located at 70 Clarence Street.

In 2023, ByWard Market Public Realm Plan projects include:

- Design of ByWard Market Square flexible street (George Street to York Street);
- Design of pedestrian-only William Street (George Street to York Street);
- Design exercise for York Street plaza (York Street from Sussex Avenue to ByWard Market Square Street); and
- A recommendation to City Council regarding the future redevelopment of the municipal parking garage at 70 Clarence Street.

Over the course of 2022 and 2023, partner government agencies and elected officials have indicated their interest in supporting key unfunded ByWard Market Public Realm Plan projects, particularly in the lead up to the 200<sup>th</sup> Anniversary of the ByWard Market in 2027. Further to the 2021 approval of the ByWard Market Public Realm Plan, it is requested that Council confirm the priority infrastructure projects as outlined in this report recommendation.

**7. Approve \$200,000 in immediate one-time funding for ByWard Market District Authority transition costs;**

RCGT and City staff have estimated that the transition costs attributable to the new district model to be borne by the ByWard Market District Authority will be approximately \$350,000 in legal, change management, staffing, and branding/marketing expenses. It



is recommended that the ByWard Market District Authority be provided with an initial \$200,000 in immediate funding for these unbudgeted and time sensitive undertakings.

**8. Approve \$100,000 in one-time capital funding to leverage other potential funding partnerships that together will deliver permanent enhancements to the Parkdale Market in celebration of its 100<sup>th</sup> anniversary in 2024.**

In 2024, the Parkdale Market will celebrate its 100<sup>th</sup> anniversary. Beyond planned celebratory programming activities, several stakeholders have indicated an interest in undertaking a permanent commemoration project(s). To assist in leveraging partner funding, it is recommended to provide the ByWard Market District Authority with \$100,000 in capital funding to begin planning.

**FINANCIAL IMPLICATIONS**

Finance approved. Revised financial implication for inclusion in the report: The report directs staff to bring forward a bylaw for the repeal of the ByWard Market BIA By-law 302-90, levies will no longer be collected from BIA members on annual municipal property taxes. The report also brings forward \$200,000 in immediate one-time funding for ByWard Market District Authority transition costs to be funded within existing resources, and \$100,000 in one-time capital funding to assist in delivering enhancements to the Parkdale Market in celebration of its 100th anniversary in 2024 from the 2023 Public Realm account.

**LEGAL IMPLICATIONS**

There are no legal impediments to approving the recommendations in this report.

**COMMENTS BY THE WARD COUNCILLOR(S)**

**Councillor Plante provided the following comments:**

I support the eight recommendations on this report to move the Ottawa Byward Market toward a district model that will greatly assist the future economic development of the heart and soul of the City of Ottawa.

We have seen successful district models -Toronto's distillery district and Vancouver's Granville Island - in generating economic development for key parts of their city that enable both locals and visitors to reinvest back into their businesses.

I am very confident that the businesses, residents and city officials who will make up the composition of the Board and its management and governance structure overseeing the Byward Market will be able to work more inclusively in representing the Byward businesses and revitalizing the gem of our city.

I also fully support the community safety and well-being key objective of the proposed model because it is vital that we work toward this so that all residents, visitors and businesses can thrive in a safe and thriving downtown market.

While I fully support the recommendations in this report, I do want to note that I would like to see the boundary - as currently proposed - be expanded to include up to Giguere Street northward and King Edward eastward. While the density of the businesses is greater in the proposed boundary, there are some key businesses and heritage sites that are excluded from the boundary, that would be included within my proposed expansion. St. Brigid's was the heart and soul of the Irish community within Ottawa for decades. The City has invested in commissioning a report on the viability of the building as a first step in revitalizing this landmark, therefore its exclusion is a little puzzling. Other key businesses are directly impacted by some of the negative social impacts, like Oh My Grill, a couple of inns ( Byward Blue and Ottawa BackPackers), a few hair salons, and Capital Granite, to name a few. While I understand the boundary as proposed limits residential areas from being included, I feel the residents and the businesses in the area would benefit from the boundary extension because then it would solidify in their minds that the proposed model, and its key objective of community safety and well-being, will include the area where we have some negative social impacts.

Aside from that, I want to thank city staff for the tireless work they have done in development and now shepherding this through to completion. There has been great deal of good work here that started before I was sworn in, and has continued right up until the tabling of this report. I want to commend city staff for their thoughtful involvement, engagement and continuing to keep me, as well as my businesses and residents, apprised as they moved through the different stages of development.

**Councillor Leiper provided the following comments:**

The Parkdale Market will celebrate its 100<sup>th</sup> anniversary in 2024 and Hintonburg and Wellington Village residents are ready to celebrate its central role in our community life. For a century, the Parkdale Market and Parkdale Park have been the focal point of food security, commerce and recreation for much of our ward.

In 2024, in addition to the Market activities including the new and wildly popular night markets, residents can be sure some of their favourite community-led programming will be back in the park, including the Hintonburg 5k, ArtsPark, Dog Movie Night and other movie nights, Yoga in the Park and more. Wednesday night concerts on the Pat McLeod Community Stage will likely be a future mainstay in conjunction with night markets that attract thousands over the course of the market season. When we need a

place to gather, as was the case when The Tragically Hip broadcast their August 20, 2016 concert from Kingston, residents gathered in Parkdale Park to watch. When we lost Tom Connors, it was in Parkdale Park that we re-visited his legendary Across This Land concert film – conveniently adjacent to the Carleton Tavern.

When not serving as Kitchissippi's most important event venue, the park is an everyday treasure. The wading pool is a much-loved and much-needed urban oasis for the water wings set and their parents. The picnic tables and benches are well used by the many people employed in the area on their lunches eating take-out food from Hintonburg and Wellington Village's restaurants and cafés. Many a meeting between community activists has been held under the gazebo, even more important a space when the pandemic closed the doors to our usual spots. The park's green lawn and shady trees are an ideal place in which to play a game of hackey-sack or enjoy a picnic.

For decades, there was no guarantee that this model urban space would be a permanent part of the landscape. Even after being chosen as the location for a west-end market, Bob Grainger in the *Kitchissippi Times* described its precariousness as a public market built on private property:

"The Market's future, however, was not secure. The site was privately owned by Patrick Labelle, and as late as the mid-1940s, other sites were actually being considered for the Market, including one on Bayview Road. The Parkdale Avenue site won out in the end because of its size, proximity to bus and streetcar lines, and its 20-year history with residents. It was in 1946 that the City of Ottawa finally secured the future of the Parkdale Market by passing a resolution to expropriate the site. The by-law authorizing the expropriation declared that the land would be used 'for park or for recreational purposes or for other such purposes.' According to an article in the *Ottawa Citizen* in 1964 on the 60th anniversary of the market, it was Paul Tardif, a long-time municipal politician, who saw the potential of the present site for both a playground and a market."

Tardif was councillor for Victoria Ward, which then encompassed the city north of Wellington Street. The legacy he left for Councillors Troster, Kavanagh and I in building "a playground and a market" is among the most lasting gifts from our predecessor for the residents of west-end Ottawa. Today, I'm writing these comments to leave a record for those who follow in my footsteps of the importance of Parkdale Park as public space serving all residents of Ottawa.

There is no denying the critical importance of market activities between Armstrong and Wellington Streets on Parkdale Avenue. Produce vending in the heart of the city – both at Byward and Parkdale Markets – is a critical commercial venture that serves urban

dwellers with the fresh food they want from local farmers who have until relatively recently depended on markets like these.

Agriculture has changed in the century since the Parkdale Market was founded, and markets are today global. It's rare that local producers and local consumers can trade directly. Our view of food supply chains viewed through the lens of sustainability is returning, though, to that of our great-grandparents and their parents: the supremacy of the supermarkets and regional and global wholesaling threatens the economic sustainability of our farmers, and the dependence on fossil fuels to move food from growth through processing and warehousing and superstores is viewed increasingly with discomfort. Walking to the market to buy fresh food makes sense as a response to our twin climate and housing emergencies.

My comments here are intended to stress the importance I place upon the park space remaining park space and as public space controlled by the community itself. The report and supporting material before Council appropriately considers the role that the municipal services corporation might play in programming Parkdale Park. I welcome that and the community welcomes that involvement. For decades, the Market under both City leadership and now under the MSC has been a creative and financial partner to many of the events that animate this public realm. It is a natural partner, but I want to stress that the commercial space is functionally adjacent to the park. The Market should never be conceived of as an authority over park programming, nor should the park ever be conceived of as primarily supporting the commercial Market function.

The Market is fortunate to be located next to a well-used, beloved venue in Kitchissippi ward. There are clear synergies and the recent history of the MSC has been a model for partnership. As the MSC evolves, my commitment is to be there to support it in achieving success for its mandate. I have the same interest as all residents in the success of the Byward Market for the sake of our whole city. I recognize that quiet little Parkdale Market will continue trucking along as one of Ottawa's hidden gems, and I am encouraged that despite the name change it will continue to be an important part of the re-structured MSC. But I want to caution my colleagues that my support for this new direction is contingent on explicit recognition that Parkdale Park is a ward commons.

Councillor Tardif led the expropriation of this formerly private space to serve the ward as public realm. I write today simply to ask today's Council to keep honouring that legacy.

## **CONSULTATION**

While there has not been a formal public consultation regarding the ByWard Market Strategic Alignment Initiative and Public Realm Plan Update, City staff have engaged with numerous internal and external stakeholders to communicate the purpose and

intent of the evolution of the Municipal Services Corporation and the new district governance and operating model known as the ByWard Market District Authority. Presentations on the ByWard Market Strategic Alignment Initiative were provided to ByWard Market BIA members and other stakeholders at the Annual General Meeting (March 1, 2023) and at a ByWard Market Business Town Hall hosted by Councillor Plante (March 27, 2023). Additional updates have been provided at the CSSD Leadership Table meetings, most recently on May 9, 2023, which include a number of social service partners and community association stakeholders. A presentation was provided to approximately 280 business executives at the recent City Building Summit (April 25, 2023) hosted by the Ottawa Board of Trade and Ottawa Business Journal. A series of detailed briefings have been held with stakeholders including the current Ottawa Markets Board and Executive Director, Ottawa Tourism, National Capital Commission, Ottawa Board of Trade, Ottawa Coalition of BIAs, Downtown Rideau BIA, Wellington West BIA, Lowertown Community Association, Hintonburg Community Association and a group of ByWard Market property owners (at their request).

## **ACCESSIBILITY IMPACTS**

The ByWard Market Strategic Alignment Initiative is an important evolution for the ByWard Market to create a resident and visitor destination and commercial hub. The purpose of the report is to seek Council approval to move forward on a series of nine initiatives aimed at improving Economic Prosperity, Diversification and Resilience; Community Safety and Well-Being; Placekeeping; Placemaking; Advocacy and Fundraising through the creation of a Byward Market District Authority. The ByWard Market Public Realm Plan, approved by City Council in January 2021, guides the evolution of the area's public spaces, provides a framework to coordinate investment and revitalization opportunities, and ensures the ByWard Market district remains a unique, pedestrian-friendly destination that champions inclusion, equity and diversity, amongst other values.

As a large population of people with disabilities and older adults are living, working and socializing in the downtown core, an accessibility lens must be consistently and thoughtfully applied. Elements of the initiatives in this report will incorporate, meet or exceed the *Accessibility for Ontarians with Disabilities Act (2005)*, the City's Accessibility Design Standards and other best practices. The City of Ottawa is committed to providing equal treatment to people with disabilities with respect to the use and benefit of City services, programs, goods and facilities in a manner that respects their dignity and that is equitable in relation to the broader public. This commitment extends to and benefits residents and visitors with visible or non-visible, permanent or temporary disabilities.

Feedback received from people with disabilities shares many disability-related barriers in pedestrian public spaces can be created in areas where people congregate in groups and in larger numbers. Visitors with disabilities has shared feedback about accessible transportation limitations, accessible parking concerns, and lower levels of accessibility and accessible information experienced in hotels, heritage infrastructure and during events. Many accessibility considerations are vital to incorporate into shared outdoor spaces and venues, such as the Byward Market, and all initiatives are to include the assessment and integration of clear space planning in outdoor venues, accessible parking, accessible washrooms and accessible transportation provisions, maintenance of a clear path of travel without barriers on City sidewalks, and appropriate lighting levels, acoustics, accessible seating options, signage and way-finding throughout the Byward Market district to enhance and ensure an equitable experience to all visitors, including those with disabilities.

Following approval of the recommendations outlined in the report, staff would continue to engage with stakeholders such as the Accessibility Advisory Committee and the Accessibility Office to receive advice and feedback. Engagement with stakeholders with disabilities will help identify and mitigate barriers and challenges from a cross-disability perspective so as to understand the unique needs of residents with disabilities, and support the reduction or elimination of barriers and challenges faced by these residents in using the City's public spaces and pedestrian areas.

### **ASSET MANAGEMENT IMPLICATIONS**

Asset Management Services staff have been consulted in the refining of the draft Service and Asset Management Agreement and will continue to be engaged as the document is negotiated, executed, and monitored.

### **ECONOMIC IMPLICATIONS**

The ByWard Market Strategic Alignment Initiative is an important step forward in the evolution of the ByWard Market as a resident and visitor destination and commercial hub. As one of Ottawa's high-profile visitor attractions, the vibrancy of the historic ByWard Market is critical to delivering a memorable visitor experience. Destination development is a key focus of Ottawa Tourism's new Destination Stewardship Plan and investment in revitalizing the ByWard Market has been specifically identified. The Ottawa Board of Trade has also identified the implementation of the ByWard Market Public Realm Plan as a vital city-building effort to reimagine Ottawa's downtown post-pandemic. A revitalized ByWard Market contributes to quality of life in the Nation's Capital, which is a key consideration for business, investment, talent, student and immigrant attraction and retention.

## **RISK MANAGEMENT IMPLICATIONS**

The establishment of the new Municipal Services Corporation brings change management, financial, and reputational risk to the City of Ottawa. These risks will be managed through the development of a robust and monitored Service and Asset Management Agreement, through financial reporting requirements, and through the annual Meeting of the Members Annual General Meeting, held at City Council.

It is important for the MSC to have the capacity to make strategic decisions based on quantitative and qualitative data to successfully deliver on its organizational goals. Equally important is the quantifiable assessment of the MSC's performance in achieving its objectives; the MSC should be held accountable for its short and long-term performance. The MSC will develop appropriate key performance indicators (KPIs) that may include the following performance metrics:

- Surveys: businesses, residents, tourists, shoppers, and other stakeholders
- Business revenues and taxes: track changes in revenue and tax contributions from local businesses
- Vacancy rates and leasing: monitor changes in commercial vacancy rates
- Merchandising mix: track trends in the mix of restaurant, bar, retail, service, cultural businesses to ensure a balanced merchandise mix reflecting resident and visitor expectations.

## **RURAL IMPLICATIONS**

There are no rural implications associated with this report.

## **SUPPORTING DOCUMENTATION**

Document 1 – ByWard Market District Operational Boundary and Parkdale Market Operational Boundary

Document 2 – Biographies of Board Members

## **DISPOSITION**

City staff will undertake the implementation of the recommendations as contained in this report.

## Document 2 – Biographies of Board Members

**Mischa Kaplan** is an accomplished non-profit executive, experienced non-profit board member, and passionate community builder. Mischa has extensive experience in various governance roles in non-profit environments, including as the current Vice-Chair of the Board and Chair of the Governance Committee of the Queensway Carleton Hospital Foundation, as well as previously serving as the Vice-Chair of the Board at the Ottawa Board of Trade. Mischa has significant experience as a senior executive with broad financial and governance-related accountabilities, including in his current role as the Executive Director, Corporate Services at Scouts Canada. Prior to his work in the non-profit sector, Mischa was President of Rainbow Foods, a boutique natural foods retailer with three locations across the Ottawa area, including in the ByWard Market. Mischa has a Master of Science in Management from the London School of Economics and a Bachelor of Arts from McGill University.

**Nina Kressler** is currently the President and CEO of the Shaw Centre / Ottawa Convention Centre Corporation. Her impressive executive leadership skills and experience including surpassing financial performance targets and identifying new revenue streams, strategy and business development, and stakeholder relations make her a sought-after leader and contributor to numerous organizations and Boards. Nina has an extensive list of current and previous community involvement which includes Director, Ottawa Tourism and Chair, Finance Committee; Chair, Tourism Industry Association of Canada; and Chair, Convention Centres of Canada.

Grace Xue Xin has previously collaborated with ByWard Market leadership and stakeholders as the former Executive Director of the Somerset Street Chinatown BIA and National Director of the Canada-China Tourism Program at the Tourism Industry Association of Canada. Grace has considerable experience supporting small businesses and tourism destination development. Her current role is Vice-President of Philanthropic & Community Building at the Ottawa Community Foundation. Grace possesses a keen understanding of the necessary governance and management rigor required to fulfill fiduciary duties and provide strategic guidance to move organizations forward. Grace has an MBA from the University of Ottawa and holds the MFA-P designation and is also fluent in English, Mandarin, and Cantonese.