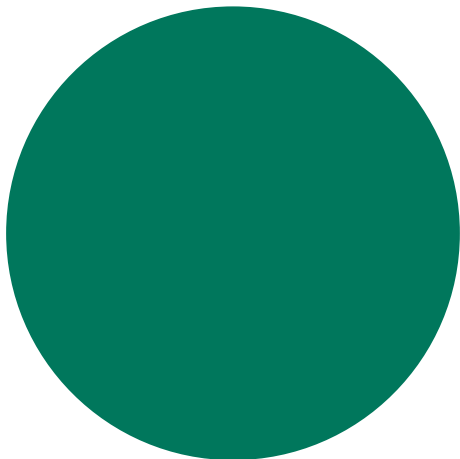


Final
Report
Summer 2017

ByWard Market
Ambassador
Program



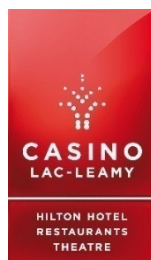


Prepared for

The ByWard Market Business Improvement Area
City of Ottawa Markets Management

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**OTTAWA POLICE SERVICE
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*Working together for a safer community
La sécurité de notre communauté, un travail d'équipe*

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CONTENTS

Introduction	5
Parameters.....	5
Mandate.....	5
Geography.....	6
Operations	6
Qualifications	6
Training	6
Communication.....	7
Responsibilities	7
Safety and Security	7
Tourist Information	7
Stakeholder Assistance	8
Municipal and BIA Services	8
Filing and Recordkeeping.....	8
Traffic Coordination and Parking Enforcement	8
Audits and Inventories.....	8
Graffiti Audit	8
Poster Removal	9
Maintenance	9
Responsibilities	9
Busker Program.....	9
Assistance with special events and festivities	10
Present Issues	11
Statistical Overview.....	12
Outline.....	12

Definitions	12
Ambassador Statistics	14
Summary	14
May	15
June	16
July	17
August	18
Statistical Analysis	19
Positive Statistics.....	19
Negative Statistics.....	19
Comparative Review	19
Additional Statistics	21
Kiosk Statistics.....	21
Busking Statistics.....	Error! Bookmark not defined.
Parking Enforcement Statistics	Error! Bookmark not defined.
Notable Incidents.....	22
May–June	22
July–August	22
Recommendations	23
Internal.....	23
External	23
Joint Action	23
Conclusion.....	24
Appendices.....	25
Appendix i: Operational Documents.....	25
Appendix iii: Statistical Representations.....	30
Appendix iv: Photographic Record.....	31
Appendix v: Relevant Links	32

Introduction

Initiated in 1997, the ByWard Market Ambassador Program serves as a hands-on safety and security resource for the ByWard Market. In 2004 it was re-branded the ByWard Market Street Ambassador Program to reflect the boundaries in which it operates.

The program is now in its fourteenth consecutive year of operation and continues to be a lasting community partnership which includes: The ByWard Market Business Improvement Area (BIA), the City of Ottawa Markets Management, the Ottawa Police Service, the Salvation Army Ottawa Booth Centre, the Shepherds of Good Hope, the Ottawa Mission, the Sexual Health Centre, Youth Services Bureau of Ottawa and Operation Come Home.

This multifaceted program fulfills its primary safety and security mandate first and foremost through front-line response and first aid treatment. Secondly, it provides a valuable lifeline of communication and assistance services to tourists, the Capital's patrons, and all ByWard Market stakeholders.

This report will provide the program's supporting partners with a detailed description of our operations and a critical statistical analysis of relevant seasonal activity.



Parameters

MANDATE

Originally conceived by Crime Prevention Ottawa as a measure to reduce street crime throughout the downtown core, the program came under the joint jurisdiction of the ByWard Market BIA and City of Ottawa Markets Management in 2004 when its territory was limited to the ByWard Market. Since then, it has grown significantly to encompass a wide variety of functions (for full lists please refer to the "[Responsibilities](#)" section of this report). As BIA and City of Ottawa employees, the Ambassadors represent the typically convergent public and private interests of the Market. The Ambassadors also act as the public face of the BIA and Markets Management. In matters not covered by these documents, the Ambassadors seek to resolve any conflict situation by providing information and diplomacy, and if necessary, contacting the relevant authorities.

The Ambassador team is further categorized into ten Street Ambassadors (City of Ottawa Markets Management) and four Street Ambassador *Leads* (BIA). The *Leads* focus on safety and security issues and convene for extra weekly meetings.

GEOGRAPHY

The Program operates within the ByWard Market district established by both the BIA boundaries and the ByWard Market Program By-Law. With a few exceptions, this territory extends west to east from Sussex Drive to Cumberland Street and south to north from George Street to St. Patrick Street (continuing to Cathcart Street exclusively along Dalhousie Street). Ambassadors are on the street from 9:00 a.m. until 8:00 p.m, from May 1st until Labour Day.

Statistical data are collected by a variety of means and categorized by time, date and location in order to deliver effectively targeted services. This includes dividing the Market area into three statistical zones, or “Blocks”:

- **Block #1** consists of the area around 55 ByWard Market Square and bound by ByWard, George, Clarence and Dalhousie. This block contains all of the outdoor vendors, the Market Building (55 ByWard Market Square), the Ambassador-monitored 15-minute parking zones, City of Ottawa Parking Lot #4, the William Street Mall and William Square (a.k.a.the William Street Pedestrian Area). Block #1 is the core of the Market, and a major hub for tourists, vendors, buskers, panhandlers and other “clients”.
- **Block #2** comprises the western edge of the Market, between Sussex Drive and ByWard Market Square / Parent Street, including all six Sussex Courtyards. Notably, this block also includes the York Street West Pay and Display Parking Compound as well as the tour bus parking zone on George.
- **Block #3** includes the remainder of the Market, including its northern and eastern areas.

These Blocks are used to denote the locations of contacts and incidents that the Ambassadors encounter. In a typical day these could include providing information to tourists, fielding concerns from ByWard Market stakeholders, attending to traffic issues, coordinating buskers and maintaining positive relations with the public. It could also include assertively engaging with aggressive or disruptive persons, directing individuals in need to local resources and shelters, offering first aid, ensuring the continued maintenance of Market facilities, assisting with BIA events, and much more. A full map outlining all three blocks has been included in [Appendix i](#).

Operations

QUALIFICATIONS

- Post secondary education or enrolment with a minimum of one year completed by time of hiring; criminology, psychology, or sociology related studies preferred
- Bilingualism essential
- Police record check

TRAINING

- First Aid, CPR and AED (automated external defibrillator) training
- Information sessions with local shelters and related services
- BIA summer staff training and tours
- Markets Management summer staff training

- Frontline tourism information sessions and events, including familiarization with local attractions (“fam” tours, Ottawa Tourism Stars of the City, etc.)
- Accessibility training
- Ottawa Police training including familiarization with relevant laws, By-Laws and police procedures
- Parking Control Officer Training

COMMUNICATION

- Two-way radio communication between all active Ambassadors and Management at all times.
- Pre-established radio codes to ensure efficiency and discretion when managing sensitive situations.
- Mobile telephone programmed with contact numbers for all partner organizations and other necessary contacts (ex. outreach vans, non-emergency police issues)
- Ongoing dialogue and weekly meetings with management to address issues and ensure all efforts are coordinated
- Additional/regular communication via email

Responsibilities

SAFETY AND SECURITY

The Ambassadors contribute to the safety and security of the ByWard Market by ensuring a constant presence on the street. Teams of two patrol all areas of the Market, watching for conflicts, first-aid issues, emergencies, criminal activity and more, in addition to offering directions and assistance to visitors. These teams are frequently dispatched to deal with specific incidents and are consequently equipped with first-aid supplies and a cellular phone. The Ambassadors are trained in conflict resolution and various first-aid and utilize a range of action in such situations: from personal intervention, to involving a Manager, to notifying the relevant authorities. Typical contributions include providing first aid, finding missing children, halting By-Law violations, and reporting illegal or dangerous activity to the Ottawa Police, providing witness statements, and monitoring the location of various individuals and clients. In addition, Ambassadors provide information on social services and programs available to those who are homeless, need support and assistance or those with mental illness. Please refer to the [“Notable Incidents”](#) section for specific examples.

TOURIST INFORMATION

In addition to assisting with safety and security issues, the Ambassadors act as an information resource for Market patrons, visitors and tourists. Ambassador teams provide directions, answer questions, hand out maps and brochures and otherwise assist individuals throughout the Market, both on the street and at the information kiosk at 55 ByWard Market Square. In order to fulfill this responsibility, the Ambassadors are well versed in ByWard Market services, businesses, history and geography, in addition to carrying maps and other reference materials. Continuous radio contact with the information kiosk and/or the office allows proxy access to online resources when needed and ensures that no query goes unanswered. The Ambassadors refer patrons to ByWard Market businesses and vendors on a daily basis.

STAKEHOLDER ASSISTANCE

The Ambassadors are also responsible for maintaining relations with ByWard Market stakeholders, including businesses, vendors, buskers, shelters, City services, embassies, residents, museums and the National Capital Commission (NCC). This may involve providing information, forwarding concerns to the BIA and/or Markets Management, resolving unpleasant or potentially dangerous situations, assisting with various tasks, securing relevant infrastructure in inclement weather and executing logistical assignments.

MUNICIPAL AND BIA SERVICES

The Ambassadors are also assigned various other tasks including:

- Set-up and take-down of periodic special events;
- The daily set-up and tear-down of various infrastructure elements, such as bollards, umbrellas, and movable furniture;
- Deliveries, notices and surveys to businesses and vendors;
- Various special projects.

FILING AND RECORDKEEPING

Extensive records of all Ambassador activities and contacts are kept in either digital or hard-copy formats. These records are filed along with written reports from stakeholders and the public (including victim impact statements, incident reports, service requests, complaints, and the like).

The Street Ambassador *Leads* meet with the BIA every second Friday and the full team meets with City of Ottawa Markets Management every other Friday to review the past two weeks, to discuss concerns or incidents; to review or clarify policies and procedures etc. One Ambassador is responsible for meeting agendas and minutes. Other Ambassador responsibilities include the monthly report of negative behaviours (presented to the monthly Safety and Security Committee) and all recorded statistics such as total contacts, types of contacts and types of inquiries.

TRAFFIC COORDINATION AND PARKING ENFORCEMENT

Audits and Inventories

Throughout the summer, the Ambassadors undertake numerous audits to ensure the accuracy of information pertaining to the maintenance, cleanliness and functionality of the ByWard Market. These include:

GRAFFITI AUDIT

Due to its location in the heart of downtown Ottawa, the ByWard Market is a popular target for graffiti and vandalism. The Graffiti Audit serves as a record of incidents of vandalism taking place over the summer, as well as where they occur. This audit is updated weekly and filed with management. This report enables the tracking of any trends in reference to tags and/or locations, in addition to the length of time it takes for the graffiti to be removed. It has been noted that storefronts are frequently targeted, though such graffiti is typically removed very quickly as the BIA has a contract with

Goodbye Graffiti. Elevated areas such as roof-tops and secluded areas such as parking lots are also targeted, but usually take longer to remove.

POSTER REMOVAL

In accordance with Signs on City Roads By-Law (By-Law Number 2003-520), affixing posters is only permitted on posts with metal or plastic “collars” and posters on other city property are removed. Unauthorized posting has been especially prevalent on the black metal “heritage” lampposts throughout the Market. This has been addressed with on-going daily removal of such posters, coupled with periodic full-Market sweeps and replacement of any damaged or illegible “NO POSTERING – AFFICHAGE INTERDIT” stickers.

MAINTENANCE

Due to the large amount of pedestrian and vehicular traffic throughout the Market, most municipal infrastructure in the area requires frequent maintenance. The Ambassadors take note of the location and nature of repairs needed to roads, sidewalks, lampposts, signage, and any other City property and forward this information to 311. Ambassadors follow-up these reports to ensure repairs etc., are completed. Ambassadors will at times also make small repairs to hardware/street furniture etc., under the administration of City of Ottawa Markets Management.

Responsibilities

BUSKER PROGRAM

The summer of 2017 marks the ninth year of comprehensive enforcement of the busker licensing program, as introduced and mandated by the ByWard Market Program By-Law. This program consists of regulating buskers through paid licenses and permits as well as delineated performance locations and scheduled rotation.

Any prospective busker must purchase an annual Busking License for \$50.00 as well as daily busking permits at \$10 per day up to a maximum of \$150, after which daily permits are free for the remainder of the Market year. This equals a total of \$200 for one year of busking. Busking is allowed in different spots around the Market, for which buskers may sign up at the Kiosk. Buskers are limited to one hour per spot, unless the consecutive hour at a given spot remains unreserved. In 2017, the available busking spots were as follows:

- **P1:** George Street, north side, outside the southeast corner of EQ3
- **P2:** George Street, south side, east of the tree planter by the Chapters parking lot
- **P3:** George Street, south side, outside the entrance to The Hudson’s Bay Company
- **P4:** William Street, east side, in front of the Beavertails stand
- **P5:** York Street, south side, outside the northeast corner of Irving Rivers
- **P6:** York Street, south side, directly outside Moulin de Provence
- **P7:** ByWard Market Street, east side, next to Olive & Chili/entrance to City Parking lot
- **P8:** William Square (a.k.a. WSPA/William Street Pedestrian Area), between City Parking & Tucker’s Marketplace
- **P9:** York Street, north side, between The Keg and the Great Canadian Cabin
- **P10:** Dalhousie Street, west side, outside Money Mart

Other additional locations (i.e. William Street Mall between George and Rideau Streets) are reserved for “Street Artist Performers” (typically chalk artists) who require multiple consecutive hours to produce their art. All spots are marked by a square of four yellow markers on the sidewalk.

ASSISTANCE WITH SPECIAL EVENTS AND FESTIVITIES

Every summer the Ambassadors assist with numerous special events, and this year was especially busy with the Ottawa 2017/Canada 150th. One Ambassador is responsible for updating all staff members about upcoming events and festivals that concern the ByWard Market’s many stakeholders and tourists throughout the year. The Market is a popular location for special events, fundraisers and celebrations, and this Ambassador ensures that all staff are properly informed about these occasions. This better equips everyone to serve visitors and business members. Most notably, this summer the Market has played host to numerous events:

- **By Day By Night** – a season-long program managed and presented by the BIA that saw numerous art installations, programs and presentations located throughout the Market (ie. North Dal Mural, York St Art Cubes, Brickman Graeme LEGO program, IFCO partnership 5 presentations, LOOP and Sugar Forest art installations).
- **La Machine** the signature *Ottawa 2017* event brought hundreds of thousands of people to the Market over 3 days and nights (Thursday to Saturday). This was one of the first nice weekends of summer 2017 and the crowds were record breaking, with some restaurants and vendors even running out of food! Streets west of Dalhousie in the Market were closed and Ambassadors assisted with crowd control.
- **Inspiration Village** – though not an ‘event’ per se, Inspiration Village was a 4-month installation located on York Street between Sussex Drive and ByWard Market Street. It was home to the OTTAWA letters, the “I Stand for Canada” sign over 40 shipping containers and a community stage. Hundreds of thousands of visitors came to see the installation. Though IV had their own security guards, the BIA hired 4 “Goodwill Ambassadors” to manage their container and on occasion, Street Ambassadors would assist or cover shifts.
- **Movies in the Market** – launched in the fall of 2015 – came back for a third year with four sessions and were a great success. Movies were shown in the programming space behind the Bay.
- 2nd Annual **ByWard BARKet**. The day was another big success. With many different types of dogs, dog themed programs and treats from various businesses, *Pup-Up* shops and charitable organizations as well as wonderful participation from multiple service and PTSD dogs.
- Tens of thousands of people came out to celebrate **Canada Day** in the Market. With long-line ups for security hampering access to Parliament Hill, hundreds of people gave up and chose to tour the Market and enjoy all that was happening in the area, taking in live performances from buskers and parking lot patio parties and enjoying the fireworks from all over the Market.



In addition, Ambassadors help to support smaller activities, and programs in the Market such as the North Dalhousie Shopping Day, 3rd party activations and not-for-profits.

Present Issues

The ByWard Market faced several challenges this summer, many of which fall under the purview of the Ambassadors. While many of these were resolved, others require additional attention. The following are current issues from an operational perspective:

- **Loss of Neighbourhood/ Foot Patrol Contact(s)**

In previous years, Ambassadors had great success in addressing persistent aggressive panhandlers in cooperation with neighbourhood/foot patrol officers. Foot patrol officers had a dedicated cell number that Ambassadors could call when struggling to deal with one (or more) clients. In 2017 without that contact, Ambassadors could only make non-emergency calls to dispatch which often resulted in lengthy waits for responding officers; leaving visitors, businesses and Ambassadors being continually harassed and verbally abused while waiting, or by the time responding officers arrived the aggressive client was long gone. This gap in communication/deployment resulted in drastic increases to the negative stats recorded in 2017.

- **Recurring Persistent Aggressive Panhandlers**

Certain “clients” known for aggressive panhandling from patrons on patios, at paid parking machines, at vendor stands, from school groups of children, and in the York St parking lot, have continued to be persistent repeat offenders this summer. Many continue even after requests to cease the activity, being verbally informed of the relevant By-Laws, warned repeatedly, and apprehended by Ottawa Police. This summer Ambassadors saw a large increase in the number of aggressive panhandling specifically among restaurant patios, and particularly those in proximity to George Street Plaza, York Street and Clarence Street. The Ambassadors have little recourse in these situations but to remain persistent and vigilant themselves. Many of our staff have been subject to either verbal or sometimes physical confrontations with these aggressive panhandlers. Some aggressive individuals have also harassed and heckled staff when they are not in uniform or not on the job.

- **Garbage**

This summer the returning Ambassadors noticed a marked improvement in issues regarding business and vendor garbage from the previous summer. There were a few specific incidents regarding waste and garbage issues, particularly on the George Street Plaza, William Mall, and on George Street (in front of Menchie's and McDonald's).

- **Valet Parking Pilot**

In 2017 a pilot project to offer valet parking in the Market was launched. Ambassadors were responsible to cone off the designated spaces to reserve the spots. With parking in high demand, this is often a little tricky as people do not pay attention (or understand) the detailed parking signage.

Potential action being taken on these issues is outlined in the [“Recommendations”](#) section.

Statistical Overview

OUTLINE

While on the street, the Ambassadors record all encounters with individuals in the Market as well as a variety of “non-contact issues” such as traffic problems and maintenance requirements. This information is codified under separate fields on [a specialized tick sheet](#).

Within this framework, “contacts” refer to personal interactions. These are divided into “positive” and “negative” contacts, depending on the purpose thereof. Positive contacts are further defined as either “services” or “interactions” depending on whether a service was provided. Negative contacts are defined as dealing with either “negative behaviour” – activities which are visibly detrimental to the affairs and atmosphere of the Market – and “nuisances” which are largely administrative challenges.

DEFINITIONS

Our classification of contacts can be broken down as follows:

- **Negative Contacts**
 - **Negative Behaviour:** Activity which is illegal and/or harmful to the residents, businesses or atmosphere of the Market, and is visible and a potential deterrent to visitors, including;
 - **Aggressive Panhandling:** Explicit unsolicited requests of money and/or goods in a threatening, confrontational, or persistent manner and/or from patrons on patios, at Pay & Display machines, near vendor stall, etc.
 - **Drug Use:** Public abuse of illegal substances
 - **Drug-Induced Intoxication:** Severe public and disorderly intoxication due to drug use
 - **Alcohol Consumption:** Consumption of alcohol outside of designated areas
 - **Alcohol-Induced Intoxication:** Severe public and disorderly intoxication due to alcohol consumption
 - **Inappropriate Loitering:** Inherently disruptive presence of an individual for an extended period of time; this includes sleeping in public areas such as pedestrian thoroughfares.
 - **Disruptive Behaviour:** Excessive yelling, fighting, profanity, property damage, public urination, etc.
 - **Negative Nuisances:** Activity which is in violation of Market regulations or City of Ottawa By-Laws, but which may not be readily apparent to the public, including;
 - **Busking:** Busking in the ByWard Market is managed through a Busking Program (outlined in ByWard Market By-Law). Buskers must be registered and acquire appropriate permits, must only busk in designated spots and must adhere to the schedule/sign-up sheet time-lines.
 - **Vending:** Outdoor Vending in the ByWard Market is managed through the ByWard Market By-Law. Vendors must be registered and acquire appropriate permits, and can only vend in designated spots.
 - **Police Contact:** Instance of interaction with Ottawa Police Services officer(s) for the purpose of reporting and/or preventing an infraction or emergency situation. This does not imply a negative contact with Police Officers as such, simply that it has taken place in response to a negative situation (Does not include interactions with By-Law Services, RCMP or Gatineau Police.)
 - **Outreach Van:** Interaction with the personnel of an Ottawa shelter Outreach Van for the purpose of resolving a negative “client” encounter situation
 - **Complaint:** Any official or unofficial complaint

- **Positive Contacts**
 - **Services:** Any service rendered to directly assist any individual in the Market, including;
 - **Directions:** Provision of directions to a given location
 - **Brochures:** Request for or distribution of maps or other brochures
 - **Inquiries:** Response to any received inquiry; refer to “Inquires” subsection below.
 - **First Aid – Urgent:** Administration of emergency first aid requiring an ambulance
 - **First Aid – Non-Urgent:** Administration of first aid not requiring an ambulance
 - **Miscellaneous:** Any positive service not otherwise defined
 - **Interactions:** Any positive interaction not related to a direct service, including;
 - **Busking:** Instance of interaction with a busker not related to an infraction
 - **Vending:** Instance of interaction with a vendor not related to an infraction
 - **Police Contact:** Instance of interaction with Ottawa Police Services officer(s) not related to an infraction or emergency situation (Does not include interactions with By-Law Services, RCMP or Gatineau Police.)
 - **Outreach Van:** Interaction with the personnel of the Salvation Army Outreach Van not related to a negative situation
 - **Casual:** Any casual positive interaction
 - **Inquiries:** The subject of received inquiries is recorded separately. Separate inquiries do not necessarily represent one contact each; one contact may lead to several inquiries.
 - Festivals & Attractions
 - Restaurants & Retail
 - Services
 - Parking & Traffic
 - General ByWard
 - Miscellaneous

Other information recorded includes when, where and with whom the contact occurred:

- **Qualifiers**
 - **Targets:** With whom was the contact?
 - **Visitor:** Any individual in the Market to eat, shop, sightsee, etc.
 - **Vendor:** An owner or employee of a vendor stand in the Market
 - **Business:** An owner or employee of a permanent business in the Market
 - **Busker – Registered:** Any licensed ByWard Market busker
 - **Busker – Non-Registered:** Any individual engaging in street performing activity without being registered with the Busker program
 - **Clients (homeless):** Itinerant individuals and/or shelter users
 - **Authorities:** Any individual in a position of public authority, including municipal, provincial, federal, NCC, etc.
 - **Other:** Any individual not covered by the preceding categories
 - **Locations:** In which block the contact occurred (Please see the “Parameters” section for more information.)
 - **Block No.1:** George-ByWard-Clarence-Dalhousie
 - **Block No.2:** George-Sussex-St. Patrick-ByWard/Parent
 - **Block No.3:** George-Dalhousie-Clarence-Parent-St. Patrick-Cumberland
 - **Language:** Whether the contact took place in English or French. This is recorded for *tourist interactions only*.
- **Non-Contact Issues**
 - **Police Presence:** Instance of visual confirmation of Ottawa Police Services officer(s) and/or vehicle(s) without interaction. (Does not include By-Law Services, RCMP or Gatineau Police.)
 - **Emergency Medical Services:** Instance of visual confirmation of Paramedics and Emergency services personnel, on bikes or in Emergency Services vehicles.
 - **Fire Service:** Instance of visual confirmation of Ottawa Fire Service personnel and/or vehicle(s).

- **Reporting:** Any reported and/or resolved issue that does not involve a contact with another individual, including;
 - **Graffiti:** Any formerly unreported graffiti
 - **Poster:** Removal of any poster or advertisement in an unauthorised location (i.e. heritage lamp posts)
 - **Maintenance:** Municipal property in need of maintenance
 - **Parking / Traffic:** Infraction and/or negative situation pertaining to parking and/or traffic in the Market
 - **Garbage:** Any instance of improperly-placed garbage
 - **Other:** Any negative issue not included elsewhere

A sample of the tick sheet used by the Ambassadors had been included in [Appendix i](#).

Ambassador Statistics

SUMMARY

The Ambassadors worked **129** days this summer, for a total of **1452** hours on duty. Within this period, we recorded **6909** total contacts, generating **2140** inquiries, as well as **1158** non-contact reports.

The group we interacted with most is tourists, and our most frequent type of contact was “casual” interactions (routine, non-urgent check-ins, typically with vendors, and other questions coming from visitors) accounting for **37%** of all contacts. Predictably, Block #1 was our busiest block, with **55%** of all contacts.

Our busiest day of the week (on average) was Friday, and our busiest time of day (on average) was 11:00 to 14:00. July was our busiest month with both Canada Day and La Machine occurring in July 2017.

For a complete statistical record, please refer to [Appendix ii](#). For visual representations of selected statistics, please refer to [Appendix iii](#).

MAY

Instances of...	May 2006 (Benchmark)	May 2016	May 2017
Inappropriate panhandling	83	29	405
Observed drug abuse	75	1	35
Observed alcohol consumption	30	3	84
Loitering	68	2	62
Disruptive behaviour	26	0	21
Total negative behaviour	282	35	621

May saw **1751** individual contacts recorded, an increase from 436 in May 2016. Of these, **1130** (or **64.5%**) were positive and **621** (or **35.5%**) were negative. The latter included:

- **405** instances of inappropriate panhandling
- **35** instances of public drug use
- **84** instances of public alcohol consumption
- **21** instances of disruptive behaviour
- **62** instances of inappropriate loitering

In May, the Ambassadors also noted **98** Ottawa Police sightings with **26** direct contacts, **44** sightings of Emergency Medical Service personnel and **27** sightings of the Ottawa Fire Service.

***NB:** Numbers of contacts for the month of May is noticeably lower than other months due to approximately 2 weeks of training whereby Ambassadors have limited time on-street.

Instances of...	June 2006 (Benchmark)	June 2016	June 2017
Inappropriate panhandling	74	51	247
Observed drug abuse	32	8	35
Observed alcohol consumption	35	9	67
Loitering	57	18	164
Disruptive behaviour	19	7	21
Total negative behaviour	217	93	563

June saw **1682** individual contacts recorded, an increase from 1461 in June 2016. Of these, **1119** (or **66.5%**) were positive and **563** (or **33.4%**) were negative. The latter included:

- **247** instances of inappropriate panhandling
- **35** instances of public drug use
- **67** instances of public alcohol consumption
- **21** instances of disruptive behaviour
- **164** instances of inappropriate loitering
- **29** instances of nuisance behaviour

In June, the Ambassadors also noted **152** Ottawa Police sightings with **22** direct contacts, **43** sightings of Emergency Medical Service Personnel, and **21** sightings of Ottawa Fire Service

. *NB: June 2017 has seen a marked increase across the board for our Ambassadors. Both positive and negative interactions saw a significant increase. This is largely due to the Canada 150th celebration. The Inspiration Village and the other various Canada 150th activities have drawn in a lot of tourists from inside and outside of Canada. This increase in tourists has also led to the increase in negative interactions with clients.

JULY

Instances of...	July 2006 (Benchmark)	July 2016	July 2017
Inappropriate panhandling	108	57	130
Observed drug abuse	43	4	14
Observed alcohol consumption	50	10	181
Loitering	12	10	100
Disruptive behaviour	20	5	16
Total negative behaviour	233	62	471

July saw **1849** individual contacts recorded, decrease from **1975** in July 2016. Of these, **1378** (or **74.5%**) were positive and **471** (or **25.4%**) were negative. The latter included:

- **130** instances of inappropriate panhandling
- **14** instances of public drug use
- **181** instances of public alcohol consumption
- **16** instances of disruptive behaviour
- **100** instances of inappropriate loitering
- **30** instances of nuisance behaviour

In July 2017, the Ambassadors also noted **285** Ottawa Police sightings with **70** direct contacts, **56** sightings of Emergency Medical Service Personnel and **16** sightings of Ottawa Fire Service

***NB:** Increased police presence in the Market for the first week of July for Canada Day. On Canada Day, Wine Rack employee(s) selling Grower's cider told people they could drink them in public. Thus, the alcohol stat for this month does not

correspond uniquely to clients. End of July saw La Machine come to the Market. We had more people in the Market over the span of the two days the machines were in the Market than on Canada day. The influx of people due to La Machine corresponds to some of the above increase in negative contacts.

AUGUST

Instances of...	August 2006 (Bench- mark)	August 2016	August 2017
Inappropriate panhandling	87	13	165
Observed drug abuse	37	1	33
Observed alcohol consumption	31	1	41
Loitering	48	3	87
Disruptive behaviour	37	9	20
Total negative behaviour	240	27	364

August saw **1274** individual contacts recorded an increase from 606 in August 2016. Of these, **910** (or **71%**) were positive and **364** (or **28.5%**) were negative. The latter included:

- **165** instances of aggressive panhandling
- **33** instances of public drug use
- **41** instances of public alcohol consumption
- **20** instances of disruptive behaviour
- **87** instances of inappropriate loitering
- **0** instance of nuisance behaviour

In August, the Ambassadors also noted 166 Ottawa Police sightings with **19** direct contacts, **38** sightings of Emergency Medical Services Personnel, and **19** sightings of Ottawa Fire Service.

Statistical Analysis

POSITIVE STATISTICS

Our most frequently provided service this summer other than casual and Market contacts was responding to inquiries, with a total of 2,140 contacts of this kind, most often about directions and parking. Relatively speaking our most positive area (that is to say, with the highest ratio of positive to negative contacts) was Block #3, and our most positive groups of interaction were, in descending order, tourists, vendors and clients (homeless). Our most positive days of the week were Friday-Sunday, and our most positive time of day was the period from 9:00 a.m. to 12:00 p.m. with July being our most positive month. Positive contacts also included Ambassadors passing on information and direction to social services and programmes available within the Market and the city as a whole.

NEGATIVE STATISTICS

Our most frequently observed negative behaviour throughout the summer was aggressive panhandling. Our most prevalent “reporting” requirements were poster removal and garbage disposal. Relatively speaking our most negative area (with the highest ratio of negative to positive contacts) was Block #1, and our most negative groups of interaction were, in descending order, clients (homeless), buskers and vendors. Our most negative days of the week were Wednesday and Saturdays, and our most negative time of day; i.e. dealing with clients (homeless), was from 04:00 p.m. to 08:00 p.m. and June being our most negative month. ****NB:*** *It should also be remarked that the number of negative contacts noted does not necessarily represent a specific number of individuals but rather illustrates a small number of persistent repeat offenders that the Ambassadors deal with several times a day on a daily basis.*

COMPARATIVE REVIEW

The summer of 2017 shows a drastic rise in total negative contacts from the previous year (2016) and even some drastic increases from our benchmark year (2006). The summer 2017 season saw a total of 2,019 negative contacts. 87% were contacts with clients (homeless), and 13% were other negative behaviours. These make up 29% of all contacts recorded in summer 2017 (a significant increase compared to only 8% last year). The different contacts and issues that make up this total have all increased significantly over the last year and are statistically presented as such:

Behaviour	Incidents Summer 2006 (Benchmark)	Incidents Summer 2016	Incidents Summer 2017	
Aggressive Panhandling	352	151	947	
Drug Use	187	14	106	
Alcohol Consumption	146	23	373	

Inappropriate Loitering	185	33	413	
Disruptive Behaviour	102	21	78	
Nuisance Behaviour	972	37	44	
TOTAL NEGATIVE BEHAVIOUR	972	279	2019	

As the preceding table shows, negative behaviours were far more frequent this summer (2017). There are many broader reasons for the increase in negative contacts. The most notable reason for the increase is the Canada 150 events. July essentially saw three Canada days in the month, with Canada Day itself and two days of La Machine. Inspiration Village (100 days of programming from May to Labour Day) also noted hundreds of thousands of visitors (the ByWard Market container alone recorded 56,073 visitors). The increase in number of visitors to the Market at any given time correlates with an increase of client interactions. In addition, a private security firm was hired to monitor 55 ByWard Market Square (The Markets Building) its outdoor perimeter and the outdoor vending spaces. This increased presence resulted in increased statistics recording, adding another set of numbers to the Ambassadors tally.

Moreover, this summer was plagued by some of the highest levels of rain the city has ever had to deal with. Although this does generally discourage locals from coming to the Market, it does not dissuade the clients who panhandle. Ambassadors noted that on rainy days with few visitors, clients behaved that much more aggressively. This summer also saw the number of active drug use and active alcohol abuse use skyrocket. This seemed to correlate to the illegal pop-up supervised injection site on St. Patrick street. There was also conflicting messaging coming from new police officers to the area (due to new deployment). Different officers had different interpretations of the Safe Streets Act with one officer even educating clients on how to legally panhandle in the Market, something that undermines the stated goal of the Street Ambassador Program. In several instances after police were called numerous times in a single day to assist with extremely aggressive and disruptive clients, the client was not removed from the area and simply continued their aggressive behaviour towards visitors but *increased* their disrespectful behaviours and attitudes towards the Ambassadors. This left Ambassadors often feeling hopeless about their efforts.

The frequency of non-contact “reporting” events has remained steady overall, though certain specific categories have increased and decreased as follows:

Issue	Incidents Summer 2016	Incidents Summer 2017
Graffiti Noted	0	10
Posters Requiring Removal	18	174
Maintenance & Repairs	1	3
Parking & Traffic Issues	0	0
Garbage Disposal	11	34
TOTAL REPORTING ISSUES	30	221

There has been a couple of notable cases of vandalism over the summer. The LEGO event, LOOP, and Sugar Forest art installation organized by the BIA have been vandalized, destroyed, or rendered inoperable. There has not been a noticeable increase in 'tagging' and weekly inspections (through a private graffiti removal company) around the Market are conducted to remove tags as soon as possible. The most notable instances of 'tagging' is in the Men's washroom of the Markets building.

With regards to garbage pick-ups, we do see an increase in overall demand. This is mostly due in part to the Canada 150 and other special events occurring in the Market. The brand new George Street Plaza was our biggest garbage issue, garbage bins installed on the Plaza are too small to handle the large volumes of usage. Most of our garbage issues have more to do with individual businesses than the efficacy of Surface Ops.

Additional Statistics

In addition to on-street activities, Ambassadors also share the responsibility of manning the information kiosk. Various statistics are recorded at the info kiosk including: the Busker Licensing Program; Parking Enforcement on George Street, York Street and ByWard Market Square; the Demo Corner Initiative; and brochures ordered and distributed to the public.

KIOSK STATISTICS

The Information Kiosk at 55 ByWard Market Square is staffed by both ByWard Market BIA and City of Ottawa Markets Management Ambassadors from 7:30 a.m. until 6:00 p.m. every day of the week for a total of 1,314 hours all summer. During this time, the Kiosk assisted **26,824** individuals and assisted with **11,051** inquiries.

9,659, or **87%**, of these inquiries were from visitors while **1,392** or **13%**, were from outdoor vendors. **16%** of all inquirers were from the National Capital Region, while **84%** were from elsewhere; **45%** spoke English, **17%** spoke French, and **38%** spoke other languages. Sunday, May 22nd was the busiest day of the summer with **394** visitors at the kiosk; this was the Victoria Day long weekend. This means the Ambassadors at the kiosk helped, on average, 38 people per hour that day. The following busiest day at the kiosk this summer was August 10th, with **164** visitors and on average 16 people served per hour. Coming in closely as one of the busiest days in July was the 2nd, with a total of **160** people with an average of 15 people served per hour. Lastly the busiest day in June was Thursday the 2nd with **125** people overall and an average of 12 people served per hour.

These 11,051 inquiries can be broken down as follows:

- **40%** miscellaneous inquiries
- **15%** asked about tourist attractions and services (museums, Parliament, festivals, tours, etc.)
- **31%** asked about maps, brochures, or directions
- **14%** asked about restaurants and/or retail businesses in the Market

Notable Incidents

The following are a few examples of incidents the Ambassadors have dealt with during the summer months.

MAY–JUNE

- Three of our Ambassadors were spat on by clients (homeless individuals) this Summer. One of these three, Ambassador Lepage, was spat on in the eye and required time off to go to the hospital and get tested.
- Ambassador Duncan had a physical encounter with an aggravated client who was subsequently arrested. Unfortunately, Ambassadors (including Ambassador Duncan) were dealing with the same individual only days later.
- Private Security Guard Culkin, responded to a man who was having a stroke and proceeded to do CPR before paramedics arrived.
- A young client by the name of Val, who has a history of drug abuse, showed visible signs of overdose. This has occurred many times throughout the summer but one incident in June was by far the worst as her limbs were spasming and she was foaming at the mouth. She refused aid from the Ambassadors which prompted us to call EMS.
- Ambassador Poirier was subject to threats of violence by an intoxicated client. The police (non-emergency) were called but the client was simply relocated farther down the street in the heart of the Market.
- One client (name unknown) who is HIV+ threatened to infect private Security Guard Ibrahim.
- Ambassadors Poirier and Vivash were called to deal with a client who had passed out on the side of the street due to drug use. They called EMS and Poirier notified them that the client had a syringe in his back pack that could be used as a weapon. Responding officers were thankful for the information.

JULY–AUGUST

- City of Ottawa Markets Manager Guy Schryburt found a child who was separated from his parents during the chaos of La Machine. With help from the Ambassador Team, he was able to find the child's parents.
- We have had several incidents with a client named Moses. Most of these incidents have led to Moses getting physically and verbally aggressive with Ambassadors, screaming out that they are sex offenders and pedophiles. In his fits of rage he often destroys public property (trash cans, street signs, etc.), steals from the vegetable vendors only to throw the veggies he stole at the vendors, and physically threatens civilians (he threw a hot coffee at a line of people waiting outside the Beavertails stand). Despite our many and frequent calls to the police he has never been removed from the Market and to our knowledge was never arrested or received any repercussions for his actions.
- Security Guard Culkin and Ambassador Poirier responded to a first-aid call at the Tea Store on York. A well known client had passed out from consuming alcohol and prescription meds. When EMS arrived she proceeded to lower her pants and proceeded to urinate in front of three busy patios during their lunch time service.

Recommendations

Based on the experiences and statistics gathered during the 2017 season, the ByWard Market Ambassadors present the following recommendations for the 2018 Market Season:

INTERNAL

- **Providing Foreign Language Tourism Resources**

It was remarked that a large amount of the tourists seeking information at the kiosk this past summer spoke German and Spanish. In addition to French and English materials, it may be worthwhile to provide German language versions of Ottawa tourism pamphlets and information in cases where this option is available. Specific categories on the kiosk tick sheet for speakers of languages that are not English or French may also be useful in providing statistics that could help to better serve the language needs of foreign tourists in the ByWard Market.

- **Private Security**

This year was the first year that the City hired a private security firm (who were not Ambassadors) to monitor the Market Building and the vendor stands. This was an overall success. These security guards responded to calls taking place in the building and the Market building perimeter. As the statistics above will corroborate, the area surrounding the Market building is the area where our Ambassadors have received the most negative interactions. The security team allowed Ambassadors to deal with calls for service and patrol the other areas of the Market instead of spending an inordinate amount of their time in the area. (It also can be accounted for increases in noted statistics). It is recommended this continue for 2018.

- **Revision of the Ambassador tick sheet's layout**

Though the tick sheet continues to change and evolve from year to year, in order to better reflect current realities, staff still found additional opportunities for change including the layout. It may be worthwhile to revise/edit the categories or to re-format the sheets to facilitate quick and efficient usage and to ensure accurate reporting.

EXTERNAL

JOINT ACTION

- **Return of *dedicated* Beat Cops and the Foot Patrol**

The Ottawa Police Beat Cops and Foot Patrol program was noted to be a very positive force in summers past in the ByWard Market. The added school resource officers and regular dedicated enforcement presence contributed to substantial decreases in observed panhandling and other negative behaviours over the years. However, in 2017 with different officers patrolling in the area, the relationship between Ambassadors and dedicated neighbourhood officers was lost. This resulted in reactive responses and removed the proactive approach that had been taken in years past. Response times in non-emergency situations increased and the direct and regular contact and interactions with police were lost. Ambassadors would like to see the return of a dedicated number to contact officers patrolling in the area and a return to regular interactions with the same/dedicated officers.

- **Increased attention to clients (homeless) during Ambassador shift end**

It has been observed that nearing 18h00 that many clients (homeless) would begin appearing in the Market because they knew the Ambassador patrols would be ending or there would be less Ambassadors around at that time (only 2 people on until 20h00). It would be worth having additional police presence around this time of day to discourage panhandling at this busy time of day in the Market. Or to focus that presence around the patios and popular areas (such as William Square) as it has been noted that increased panhandling coincides with the arrival of the dinner crowd especially on or around the patios of restaurants.

- **Mental Health Programming and Information**

It was also recognized (by return Ambassadors and BIA and City staff), that there seems to be more prevalence of mental health issues on the streets. Better awareness and education about mental health would be beneficial.

The clients (homeless) that the Ambassadors deal with in collaboration with Ottawa Police Service are often actively using drugs and/or have mental health issues that cannot be properly addressed without formal addiction services and/or mental health programs. There needs to be better training/communication between these service providers and Ambassadors.

Conclusion

Once again, this Market season has proven highly eventful and has highlighted the best that Ottawa has to offer in food, art, entertainment, tourism, community and commerce. It has also presented several challenges to stakeholders including a variety of recurrent concerns. With the assistance and coordination of our community partners, we continue our efforts to address and minimize negative impacts while also providing and contributing to a positive experience for all visitors and stakeholders of the ByWard Market. However, further efforts are necessary to address some of our more intractable issues.

Ambassadors are not only reactionary, but also work diligently in a proactive manner to not only solve problems, but also ensure that they do not arise in the first place. This can take many forms, from maintaining functional and productive relations with stakeholders, to neutralizing day-to-day incidents before they become a concern to the public. Whether it is finding a missing child, helping a hungry person find a meal, or simply guiding tourists to local attractions, the ByWard Market Ambassadors continue to make a lasting positive impact on the community.

As Ambassadors, we are proud to represent the heart of the Capital. We have worked earnestly to maintain the Market's status as a highly significant historical and tourist destination. Our team strives to enhance its function as a site for local products.

For more information about aspects included in this report, please contact the ByWard Market BIA. Additional information and background regarding each of the subjects discussed are also available upon request. We hope that this report has provided a functional snapshot of the day-to-day operations of the ByWard Market Ambassador Program. We welcome any feedback, in the hopes that we can improve the productivity of the ByWard Market for all parties involved.

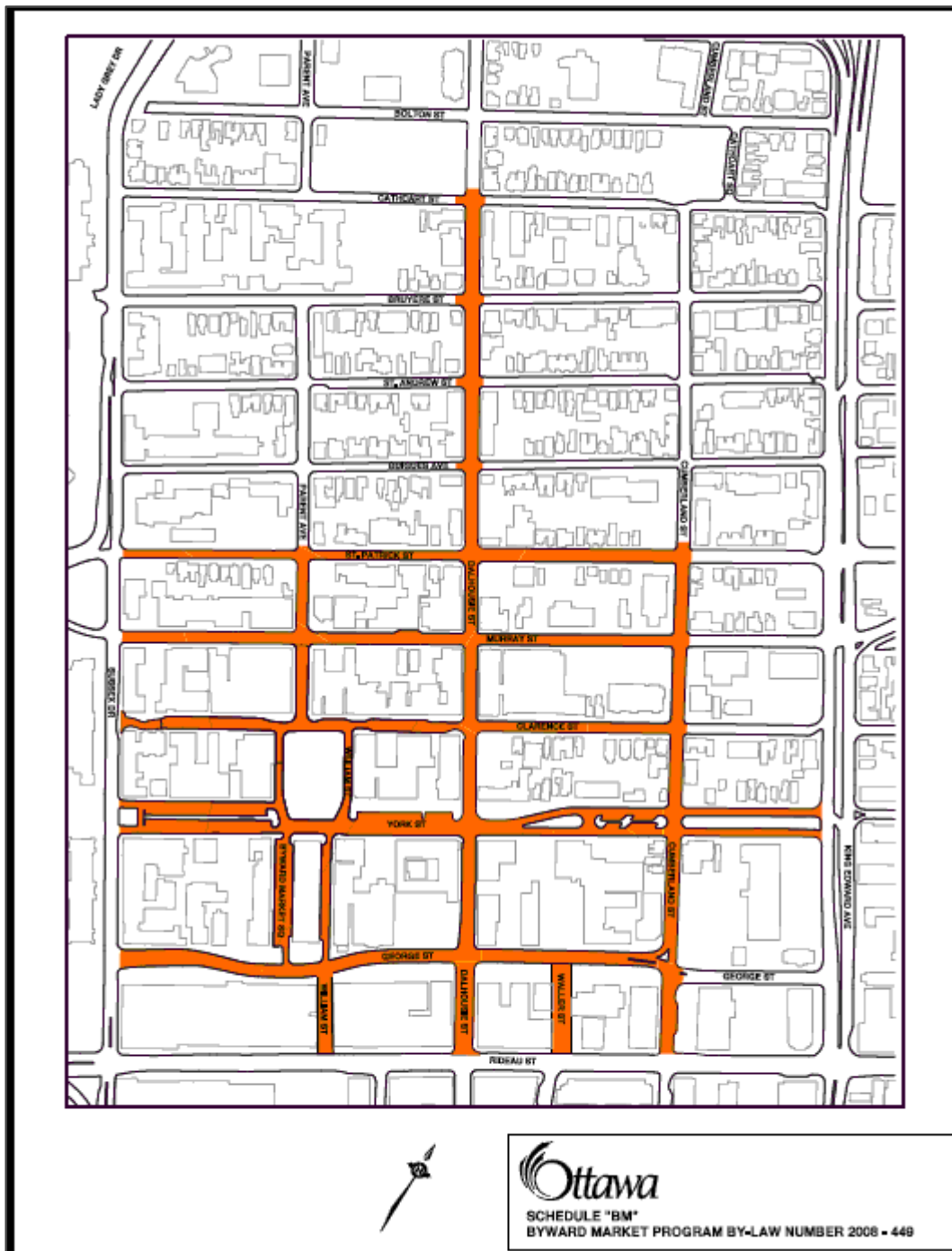
Sincerely,

The 2017 ByWard Market Ambassadors

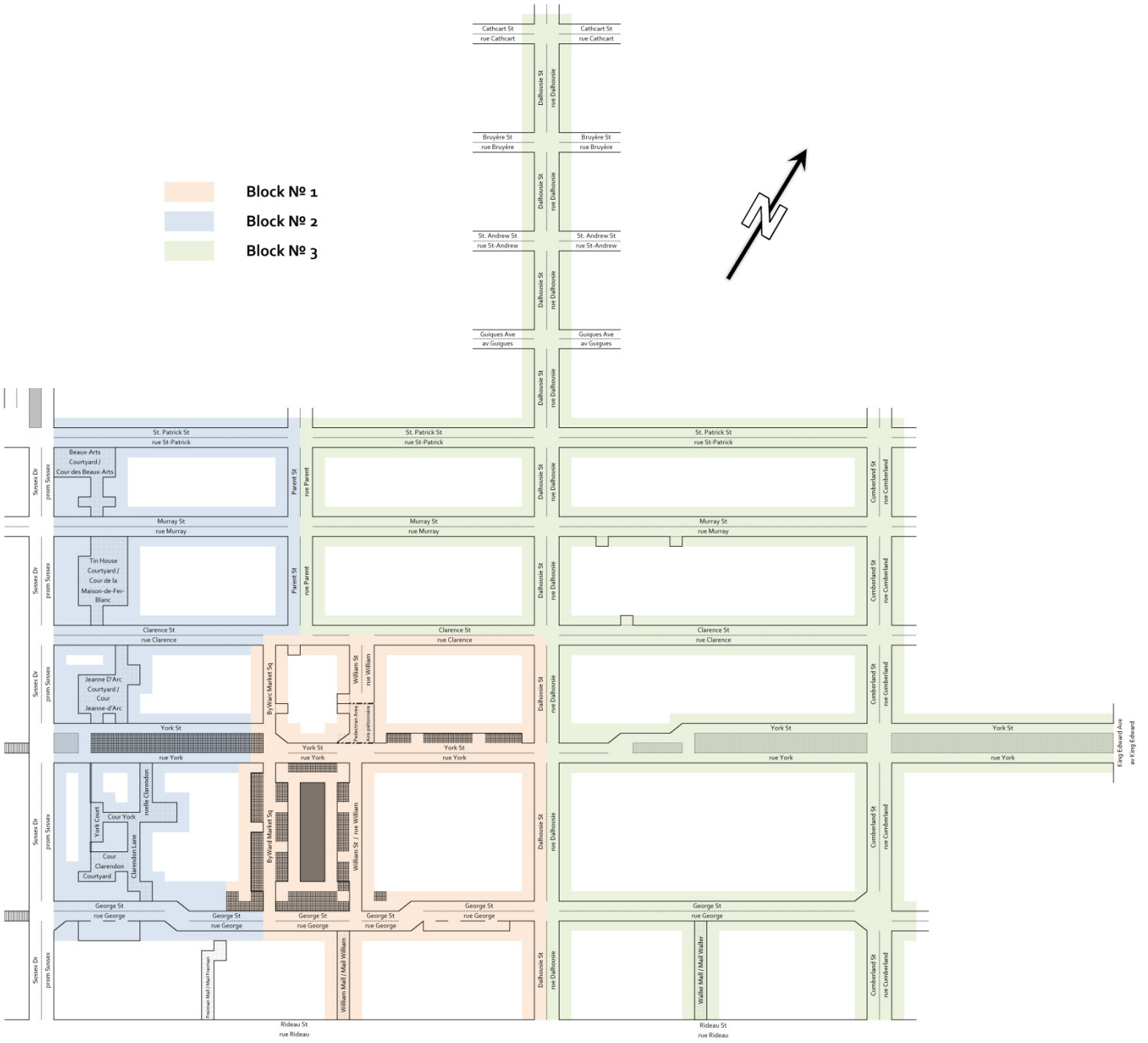
Appendices

APPENDIX i: Operational Documents

The full ByWard Market area is defined as follows by the ByWard Market Program By-Law



The three statistical “blocks” as used by the Ambassadors are defined as follows:



The following is a re-scaled version of the tick-sheet which the Ambassadors would carry:

201__ - __ - __		AMBASSADOR TICKSHEET				RAIN / CLOUDY / SUNNY			HC / BP / EM / AM				
TIME SLOT	DESCRIPTION							LOCATION					
	AUTHS	VEND	BUSN	BUSK	CLIENT	TOURIST		BLK 1	BLK 2	BLK 3			
						EN	FR						
9 - 10													
10 - 11													
11 - 12													
12 - 13													
13 - 14													
14 - 15													
15 - 16													
16 - 17													
17 - 18													
18 - 19													
19 - 20													
TIME SLOT	CASUAL	INQUIRIES					NEGATIVE CONTACTS						
							BEHAVIOUR				NUISSANCES		
		DIR	REST	RETAIL	SERV	PARK	PAN	DRUGS	ALCO	LOIT	DIS B	BUSK	VEND
9 - 10													
10 - 11													
11 - 12													
12 - 13													
13 - 14													
14 - 15													
15 - 16													
16 - 17													
17 - 18													
18 - 19													
19 - 20													
TIME SLOT	POCOT	NON-CONTACT				REPORTING					FIRST AID		
		POL	EMS	FIRE	PCO	GRAF	POST	MAINT	PARK	GARB	URG	NON-URG	
9 - 10													
10 - 11													
11 - 12													
12 - 13													
13 - 14													
14 - 15													
15 - 16													
16 - 17													
17 - 18													
18 - 19													
19 - 20													
Notable Incidents							Notes						

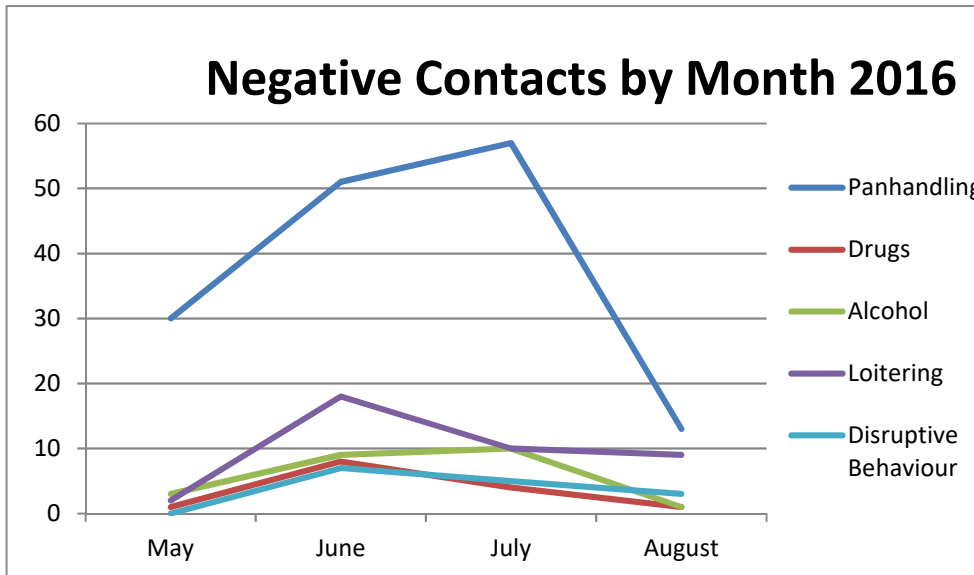
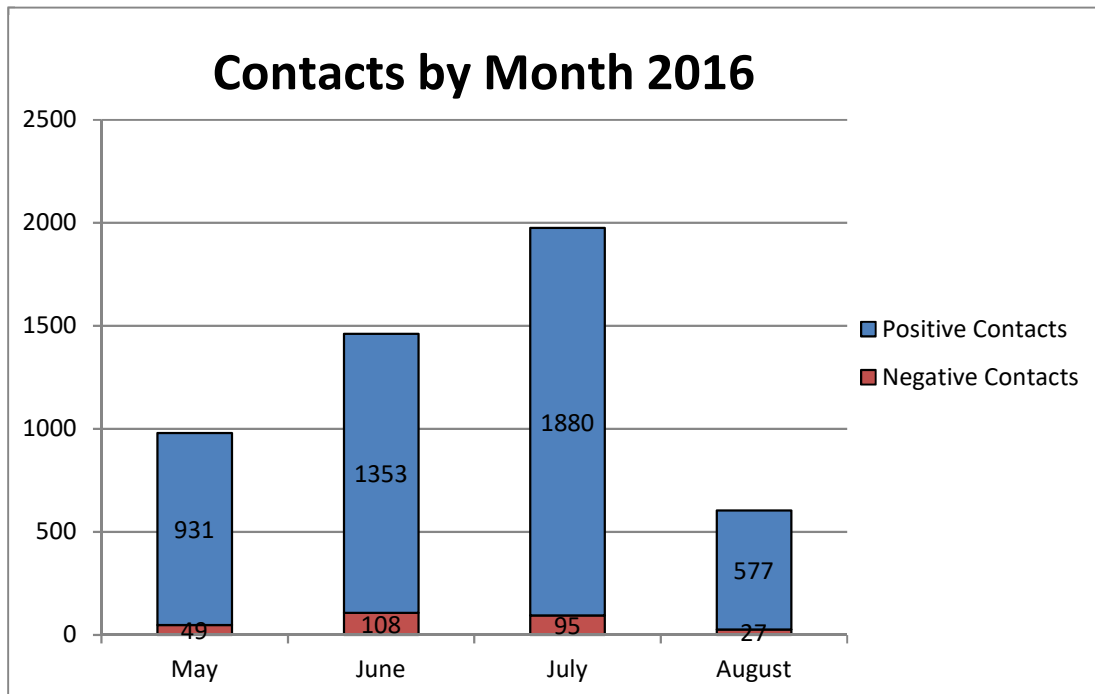
Appendix II: RAW DATA

The following table displays the full monthly spread of Ambassador statistical data collected over the course of the summer:

		May	June	July	August
Description	total contacts	980	1461	1975	606
	total positive	931	1353	1880	577
	total inquiries	63	43	93	24
	total negative	49	108	95	27
	authorities	2	9	15	50
	vendor	137	242	339	99
	business	286	20	30	5
	busker	5	26	26	5
	client	25	72	74	14
Tourist	Eng Tourist	30	48	79	15
	Fr tourist	4	12	52	5
location	block1	198	329	439	114
	block2	19	34	24	49
	block3	8	25	14	2
	casual	193	256	390	154
Inquiries	maps	26	24	62	18
	restaurants	6	4	10	3
	retail	11	4	6	1
	services	3	5	6	2
	parking	17	6	9	0
Negative Behaviour	panhandling	30	51	57	13
	drugs	1	8	4	1
	alcohol	3	9	10	1
	loitering	2	18	10	9
	Disrup. Behav.	0	7	5	3
Nuisance	busker	2	5	3	0
	vendor	0	8	0	0
	other	11	2	6	0
	police contact	12	14	17	2
Non-contact	police	134	135	177	21
	EMS	40	51	63	6
	Fire	3	8	18	4
	PCO	15	11	26	4
Reporting	Graffiti	0	0	0	0
	posters	3	7	4	4
	maintenance	0	0	0	1
	parking	0	0	0	0
	garbage	3	7	0	1
First Aid	urgent	0	1	0	0
	non-urgent	1	3	0	0

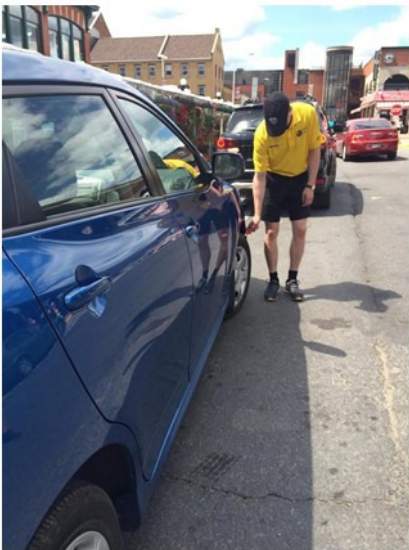
*Please note that negative contacts with authorities refer to contacts with authorities related to, or for the purpose of resolving, a negative situation, not that the contacts were negative in and of themselves.

APPENDIX iii: Statistical Representations



This graph displays the frequency of the five recorded categories of negative behaviour over the course of the summer, as well as the frequency of all combined nuisance contacts.

APPENDIX iv: Photographic Record



Chalking cars in 15 m free parking zone



Outdoor Movie Night!



Providing help and information at the info kiosk

APPENDIX v: Relevant Links

- **City of Ottawa**
www.ottawa.ca
- **ByWard Market BIA**
www.byward-Market.com
- **The Ottawa Police Service**
www.ottawapolice.ca
- **The Salvation Army Ottawa Booth Centre**
www.ottawaboothcentre.org
- **The Shepherds of Good Hope**
www.shepherdsogoodhope.com
- **The Ottawa Mission**
www.ottawamission.com
- **The Lowertown Community Association**
www.lowertown-basseville.ca
- **The Sexual Health Centre**
http://ottawa.ca/health_safety/sexual/centre/index_en.html
- **Youth Services Bureau of Ottawa**
www.ysb.on.ca
- **Operation Come Home**
www.operationcomehome.ca
- **Casino du Lac-Leamy**
www.casinosduquebec.com/lacleamy/en/
- **Fido Mobile It**
www.mobile-it.ca
- **Savour Ottawa**
www.savourottawa.ca
- **Crime Prevention Ottawa**
www.crimepreventionottawa.ca
- **City of Ottawa By-Laws**
http://www.ottawa.ca/residents/By-Law/index_en.html
- **ByWard Market Program By-Law, #2008-449**
<http://www.byward-Market.com/images/file/ByWard%20Market%20By-Law%20English.pdf>
- **Ontario Safe Streets Act**
http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_99s08_e.htm