



ByWard Market Future Search A Case Study

December 2008

In January of 1998, a Future Search Conference was held in Ottawa, the national capital of Canada, to determine the future of the ByWard Market.

This case study will explore:

- The situation: Events leading up to the Conference
- The intervention: The Future Search Conference in 1998
- The results: Outcomes of the Conference 10 years later
- The “Ripple Effect”: Continuing impact of the Future Search

Collaborators:

Philip Powell, City of Ottawa Markets Manager
Élaine Gaudet and James Brian, Future Search facilitators

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EXECUTIVE SUMMARY

THE SITUATION: EVENTS LEADING UP TO THE CONFERENCE

- The 182 year-old ByWard Market has significant cultural and historical importance for the City of Ottawa
- Intense development and gentrification in the 70's and 80's appeared to be threatening the owner-operated retailers and outdoor farmers' market
- Rising rents and taxes and the population shift to the suburbs led to a dramatic decline in the number of food stores and farmer-vendors selling their own produce
- In order to address the public concern and preserve the character of the farmers' market, the City undertook a strategic planning exercise in the late 80's and early 90's
- A key element of the new Strategic Plan was the development of a new by-law to promote local farmers
- The by-law caused divisions and tensions within the Market community and greater City – “to regulate or not to regulate” was the question
- The by-law was challenged by a group of vendors and thrown out in 1995
- The community was very divided and there was no clarity on how to move forward

THE INTERVENTION: THE FUTURE SEARCH CONFERENCE IN 1998

- A Future Search methodology training session led by Marvin Weisbord and Sandra Janoff was held in Ottawa in the fall of 1996
- Two local organizational development consultants, Éline Gaudet and Lyle Makosky, invited Philip Powell, the City of Ottawa Markets Manager to join them at the session to consider a Future Search conference to address the ByWard Market situation.
- City Staff approved the project and a City Councillor, Stéphane Émard-Chabot, agreed to chair the Steering Committee
- A Steering Committee representing the Market's diverse stakeholder groups worked for 13 months to plan the conference - The identifying, selecting and inviting of the conference's 64 participants was a significant part of the work - The three days, January 18-20, 1998, resulted in a Master Plan and 10 working groups formed and led by interested stakeholders but more importantly, it saw a community come together and find common ground upon which they could move forward

THE RESULTS: OUTCOMES OF THE CONFERENCE 10 YEARS LATER

- Increased sense of community & ownership. The community has new ways of working together to deal with issues and problems. Improved ongoing communication between and amongst stakeholders
- Increased bilingual collaboration
- Three multi-stakeholder working groups continue with great outcomes
- Standholder association formed to represent vendors
- Three Future Search reunions

THE “RIPPLE EFFECT”: CONTINUING IMPACT OF FUTURE SEARCH

- The way of doing business at the Market has changed from top-down managing to engaging all the stakeholders and supporting them in coming up with solutions
- The work of the City Markets Management staff has become more effective and easier
- The "Savor Ottawa/Savourez Ottawa", a cross sectoral, cross regional and interprovincial “buy-local” initiative, was formed using Future Search principles

THE SITUATION: EVENTS LEADING UP TO THE CONFERENCE

Ottawa's historic outdoor market

Established in 1826 by Lieutenant Colonel John By, the ByWard Market is one of Canada's oldest and largest public markets. Today, 182 years later, it is a thriving shopping destination and tourist attraction, much like Seattle's Pike Place Market or the French Quarter in New Orleans. The ByWard Market has been described as some of the most valuable real estate in North America as it contains a thriving outdoor farmers' market and the City's historic, specialty food, retail and entertainment districts all within the area of roughly four square blocks. The outdoor market is open seven days a week, 363 days a year and boasts sales of over \$65 million a year. There are almost 100 restaurants and bars.



The City of Ottawa has always managed the outdoor market; in fact, it was one of the first services provided by the municipality of Ottawa after its incorporation in 1847.



Gentrification and development – the ByWard Market loses its sense of purpose

Up until the 1970's, the ByWard Market had retained its rough and ready character as a market where the citizens of Ottawa flocked to buy fresh produce from the farmers and shop for bread, meat and fish. Major sociological and demographic changes in the 70's and 80's had a significant impact on the Market.

The suburban explosion meant that people were not living downtown and the appeal of the new grocery stores and fast food replaced the familiar visits to the Market. The large downtown Rideau Center shopping mall opened in 1983, followed by the National Gallery in 1988. Both were built just blocks away. This intense growth happened in a really short period of time with little or no public consultation as to how they would affect the Market.



The Market's location within sight lines of Canada's Parliament Buildings, its scale and the historic setting made the Market a natural tourist attraction. The revitalization of downtown Ottawa and the restoration of many of the heritage buildings resulted in the Market becoming the Capital region's number one tourist attraction.

All of these developments in other areas brought pressure on the traditional functions and uses of the Market through the rapid decrease in parking inventory and increased operating costs for the food retail businesses.

Since the sixties, the market had been in a steady decline, shrinking in area as the number of vendors fell by two thirds. In some ways, it was a victim of its own quaintness, for the restaurants, bars and cafes that moved in to feed off the market's appeal rapidly transformed the area. Rents and property taxes shot up, and the locals who patronized the daily market gave way to tourists who liked to sip a glass of wine in its shadow. Though the market was an Ottawa institution, fewer people were making use of it.

John Allemang, The Globe and Mail, October 7, 1995

A line is drawn - the stakeholders react

While all this happened, the Market remained a farmers' market almost through "benign neglect". Despite all the activity in the vicinity, no focus was put on planning issues within the core of the Market. This changed when construction was started on a 19-story hotel that would have cast a huge shadow over the Market. The citizens of Ottawa rallied to "save" their ByWard Market. The City's approval of the hotel project was challenged by Heritage Ottawa at the Ontario Municipal Board and the City lost – the project was capped at two stories.

Shortly after the victory over building height there were rumours about a fast food chain opening across the sidewalk from the farmers' stalls and between the cheese, meat and fish shops, all small family-owned businesses. The community saw this as yet another attack on their Market – they demanded that their politicians do something to protect the Market and its character. Everyone thought that somebody had to do something, yet there was a vacuum as to who should do what.

For the first time, people began to focus on the issues of the ByWard Market as a whole. The Business Improvement Area was founded in 1993 with the mandate of promoting business based on the heritage character of the Market. It was a conscious response to the growing threat of losing outdoor markets to gentrification.

Hamilton and Kitchener, faced with rising property values in their market areas, went for the quick fix. "They took their fabulous outdoor markets and sold the land to developers," says Philip Powell, manager of Ottawa's markets. "Instead of the sunlight and fresh air that gives a market its feeling, they ended up in a parking garage."

John Allemang, The Globe and Mail, October 7, 1995

Focus on the Market – the Strategic Plan

The City of Ottawa began looking at the Market as a manager as opposed to operator for the first time. The central question was how to preserve the character of the farmers' market. The first fear was that the sale of fresh produce would be pushed out and replaced by cafes and restaurants. The number of vendors who actually grew their own produce locally was rapidly diminishing. The second fear was of losing the family-owned retail businesses in light of the fact that large grocery stores could provide more variety at lower prices.

The challenge for the City of Ottawa in addressing these issues was that there was no existing knowledge on how to support and maintain outdoor markets and no precedents even for the study of them. As well, the outdoor markets had not been looked at from a planning viewpoint in a holistic way. So the City undertook a strategic planning exercise in the late 80's and early 90's. This strategy was in keeping with current practices that engaged experts to lead the process along traditional public consultation methodology.

The consultants talked with the different stakeholder groups individually and held large public meetings with open microphones set up where the individual stakeholders could express their opinions. The problem with this approach was that people were talking at each other and not with each other. In the end City Council approved a Strategic Plan for the Market, the vision of which was widely supported by all. Not everyone agreed, however, on the objectives and their implementation.

A new by-law to support locally grown produce

One of the key elements of the new Strategic Plan was the development of a new by-law that intended to reverse the trend that was seeing the ByWard Market decline by shifting its emphasis back to a producer-based farmers' market.

The Market Management Group received the mandate to write a by-law to address the situation that the Market had evolved into after its first 160 years. In March of 1995, it brought a by-law back to City of Ottawa Council and it was approved, despite concerns about how it was going to work. The focus of the by-law was to require farmer-vendors to display how much of their produce was locally grown. This, they thought, would curb the trend of vendors bringing in produce from out of the area and retailing it.

City officials thought the new by-law could reverse this trend and gave the market authorities - now known to their enemies as the "potato police" or the "cabbage cops" - some pretty stiff rules to enforce their intent.

John Allemang, The Globe and Mail, October 7, 1995

The food fight begins

The new by-law was in place for only six months, from March to September, 1995. It immediately caused a division between the local growers and those who trucked in produce to sell at the farmers' market. As the bureaucracy acted to uphold the by-law, tensions grew. The issue began attracting interest from beyond the confines of the Market itself. It even became a political issue as members of the Federal Parliament held press conferences to express their views on the issues facing the historic market in the nation's capital.

The introduction of this by-law and the division it caused in the community exploded into the news on the Thanksgiving weekend of 1995 in the front-page article in Canada's national newspaper, *The Globe and Mail*. The divisions happening in Ottawa's ByWard Market became a national story. (See Appendix 1 for the full article.)

The by-law that tried to advance the cause of the true growers at the expense of those who truck in produce simply deepened the split. The evidence of discontent is now front and centre. "We only sell what we grow," reads the sign above Diane and Gerry Rochon's stall, and the words are a challenge both to their neighbours at the ByWard Market and to their customers.

John Allemang, The Globe and Mail, October 7, 1995

A by-law struck down and a community torn asunder

Standholders who brought in produce to resell at the farmers' market felt that they were not well served by the new by-law and challenged it in court. In September of 1995 the by-law was thrown out. It was an intense, challenging time going into 1996, with the community torn apart and many of the market staff prepared to leave their jobs. It was so polarized at that time that everything the city staff tried to do was tainted, it was seen as trying to get people back on the "City side". The way it played out was the media picked up on the theme "big bad City/big bureaucracy" against the "little businessperson". City staff was seen in a poor light and anyone supporting the City position was seen as supporting regulation and dominance.

There was no process to get people together; it was always about the by-law. That was the wound. We could not get to a place that was safe so that we could talk about anything else. There was a community in despair, in disengagement and experiencing great conflict and discontentment. The Market community was in shambles, with no trust and no idea how to move forward.

Philip Powell, City of Ottawa Markets Manager

The problem – 'experts solving whole systems'

The Strategic Planning process had consultants using the traditional approach whereby parties were heard, a report was then produced summarizing what was heard and recommending a plan. The problem with this approach is that stakeholders haven't engaged with each other to hear differing views and have their own views vetted by all those with a stake in the plan. Skipping this activity in a planning process seriously compromises buy-in, meaning having the heart and will to act on what the head is thinking and deciding.

A particular challenge was that some of the stakeholders – farmer-vendors, businesspeople – couldn't relate to City staff at the vision level of the Strategic Plan. The world they knew was what they did every day. It is a challenge as with any such exercise, trying to look at things from 30,000 feet versus the reality of someone who has to operate a business daily and on the ground.

Vested interests - sub-factions within the different factions

To add to the complexity of the situation, there were different factions – merchants, farmer-vendors, restaurant owners – and within these factions there were also sub-factions, for example, in the vendor group there were different ethnicities. Most of the farmer-vendors were French-speaking from the east of Ottawa and did not live within the city boundaries. Therefore, in addition to linguistic challenges in communicating, they didn't have a City councillor to represent them, which typically would have been the way for them to express their interests.

As well, there was not one strong voice for the standholders. They were represented by different associations - the farmer-vendors were represented by the Growers Alliance, the other produce vendors by the ByWard Market Vendors Standholder Association and the artists by the Arts and Crafts Association.

Typically, within these sub-factions, people were divided between the 'free-market' ideas of the Conservative provincial government of the day and the philosophy of a government regulated business environment. This was the time of the "Common Sense Revolution" in Ontario – it became an issue of "too much red tape/regulation" versus "let the customer decide", a question of right versus left.

The situation caused a schism on Ottawa City Council. It affected the customer base – customers had the feeling that things sold were not grown locally and that there was always fighting in the Market. The City Market staff had doubts about how they were seen: "Are we an asset or liability to the program?"

In summary, the situation was one of chaos, with very little clarity about how to move forward. All this set the stage for the course of events leading to the Future Search Conference.

The stakeholders never saw the Market vision collectively, as a whole. Without the whole system in the room, without all of these people understanding how they fit in and made the place work, everyone only understood their own thing. This was part of the problem, that they only saw it from their own vested interest.

Philip Powell, City of Ottawa Markets Manager

THE INTERVENTION: THE FUTURE SEARCH CONFERENCE IN 1998

Enter Future Search – the idea of everybody improving whole systems

It was at this time, in the summer of 1996, that the ideas of Future Search methodology were first talked about. Lyle Makosky, a consultant in large group facilitation, told a colleague, Éleine Gaudet, that Marvin Weisbord and Sandra Janoff were coming to Ottawa to give an introductory workshop on the Future Search process. Éleine, in her former capacity as Manager of Corporate Training for the City of Ottawa, immediately thought of Philip Powell and the issues facing the ByWard Market. The Future Search principles of giving a voice to everyone in a community planning process could be an interesting possibility towards resolving the longstanding issues.

In the fall of 1996, a three-day training session in Future Search methodology was held in Ottawa with Marvin and Sandra. The understanding was that the consultants would pay for the training and that potential clients or sponsors of a Future Search could come for free. Philip Powell went to the training in this role as potential client. At the end of the training, Éleine and Lyle were ready to support Philip in the planning and facilitation of a Future Search Conference for the ByWard Market.

A process to make change in a public institution – obtaining support from the City of Ottawa

As a mid-level manager within a public institution, Philip Powell needed to obtain authorization for the funding of a Future Search conference from his department head, Jim Sevigny, Commissioner of Planning, Economic Development and Housing for the City of Ottawa. Philip, Éleine and Lyle arranged to meet with him to propose the idea of the City sponsoring and carrying the costs of a Future Search conference. The Market situation was a problem for Sevigny and senior management of the City. It was the first time in the 140-year history of the City of Ottawa that a by-law had been thrown out. Jim Sevigny gave his support at that first meeting, perhaps in the hope of finding a new and better way of doing things.

In fact, the whole approach was quite novel. Philip, as a City employee from mid-management, had shown leadership in standing up and doing something by coming forward from the ranks of staff with a proposal for resolution accompanied by two outside consultants. The idea of partnership was thus created right at the beginning.

Finding political support – a City Councillor steps forward

With the high profile the Market issue was generating at all three levels of government – federal, provincial and municipal – it was important to find a champion in the political process. This was found in the person of Stéphane Énard-Chabot who, as the Councillor for the Ward that included the ByWard Market, represented the interests of businesses, residents, farmer-vendors and the public alike and could take the proposal for Future Search to the Ottawa City Council. Stéphane agreed to chair the Future Search Steering Committee meetings, understanding that it was an 8-month process.

In their first meeting with Stéphane, Philip, Éleine and Lyle understood from him that he was weary of the traditional way of holding bilaterals with the different stakeholders. It

was a constant situation as councillor that he had each position coming in for a one-on-one. How could you then provide the best advice? How could you then develop a policy or a by-law that would be in the best interests of the Market?

A Steering Committee is formed

The stage was set to begin the process, with a department head ready to sponsor and fund the event, with a municipal politician offering to be the neutral chair of the organizing committee, with the Market Management Group ready to plan and manage logistics as “secretariat” and with Éleine and Lyle as facilitators of the process. All hoped to find in this process a way to look for solutions, get relationships back on track and build trust.

In keeping with Future Search methodology, the Steering Committee was the group to extend invitations to participants, get the buy-in from everyone, plan the event and then do the follow-up. It was important that the Steering Committee include all the Market stakeholders. They would be the ones who planned the conference, not City staff. The reality was that the event could not be imposed on the Market by the City of Ottawa – it had to come from the Market.

In such a polarized community, it was essential to find people who could work together in a spirit of collaboration, collegiality and synergy. The group took on the Future Search principles as the modus operandi of their work together in planning the conference, knowing that the process works when you keep true to its principles.

Future Search principles

*‘Whole system’ in the room
Global exploration before local action
Future focus and common ground
Self management and responsibility*

Planning the conference - getting buy-in from the stakeholders

The whole process of initiating and preparing the Future Search intervention took 13 months, starting with the training with Marvin and Sandra, getting buy-in from the managers at the City of Ottawa and the municipal politicians and ending with the 3-day conference in January of 1998.

The Steering Committee started a series of meetings held every couple of weeks over the spring, summer and fall of 1997, a period of 10 months. The first task was to identify who the stakeholders were in order to have “the whole system in the room”.

Representatives were found from the different groups who had a stake in the future of the Market – farmer-vendors, retailers, restaurant owners, customers, residents, bar owners, buskers, politicians and City staff and this task enabled the members of the committee to agree on the ‘whole elephant’, i.e. all the relevant stakeholders of the Market.

A first attempt at finding common ground on the Steering Committee was to come up with and agree on the goals of the conference, which are at the center of the mind map: “To support the success and future of the Market”. It was the beginning of a common way of working together at the big picture level, to start finding a vision together. Setting a date was another opportunity to find common ground. All decided that January was the best time of year to hold a Future Search Conference as the restaurants were quieter and the outdoor vendors were not on the Market.

Philip Powell, City of Ottawa Markets Manager

The challenges of initiating the Future Search process were threefold:

- How to promote the concept of all stakeholders taking part in a public consultation? The whole nature of the process was questioned: “Looking at our problems? What do you mean by conference?”
- How to get the buy-in of stakeholders to be in a room together? - There were tension and trust issues in the community - There were people in the group who did not like each other at all
- How to get busy stakeholders - business people, farmer-vendors – to commit to a process lasting three days? - There were huge concerns about the process, how long the planning would take and how to get the whole system into the room?

The By Ward Market Future Search Conference - January 18 – 20, 1998

The conference took place on January 18-20, 1998. It started on a Thursday at lunch, went on all day Friday and into Saturday. The 65 stakeholders present came up with some very broad strategies that they all agreed to collectively. The three days resulted in a ‘Master Plan Group’ to manage the strategic direction and nine working groups to deal with the bigger issues such as safety and security, transportation and parking. These were working groups led by people in the community, that were not just concerned about their own issues, but how to make the Market a better and more successful place. (See Appendix 2 for a complete report of the Conference.)





Planning Groups

1. *Governance - ByWard Market*
2. *Standholder Governance & Dialogue with City*
3. *Master Plan*
4. *Communications & Marketing*
5. *Safety & Security*
6. *Entertainment & Culture*
7. *Signage/Identity*
8. *Tour Bus Parking*
9. *Bar Zoning Issue*
10. *Hi-Tech Learning Center in Market*



The closing circle touched all participants deeply as attested by the tears shed as they each in turn expressed their appreciation and gratitude for being heard, hearing everyone and finding a way forward based on the Conference goal embraced by the group as their collective vision.

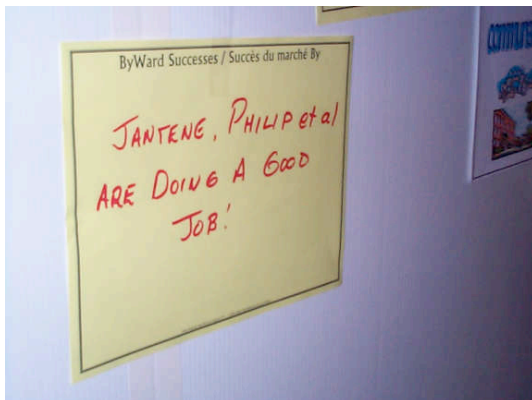
Essentially, in the end it distilled down to a common understanding that we are a community. We had been in silos, i.e. the Business Improvement Area only representing business and not looking at bigger interests, the City representing only the outdoor market and other groups representing their vested interests. We needed to work together as a single unit, as a community, to understand and manage the Market.

Philip Powell, City of Ottawa Markets Manager

THE RESULTS: OUTCOMES OF THE CONFERENCE 10 YEARS LATER

Sense of community - every day is a reunion

For the participants of the Conference in 1998, Future Search was an incredibly positive experience. The final debrief proved to be a very moving experience for many. A small group of people concerned about the ByWard Market had shown up and committed themselves to a process for 2 ½ days. It was really a group bonding experience with all its highs and lows. The participants said that they had never felt so much a part of a place before. The lasting effects of this common experience can still be felt on the streets of the Market today – the different business people and market managers greet each other, some participants who left the Market area come back to ask how it is going.



Over the course of the next 7 years, three Future Search reunions were held – in 1999, 2003 and 2005. The reunions were facilitated by Éleine Gaudet and Lyle Makosky, who facilitated the original ByWard Market Future Search Conference in 1998 and who have continued to support the Future Search cause and what has been happening in the Market ever since.

During these meetings, the working groups that had formed at the conference presented their successes and challenges and continued to address the issues facing the ByWard Market. It marked a great change from the pre-Future Search period with its divisions and conflict. Now stakeholders work together as a community through clear forms such as committees and the annual reunion.

It affects the way we work. The staff applies it in everything they do. The Future Search process led the staff to see the other sides of issues. As a City employee, you may be able to articulate the different stakeholders' issues but you need to hear them from the people who are impacted and you need to be part of the process. From the stakeholders' point of view, Future Search helped them to get an understanding of the precarious situation the Management Group had been in and thus to be more supportive of their work – it really was a 'win-win' resolution.

Philip Powell, City of Ottawa Markets Manager

A new tone - collaborating bilingually

Ottawa is a bilingual city. Before Future Search, there was a language-based division in the Market as well. The farmer-vendors were mainly francophone, the business owners mainly Anglophone. There was a divide in the meetings and tension between the two groups. In meetings before and during Future Search, all documents had to be translated and there had to be simultaneous translation with participants wearing headsets, which resulted in side conversations and people not being able to engage fully in the process.

At the Future Search conference in 1998, people collaborated bilingually. Some groups worked in English, some worked in French and some worked bilingually. The principle was that you could speak in the language of your choice. Barriers were broken down and instead of language accentuating differences, they became differences to understand, celebrate and embrace.

Philip Powell, City of Ottawa Markets Manager

This has set the tone for working together in the Market in the last 10 years. The Management Group has shown leadership in assuring that buddy systems and bilingual facilitators are in place for reunions. The facilitator at Market meetings will recap in the other language. Presentations are given in both languages and if there are comprehension questions, people will ask their neighbour for help. It speaks to how the group has worked things through. Market research indicates that 30% of the Market clientele speak French. It is now recognized how significant it is to the customer base to have staff that can respond to 30% of its clients. Now the Market is a more bilingual community.

Conference working groups continue 10 years later

Since 1998, three main committees have continued: the Safety and Security Committee, the Advertising and Promotion Committee and the Transportation and Parking Committee. Since the Future Search Conference, they have gotten bigger and better. They are cross-sector, cross-stakeholder committees and everyone feels a huge sense of ownership. The Bar Zoning group folded into the Safety & Security Committee and Signage & Identity joined the Advertising & Promotion Committee. The Market vendors have formed the ByWard Market Standholders Association that represents all of the vendors.

It is interesting to note that the issues that were vital to many at the Conference have continued to be relevant and have found a home in one of the working groups.

The **Safety and Security Committee** is one of the most successful groups. Ten years after the Future Search, there is not always room for everyone at the meetings in the 14-person boardroom at the Market Management offices. It is co-chaired by Steve Monuk, a bar owner and John Edwards, a retired civil servant who had worked for Corrections Canada, both of whom live in the Market. It is a community-driven volunteer

committee made up of residents, business people, representatives from the shelters and social agencies and police and by-law officers from the City of Ottawa. Anyone with a safety and security issue in the Market brings it to this committee. Through this committee, the Markets Management Group is able to seek direction. With the whole system in the room decisions are based on consensus.

Recently, a law firm moved into the Market and wanted their employees to be safe and secure and they wanted to contribute to the success of the Market. They participated on the Committee and have contributed money to the Market Ambassador Program. Participating in a post Future Search committee builds ownership, commitment and accountability.

Some of the initiatives taken by this committee have been:

- surveys and audits on safety at night time in the Market
- a late-night bus service negotiated with OC Transpo
- improved lighting to make the Market safer and more active at night
- making parking garages safer and cleaner

To address noise issues for residents who live near the bars, the committee continually informs businesses and residents on the noise by-law process and works with the bars, universities and colleges to inform students/patrons that people live in the Market and asks them to act responsibly and respectfully.

The ***Market Advertising and Promotion Committee*** is another committee still meeting today, 10 years later. If someone has a proposal for a special event or activity, they bring it to the committee and share it rather than the Market Manager having to be the authority reviewing requests. Now event organizers and Market businesses bring proposals to their peers and get a read on it. Once it is agreed that the event meets the criteria of ensuring that the event is positive for all stakeholders, it can proceed.



Over the last 10 years, many event initiatives have emerged from this group that raise the Market's profile in Ottawa and increase its heritage and historical character, for example: ByTown Days, the Stew Cook-off, Market Mardi-Gras and Tastes of ByWard. This committee also worked with other groups to re-refresh the Market's logo and to have way-finding signage for the Market installed outside the Market core.

The ***Transportation and Parking Committee***, chaired by Phil Wasserman, was formed to address the difficulty for shoppers to find available parking in the Market.

Results pay off. In 1995, when the judge decided to strike the by-law down, one side of the room jumped up – when one side wins, the other side loses, one half of the group is happy and the other one is unhappy. That chewed the community up! Now people win all the time. It is a much more efficient way of doing things. The energy comes back. You get feedback from people and that keeps us going. I get energy from seeing results and seeing the group collectively supporting it.

Philip Powell, City of Ottawa Markets Manager

THE “RIPPLE EFFECT”: CONTINUING IMPACT OF FUTURE SEARCH

The new model of collaboration - engaging the whole system in the room

Perhaps the most significant impact of the Future Search conference from 10 years ago is the continuing “ripple effect” seen today in how people in the Market work together using the guiding principles of Future Search and some of the other large group methods.

The City structure is one of specialization with centers of expertise, i.e. experts for snow removal and parking for the whole city who try to be consistent over a very large area. Everyone was coming to the Market Management Group expecting them to solve all their problems.

In dealing with the stakeholders in the ByWard Market – vendors, business people, residents – the Market Management Group now work together in a more participative and inclusive process. When someone comes with an idea for an event, the staff tells them that it may be great for their specific business but they have to ensure that it is also good in the context of the whole district. They are asked to canvas the other stakeholders, i.e. nearby residents, restaurants and hotel managers and gain their support. Then the Market Management can go to the Ward Councilor and their colleagues at the City to make it happen and become a success.

They have learned through this model of working together that to make something successful, they have to work together. And using this model, they have collectively come up such ideas as holding a Mardi Gras for the whole Market district during the off-season of February. The result is that not only does their own business have success, but all businesses benefit from such an initiative.

Basically, the way of doing business at the Market has changed from top-down managing to engaging all the stakeholders and supporting them in coming up with solutions to issues and generating new ideas for growth and success. The Management Group chooses to operate as team leaders for what happens in the Market.

It has made our work as managers much easier. Now we are not seen any more as projecting “no-ness”, trying to make top-down decisions in the form of compromises that nobody really buys into. By getting everyone to be part of the decision, they understand it and stand behind it. It is not the same when the message comes from the “City” bureaucracy as when it comes from other stakeholders in the Market who have something at stake.

Philip Powell, City of Ottawa Markets Manager

Think globally, act locally - the “Local Food” initiative

The Ontario Ministry of Tourism undertook a study and released a report that identified Toronto, Niagara, Prince Edward County, Muskoka and Ottawa as Culinary Tourism areas. Each area has approached the co-ordination of this initiative in very different ways.



ALPENBLICK FARM
Robert Oechsli & Petra Stevenson

*"A respect for animals and producing food naturally is what drives our farm. For us, organic farming isn't just a trend—it's the way Robert was trained on his family's farm in Switzerland. Today we embrace that approach on our farm in Ashton where we sell organic meat and cheese. I think our customers recognize the care we put into our products and they trust us as a quality source of local food."
-Petra Stevenson*



Petra Stevenson

PRODUCTS | organic beef, lamb & goat meat, organic goat cheese

LOCATION | SW from Parliament: 25 Miles

PRODUCTION PRACTICES | organic

BUY & SAVOUR FROM | Ottawa Market
Look for us at local restaurants

613-253-2640 ALPENBLICKFARM@SYMPATICO.CA

The Ottawa Tourism and City of Ottawa staff, who had been involved in ByWard's Future Search experience, saw the opportunity to get the whole system in the room – farmers, producers, chefs, restaurants, and retailers. No other region in the province began with all the players at the table. Together, the group planned a summit in November of 2006 and everyone was at the table, invited through the stakeholder groups themselves. A year later, in 2007, the group launched “Savor Ottawa/Savourez Ottawa”, a partnership of Just Food, the City of Ottawa and Ottawa Tourism, whose goal is to promote local food and drink.

One task at this summit was to define “local food area”. Following the Future Search principle of looking at similarities (finding common ground) and not working through differences, the group came up with a successful definition of Ottawa's Buy Local Region as being the counties

of Prescott Russell, Stormont, Dundas & Glengarry, Leeds & Grenville, Lanark and Renfrew in eastern Ontario and the Outaouais in western Quebec. A sister organization is being formed on the Quebec side so they can go after their own funding partners and work together with their counterparts on the Ontario side.

It is a huge success!

The Culinary Initiative representative from the Ministry came to the meeting in 2007 and said that Ottawa had gone faster and further than any other region because of their willingness to work together.



Sustaining the principles of Future Search as a manager in a public institution

The biggest thing is to let go. We are taught as managers to see ourselves as content experts, we are the center of expertise, we are responsible for deliverables, it is in our work plan. It is huge leap of faith to let go and trust the process.

I am not the expert. I have shifted my role from seeing myself as 'manager' to seeing myself as a community developer, a facilitator, a problem solver - trying to get all the people to sort out their problems for themselves. Ultimately, you manage better, the results are better.

By trusting the process and changing our role, we don't have to carry that burden. Before Future Search we would struggle to find our position on issues rather than asking what the community wanted, letting it work it through and letting people come and talk about what makes sense. That is the real difference to how we approached things - trust and back off authority, take a reduced role, let people take ownership and control of the situation.

Now the whole group neutralizes other strong positions by sharing their strengths and experiences. We don't have to work so hard. It is easier to facilitate than to push down opinions, to see energy bubble up and deal with that energy and challenge people to work together instead of against each other. That was the situation in 1995. Now we have people that want to work together and share positive energy and this is how we in turn get the energy

Philip Powell, City of Ottawa Markets Manager

APPENDIX 1: THE GLOBE AND MAIL, OCTOBER 7, 1995

Ottawa stars a food fight as non-framers go to market

Some ByWard vendors prefer to be vegetable middlemen

By John Allemang

In the season for giving thanks, when the good earth of the Ottawa Valley has once again delivered up its gifts, the By Ward Market should be a place where the blessings are counted most loudly.

But at the stalls that crowd the picturesque old streets a few minutes' stroll from Parliament Hill, the Thanksgiving harvest is a mixed blessing: The neat rows of cabbages, leeks and tomatoes have become the unlikely source of a rivalry that divides vendors and confounds the market's thousands of visitors.

For many of the shoppers who flock to By Ward and other public markets across Canada, the chance to buy produce from the person who grew it holds immense appeal. "Consumers are demanding freshness," says Robert Chorney, executive director of Farmers Markets Ontario. "They know they're getting it when they can eyeball the grower." In Ontario alone, there are now 130 farmers' markets, more than double the number in 1988.

The powerful and emotive image of the farmer has not been lost on food retailers such as Loblaws, which advertises "outdoor Farmer's Markets with locally grown produce, fruit and a great selection of Farmer's market pies." To city dwelling Canadians, who've lost their ties with the land, an urban farmers' market comes to represent an outpost of wholesomeness and integrity in a world that ' has compromised its values.

That bond of trust was broken in Ottawa this year when a city by-law intended to rescue the By Ward Market from a slow decline shifted its emphasis from a general retail market to a producer-based farmers' market.

The categories of vendor the by-law introduced - complete with signs over every stall - brought into the open a secret the vendors had known for years: Many of the vendors didn't grow the food they sold.

The new regulations introduced in the spring - and since put on hold by a court battle that followed - divided produce sellers into three categories: "100 per-cent" farmers who sell only what they grow, "75 per-cent" farmers who can supplement what they grow with wholesale produce that is not in season locally (up to 25 per cent of sales), and dealers who can sell any Canadian or imported produce that is not in season locally.

Rents increased by category, but the outbursts of anger that greeted the new regulations were based on something more fundamental to the market's purpose: Vendors who resold produce were now seen as second-class or even third-class citizens.

This discrepancy between the image and the reality of the farmers' market is hardly

unique to Ottawa, observers say. "You go to Kingston, you'll see 70 vendors," Mr. Chorney says. "You'll be lucky to see three farmers. In Hamilton there are 85 vendors but it's hard to find five farmers." Most vendors at these markets avoid the costly and laborious work of farming and simply sell produce they've obtained more cheaply from wholesalers.

The same divisive economic forces are at work in Ottawa, and the by-law that tried to advance the cause of the true growers at the expense of those who truck in produce simply deepened the split. The evidence of discontent is now front and centre. "We only sell what we grow," reads the sign above Diane and Gerry Rochon's stall, and the words are a challenge both to their neighbours at the By Ward Market and to their customers.

"Let them go to a flea market if they want to buy and resell," says Mr. Rochon. He is a strong supporter of the Ottawa by-law because he believes it is the only way the historic market can last. "The market's a quarter the size of what it was. The number of local growers has been getting fewer here as people brought in cheap produce from Montreal, Leamington and the United States."

"Some people say, 'Where's the problem, it's good for the consumer.' But when people see that you can get the same thing at a fruit store or at Loblaws as here, they're not going to make the trip and put up with the hassle of traffic. "

Mr. Rochon and other farmers like selling at By Ward because it is there they can fetch top dollar for their eggplants and cucumbers, bypassing middlemen to reach shoppers who are less concerned about driving a bargain than soaking up the market atmosphere. The willingness of the grower to discuss bean varieties or chemical sprays, to bring in miniature new potatoes or squash blossoms for the demanding customer is what makes a farmers' market distinct, they believe, and better able to survive.

That was the thinking behind Ottawa's market by-law, which came into effect in March after years of hand-wringing and debate. Since the sixties, the market had been in a steady decline, shrinking in area as the number of vendors fell by two thirds. In some ways, it was a victim of its own quaintness, for the restaurants, bars and cafes that moved in to feed off the market's appeal rapidly transformed the area. Rents and property taxes shot up, and the locals who patronized the daily market gave way to tourists who liked to sip a glass of wine in its shadow. Though the market was an Ottawa institution, fewer people were making use of it.

Hamilton and Kitchener, faced with rising property values in their market areas, went for the quick fix. "They took their fabulous outdoor markets and sold the land to developers," says Philip Powell, manager of Ottawa's markets. "Instead of the sunlight and fresh air that gives a market its feeling, they ended up in a parking garage."

The By Ward Market kept its prominent location, but lost its sense of purpose. Stallholders were given the right to sell non-local produce to make up for the short growing season and remain competitive with retail stores. They still had to farm at least two hectares of land within 120 kilometres of Ottawa, but for many vendors this was just the starting point. While they may have grown a little corn of their own, the rest of the

year they dealt with wholesalers.

"There are certain vagaries of the agriculture business that might make it seem better for people to supplement their product line," says Jay Wollenberg of the Coriolis Consulting Co., who undertook a study of the market in 1992. "But once you open the door a little, you open it a lot. The market started out with 90 per cent of the produce grown and 10 per cent brought in. It didn't take long for that to become 10 per cent grown and 90 per cent brought in."

City officials thought the new by-law could reverse this trend and gave the market authorities - now known to their enemies as the "potato police" or the "cabbage cops" - some pretty stiff rules to enforce their intent. Farmers were required, for example, to submit 11 separate documents proving their qualifications including tax bills, provincial farm-business registration numbers and a two-year production plan outlining the mix and quantities of the produce proposed for sale.

Still, the city planned to take something of a hands-off approach while the new rules were phased in, hoping to persuade vendors to return to more intensive farming. But their grand plans for the By Ward Market were cut short last month when Judge Paul Cosgrove of the Ontario Court's General Division quashed the by-law, on the grounds that the categorizing of vendors went beyond the powers of the city to establish, maintain and regulate markets.

The city is appealing the decision and in the meantime hopes to persuade the Ontario government to draft special legislation that will recognize a city's powers to control its market's destiny. The provincial Ministry of Agriculture has long admired producer-oriented farmers' markets, supporting a market only after ensuring that it is relatively bare of wholesale produce. On the other hand, the free-market policies of the Mike Harris government may not square with such a tightly regulated business environment. And since most other successful farmers' markets are based on similar regulations, the whole institution could be placed in jeopardy by the court decision.

The decision was the last straw for one producer at the By Ward Market, Alex Just, who stopped attending a month ago. A grower of hothouse tomatoes, he was continually exasperated by the confident claims of the vendors at the market who tried to pass themselves off as farmers.

"They were selling 200 cases of Canada No.2 tomatoes, all the same size and colour. They said they'd picked them in their greenhouse; but you can't get that kind of uniformity in a single greenhouse. Their tomatoes obviously came from a packing house in Leamington where they categorize much more precisely by colour and size."

The market authorities, Mr. Just says, "were too weak-kneed to do anything about the cheating."

Mr. Rochon is more patient with the human foibles regularly on display at farmers' markets. "There'll always be cheating. But if we can at least get them to produce half of what's on their table, we'll be doing well. Once everyone's working on the farm, it's a level playing field."

MARKET TEST

Some tips for sorting out the farmers from the pretenders at the market:

- Ask the vendor with a rude and un-Canadian directness: "Did you grow these?" Some people will still lie. But at least the question forces a more direct answer than "Are you a farmer?" - Some farmers also buy wholesale produce - or "Are these yours?" – "Yes, since yesterday when I bought them from the wholesaler."
- Be suspicious of uniformity. The small-scale farmers who have time to sell at markets produce fruit and vegetables that come in many shapes and sizes. They may group items of similar size together but they will not have the uniformity achieved by larger packing houses and demanded by wholesalers.
- A farmer's produce should look fresh. Wrinkled skins on tomatoes, withered stalks on eggplant and bruises on apples - all suggest too much handling or too long a stay in a dealer's cold room.
- While a farmer's produce should look fresh, it will not look perfect. Farmers tend to bring everything they grow to market, including vegetables of irregular shape and fruit with surface marks that don't affect flavour.
- Few farmers have more than five or six fruits and vegetables ready for market at any one time. A wider assortment should arouse suspicion, especially if sold from a rented truck.
- Know your market. Once-a-week, seasonal markets in small towns are most attractive to local producers and usually have rules restricting non-producers. Year-round daily markets in larger cities tend to have compromised their position more to survive, though many have been looking for ways to increase the number of true farmers.

APPENDIX 2: REPORT FROM FUTURE SEARCH CONFERENCE IN 1998

DISCOVERING COMMON GROUND ... THE FUTURE OF THE BYWARD MARKET January 22-24, 1998

CONFERENCE REPORT

Compiled by: Leonard Bélaire, Julia Cipriani, Peggy Ducharme & Janice Kelly

FRAMEWORK FOR A FUTURE SEARCH CONFERENCE: Introduction

CONFERENCE GOAL

To find common ground in order to create a desirable vision that provides the basis for follow-up actions and will help maintain a strong viable and attractive business presence with a vital, diverse and productive ByWard Market Community.

OJECTIVES

- Ensure the ByWard Market has the ability to define and implement its objectives and it is accountable for results
- Identify and establish regular liaison with other groups who may influence ByWard Market activity to ensure their actions are consistent with the ByWard Market plan
- Maintain spirit of Future Search Conference

PRINCIPLES

- Determine a way to operate effectively and work with governing bodies.
- Respect for others' points of view and no previous behaviors
- Provide a basis for decisions to be made in collective interest of Market Stakeholders
- Overview of ByWard Market problems
- Build a group so inclusive and informed that views have weight and influence governing decision making
- Determine representational formula - inclusiveness

FOCUS ON THE PRESENT: Stakeholder perspectives on external trends - top influences, trends and forces impacting the future of the by ward market

Numbers shown are the totals of sticky dots participants placed on branch of the mind map, indicating the most important trend(s) as they saw them; each participant had seven (7) sticky dots.

A: Congestion (36)*

- Loss of parking (14)**
- 2 hour parking
- Tour buses

B: Competition (30)*

- Loss of niche (16)**
- Conflict with downtown core & By Ward parking (8)**
- Flavour of Market dropping away from traditional (6)**
- Product dropping in perceived value (5)**

C: Loss of outdoor vendors / growers (29)*

- Failure to recognize their worth (8)**
- Less agricultural inspections

D: Concern for large Bars (27)*

- Night behaviour of patrons (noise) (9)**

E: Security (17) & more policing (10) = (27*)

- Lack of police response
- More policing / street ambassadors

F: Social Issues (25)*

- Increased homeless & destitute on Market (16)**

G: Lifestyle changes (23) *

- Interest in health & quality foods (6)**
- Return to families & kids (6)**

H: Attracting cultural business (21)*

- Tourist attractions (6)**

I: Loss of retail (15)*

J: Noise Levels (15)*

- Noise by-law enforcement (7)**

* - numbers refer to totals on the main branch of mind map

** - numbers reflect totals on the main sub-branches of the mind map

FOCUS ON THE PRESENT (continued): Summary of participants' examples of what they are doing now in response to the trends identified and they want to do in the future

A: Safety And Security

Doing Now

- Hired security guard - extra staff
- Street Ambassadors Better police response
- More beat cops
- Alarm systems

Want to do

- More police
- Panhandlers and law enforcement

B: Diminishing Retail

Doing Now

- Advertising
- Aggressive pricing
- Customer service
- Changing product mix

Want to do

- More parking
- Customer surveying
- Fewer bars and restaurants
- Lower property tax
- Attract and aggressively seek out major retail names
- New variety of businesses

C: Congestion

Doing Now

- Inform customers about parking garages
- Delivery services
- Telephone/catalogue shopping
- New 2 hour meters
- New parking places

Want to do

- Encourage staff to park in garages, not at meters
- Get rid of road blocks
- Public education
- More 2 hour meters
- More on street parking

D: Historical Continuity

Doing Now

- Attending Future Search
- Maintaining historical flavour of Market
- Renovating Market Building
- Banner program

Want to do

- Promote ByWard Market with indoor advertising
- Preserve agricultural base of Market
- New building done with historical flavour

E: Social Issues

Doing Now

- Street Ambassadors
- Providing ourselves with security
- Educate people to diffuse fears
- Calling police more often
- Don't give money to panhandlers
- Network with other businesses

Want to do

- Lessen number of shelters in Market area
- Encourage youth organizations like Rideau Street Youth Enterprise
- Ban squeegees
- Public education

F: Increasing Tourism***Doing Now***

- Advertising
- Bus tours
- Brochure / maps
- Developing Area
- U.S. Embassy

Want to do

- Encourage longer stays
- Provide bus parking
- Increase ties with tour agents
- Make tourists feel safe and welcome

G: Competition***Doing Now***

- Aggressive pricing
- Advertising
- Customer service
- Owner presence

Want to do

- Public education
- Promote area
- Service

H: Loss Of Growers***Doing Now***

- Selling product of local producers

Want to do

- Give feedback
- Controls and incentives to encourage local producers

COMMON GROUND FOR THE FUTURE: Summary of themes, differences & projects that participants recorded based on small group presentations for the Market as seen by participants in the year 2008.

A: THEMES THAT MAKE UP OUR COMMON FUTURE AGENDA

- Retain and expand growers
- Retain and expand local artisans
- Reestablish Market as a place for specialty food
- Develop regional organic food Solid retail base
- International and independent mix
- Continuous demonstrations
- L.R.T. (Light Rail Train)
- Market is known to be a clean safe place
- Remote parking
- Fine ethnic restaurants
- Heritage feel
- Speakers' Comer
- Shuttle within the Market
- Cinemas / non drug & booze related entertainment
- Increased residential population and daytime employment

Accomplishments:

- Central section kept same
- William Street, Clarence Street are the major bar / restaurant retail streets
- Dalhousie Street is more of a reflection of Market
- No dirt - safe - no panhandlers - more light

Incentives:

- Public transit
- Ample parking-lower fines
- Continuous events
- An events space (buskers, music, artisans demonstrations)
- Beautification
- Lower taxes and fees

Promotion:

- Local newsletter
- Active community group supported by both residents and business
- Regular Future Search meetings

B: DIFFERENCES IN AGENDA

- Value of nightlife vs noise by-law enforcement
- Glassed in vs open area
- Skating rink in conflict with canal and tourism (value of tourism)
- More people events more problems
- How to respond to concentration of shelters - no clear response
- Openness of street vs closed to vehicles
- On-street parking lengths vs off-street
- Private operators vs city
- Parking / role and place of the automobile in Market
- Pedestrian vs cars (balance)
- Flying cars vs underground subway
- Authenticity vs uniformity
- Canada village vs heartbeat
- Small scale vs big scale

C: POTENTIAL PROJECTS – OUR JOINT ACTION PLANNING ON COMMON FUTURES

Presented as themed or grouped by conference participants

- | | |
|--|--|
| 1. Develop overall plan with stakeholders (values & principle-based) | 27. Beefing up ambassador program |
| 2. Establish regular stakeholder meeting place | 28. More police |
| 3. Create a local council for a defined core of Market | 29. Hire the homeless to clean |
| 4. Start research, find studies - Market, circulation, program | 30. Lighting improvements |
| 5. Support/respect from all levels of government | 31. Improve litter/waste management |
| ◆◆◆◆ | 32. LRT (Light Rail Transit) |
| 6. Covered/weather protected | 33. Shuttle |
| 7. Covering outdoor stands | 34. Pay & display |
| 8. Providing utilities to stands | 35. Bus parking engines off |
| 9. Providing utilities to stalls | 36. Remove/develop ByWard Parkade - underground parking |
| 10. Improvements to market designs, incentives, controls, new structures, signage | 37. Pedestrian on William & ByWard |
| ◆◆◆◆ | 38. Study on/relocation of parking supply |
| 11. Place to meet / socialize | 39. Find locations for motorcycles, tour buses on a permanent basis |
| 12. Develop identity for market - logo | 40. Widen sidewalks & pedestrian streets |
| 13. Quality of product - produce, music, art & crafts, retail, service | 41. Waller St. Pedestrian Mall project |
| 14. Balance diversity | ◆◆◆◆ |
| 15. Avoid saturation | 42. Multi-season food contests |
| ◆◆◆◆ | 43. X-mas tree decoration |
| 16. Standholder self-governance | 44. Aggressive advertising/marketing, draw, activity |
| ◆◆◆◆ | 45. Theater – dinner |
| 17. Heritage building codes | 46. Skating rink |
| 18. Heritage festival (ByTown Days) | 47. Explore how to incorporate more cultural activities & institution |
| ◆◆◆◆ | 48. Winter programming |
| 19. Drop in development fees - residential | 49. Demos, cooking, agricultural awareness |
| 20. Regular follow-ups to Future Search events | 50. Outdoor big screen |
| 21. Ensure vendor representation on governance issues | 51. Recreational area, kids, families |
| 22. Explore governance | 52. Craft center, indoor retail connections |
| 23. Revisit decisions re: rent arrangement, taxes made by city | 53. Integrated day-care |
| 24. Process to attract niche stall holders (i.e. organic, ethnic) live animals, focus on unique/ethnic foods | ◆◆◆◆ |
| ◆◆◆◆ | 54. Newsletter for stakeholders |
| 25. Increased police/security presence (i.e. Ambassador program) | 55. Sending materials through existing distribution channels |
| 26. Deal with panhandlers | 56. Market newspaper/flyer |
| | 57. Special signage - heritage |
| | 58. Flags, banner (ByWard Market logo on display) |
| | 59. Canadian flags |
| | 60. Program committee – building on what exists |
| | 61. More trees/green |
| | 62. Daily site anchor |
| | 63. Recreating retail, 2 nd floor, multi-tenant, mini boutiques |

D: THEMES - VISIONS

- | | |
|---|--|
| 1. Events year round | 32. Design control/ beautification |
| 2. Formal communication - newsletter | 33. Streetscape - beautification, more green/open space clean environment, signage |
| 3. Entertainment | 34. Development by area/nodes |
| 4. Programming themes | 35. Development central/core |
| 5. Give it a soul/heart-core of Market is commercial | 36. Development outer - residential/less dense |
| 6. Advanced technology | 37. Produce vendors self govern |
| ◆◆◆◆ | 38. Community |
| 7. Clean & safe | 39. Self – determination |
| 8. Removing panhandlers | 40. Stakeholders take control |
| 9. Prostitution legalized | 41. Tax changes, understand retail |
| 10. Safety security - controlled prostitution | 42. All stakeholders involved/engaged |
| ◆◆◆◆ | 43. Cooperation / interaction business community |
| 11. Service and value | 44. Heritage |
| ◆◆◆◆ | 45. Maintaining dialogue/networking – open communication, processes, systems |
| 12. Cultural draws | 46. Fair rents/ taxes |
| 13. Colour & character | ◆◆◆◆ |
| ◆◆◆◆ | 47. Provide fair competition environment for both internal & external businesses |
| 14. Authenticity/heritage | ◆◆◆◆ |
| 15. Local diversity in action | 48. Village core |
| ◆◆◆◆ | 49. Residential up |
| 16. Residential infrastructure. | 50. Enclosure/covering producers |
| 17. Diversity - accept & build prosperous future for all | 51. Partnership – facilitate |
| 18. Tourism - pro's & con's | 52. Decentralization of social agencies/ facilities |
| 19. Tourism - quality of service | 53. Internal transportation |
| 20. Niche - ambience, ethnic foods, specialty food focus, one-stop shopping | 54. Keeping core for non-parking uses (i.e. people) |
| 21. A family place | 55. Shuttles & remote parking, light rail transit |
| 22. Unique retail mass | 56. Pedestrian friendly |
| 23. Vibrant | 57. Shuttles |
| 24. Focal point - square/park | 58. Pedestrian mall |
| 25. Encourage local food & crafts producers | 59. Transportation specialized - focus on pedestrian, loops larger |
| 26. Food Mecca | |
| 27. Livestock | |
| 28. Visual identity | |
| 29. Directional signage | |
| 30. Way finding maps | |
| 31. Aesthetics | |

ACTION PLANNING GROUPS: Participants identified action plans and indicated their interest in joining a group – the resulting ten (10) action planning groups were created and groups met to determine their short and long term action plans. The specific action plans, by group, follow and conclude this report.

ACTION PLAN

1. Governance - By Ward Market
2. Standholder Governance & Dialogue with City
3. Master Plan
4. Communications & Marketing
5. Safety & Security
6. Entertainment & Culture
7. Signage/Identity
8. Tour Bus Parking
9. Bar Zoning Issue
10. Hi- Tech Learning Center in Market
11. City Of Ottawa, Public Markets Management

APPENDIX 3: TESTIMONIALS FROM BYWARD MARKET FUTURE SEARCH FACILITATORS AND PARTICIPANTS

Philip Powell has been the City of Ottawa Markets Manager since 1986. He and his staff at the Markets Management Group answer to Ottawa City Council and are responsible for the daily affairs and long-term planning of both the ByWard and Parkdale Markets located in Canada's national capital. During the Future Search planning process, Phil and his team acted as "secretariat" to the Steering Committee.

1. What was the purpose of your Future Search?

The historic ByWard Market, established in 1826, has significant cultural and historical importance for the City of Ottawa. As one of Canada's oldest and largest public markets, it is a thriving shopping destination and tourist attraction, much like Seattle's Pike Place Market or the French Quarter in New Orleans. The City of Ottawa has always managed the outdoor market, in fact, it was one of the first services provided by the municipality of Ottawa after its incorporation in 1847.



The events leading up to the conference started with the intense development and gentrification of the Market in the 70's and 80's which began to threaten the owner-operated retailers and outdoor farmers' market. Rising rents and taxes and the population shift to the suburbs led to a dramatic decline in the number of food stores and farmer-vendors selling their own produce.

In order to preserve the character of the farmers' market with its offering of local, fresh produce and maintain the presence of family-owned retail businesses, the City undertook a strategic planning exercise in the late 80's and early 90's.

The challenge for the City of Ottawa in addressing these issues was that there was no existing knowledge on how to support and maintain outdoor markets and no precedents even for the study of them. Public consultations were held where individual stakeholder groups could express their opinions. In the end, City Council approved a Strategic Plan for the Market, the vision of which was widely supported by all.

A key element of the new Strategic Plan was the development of a new by-law by the Market Management Group to promote local farmers and support locally grown produce. The City of Ottawa Council approved it in 1995, despite concerns about how it was going to work. The focus of the by-law was to require farmer-vendors to display how much of their produce was locally grown.

The by-law immediately caused divisions and tensions within the Market community between the local growers and those who trucked in produce to sell at the farmers' market. As the bureaucracy acted to uphold the by-law, tensions grew. The "food fight" issue began attracting interest from beyond the confines of the Market itself, becoming a political issue as members of the Federal Parliament held press conferences to express their views on the issues facing the historic market in the nation's capital. The issue exploded into the news in the form of a front-page article in Canada's national newspaper, *The Globe and Mail*.

The by-law was challenged by a group of vendors and thrown out in 1995. It was the first time in the 140-year history of the City of Ottawa that a by-law had been thrown out. Going into 1996, it was an intense, challenging time, with the community torn apart. The Strategic Planning process hadn't enabled the different factions of the stakeholders to find common ground on a way forward.

The situation caused a schism on Ottawa City Council. It affected the customer base – customers had the feeling that things sold were not grown locally and that there was always fighting in the Market. It was so polarized at that time that everything the city staff tried to do was tainted, it was seen as trying to get people back on the "City side". Many of the City Market staff had doubts about how they were seen and were prepared to leave their jobs.

All the different groups had been polarized. There was no process to get people together - it was always about the by-law. That was the wound. We could not get to a place that was safe so that we could talk about anything else. There was a community in despair, in disengagement and experiencing great conflict and discontentment. The Market community was in shambles, with no trust and no idea how to move forward.

The stakeholders never saw the Market vision collectively, as a whole. Without the whole system in the room, without all of these people understanding how they fit in and made the place work, everyone only understood their own thing. This was part of the problem, that they only saw it from their own vested interests.

The situation was one of chaos, with a community very much divided and with very little clarity about how to move forward. All this set the stage for the course of events leading to the Future Search Conference in January of 2008.

2. What could you (or others) do afterwards that you couldn't do before?

The whole process of initiating and preparing the Future Search intervention took 13 months, starting with an initial training of the facilitators with Marvin and Sandra, getting buy-in from the managers at the City of Ottawa and the municipal politicians and ending with the 3-day conference in January of 1998 with 65 stakeholders participating. The outcomes of the conference 10 years later are evident in an increased sense of community and ownership as shown in the following areas:

The community has new ways of working together to deal with issues and problems

The 3 days resulted in a 'Master Plan Group' to manage the strategic direction and 9 working groups to deal with the bigger issues such as safety and security, transportation and parking. Today, stakeholders work together as a community through clear forms such as these committees and the three annual reunions that have since taken place. Three multi-stakeholder Conference working groups continue 10 years later with great outcomes: the Safety and Security Committee, the Advertising and Promotion Committee and the Transportation and Parking Committee. Since the Future Search Conference, they have gotten bigger and better. They are cross-sector, cross-stakeholder committees and everyone feels a huge sense of ownership. It is interesting to note that the issues that were vital to many at the Conference have continued to be relevant and have found a home in one of the working groups.

The *Safety and Security Committee* is one of the most successful groups. It is a community-driven volunteer committee made up of residents, business people, representatives from the shelters and social agencies and police and by-law officers from the City of Ottawa. Anyone with a safety and security issue in the Market brings it to this committee. With the whole system in the room decisions are based on consensus. Some of the initiatives taken by this committee have been: surveys and audits on safety at night time in the Market, a late-night bus service negotiated with OC Transpo, improved lighting to make the Market safer and more active at night, making parking garages safer and cleaner and addressing noise issues

The *Market Advertising and Promotion Committee* is another committee still meeting today, 10 years later. If someone has a proposal for a special event or activity, they bring it to the committee and share it rather than the Market Manager having to be the authority reviewing requests. Over the last 10 years, many event initiatives have emerged from this group that raise the Market's profile in Ottawa and increase its heritage and historical character, for example: ByTown Days, the Stew Cook-off, Market Mardi-Gras and Tastes of ByWard.

The *Transportation and Parking Committee* was formed to address the difficulty for shoppers to find available parking in the Market and a *Standholder Association* formed to represent vendors.

The community has increased its bilingual collaboration

At the Future Search conference in 1998, people collaborated bilingually. Some groups worked in English, some worked in French and some worked bilingually. The principle was that you could speak in the language of your choice. Barriers were broken down and instead of language accentuating differences, they became differences to understand, celebrate and embrace.

This has set the tone for working together in the Market in the last 10 years. The Management Group has shown leadership in assuring that buddy systems and bilingual facilitators are in place for reunions. The facilitator at Market meetings will recap in the other language. Presentations are given in both languages and if there are comprehension questions, people will ask their neighbours for help. It speaks to how the

group has worked things through. Market research indicates that 30% of the Market clientele speak French. It is now recognized how significant it is to the customer base to have staff that can respond to 30% of its clients. Now the Market is a more bilingual community.

The way of doing business at the Market has changed from top-down managing to engaging all the stakeholders and supporting them in coming up with solutions

Perhaps the most significant impact of the Future Search conference from 10 years ago is the continuing “ripple effect” seen today in how people in the Market work together using the guiding principles of Future Search and some of the other large group methods.

The City structure is one of specialization with centers of expertise, i.e. experts for snow removal and parking for the whole city who try to be consistent over a very large area. Everyone was coming to the Market Management Group expecting them to solve all their problems.

In dealing with the stakeholders in the ByWard Market – vendors, business people, residents – the Market Management Group now work together in a more participative and inclusive process. When someone comes with an idea for an event, the staff tells them that it may be great for their specific business but they have to ensure that it is also good in the context of the whole district. They are asked to canvas the other stakeholders, i.e. nearby residents, restaurants and hotel managers and gain their support. Then the Market Management can go to the Ward Councilor and their colleagues at the City to make it happen and become a success.

Stakeholders have learned through this model of working together that to make something successful, they have to work together. And using this model, they have collectively come up such ideas as holding a Mardi Gras for the whole Market district during the off-season of February. The result is that not only does their own business have success, but all businesses benefit from such an initiative.

Basically, the way of doing business at the Market has changed from top-down managing to engaging all the stakeholders and supporting them in coming up with solutions to issues and generating new ideas for growth and success. The Markets Management Group chooses to operate as team leaders for what happens in the Market.

The work of the City Markets Management staff has become more effective and easier

Essentially, the outcome of the Future Search Conference in 1998 distilled down to a common understanding that we are a community. We had been in silos, i.e. the Business Improvement Area only representing business and not looking at bigger interests, the City representing only the outdoor market and other groups representing their vested interests. We needed to work together as a single unit, as a community, to understand and manage the Market.

It affects the way we work in the City Markets Management Group. The staff applies it in everything they do. The Future Search process led the staff to see the other sides of issues. As a City employee, you may be able to articulate the different stakeholders' issues but you need to hear them from the people who are impacted and you need to be part of the process. From the stakeholders' point of view, Future Search helped them to get an understanding of the precarious situation the Management Group had been in and thus to be more supportive of their work – it really was a 'win-win' resolution.

Results pay off. In 1995, when the judge decided to strike the by-law down, one side of the room jumped for joy, the other side was resentful – when one side wins, the other side loses, one half of the group is happy and the other one is unhappy. That chewed the community up! Now people win all the time. It is a much more efficient way of doing things. The energy comes back. You get feedback from people and that keeps us going. I get energy from seeing results and seeing the group collectively supporting it.

It has made our work as managers much easier. Now we are not seen any more as projecting “no-ness”, trying to make top-down decisions in the form of compromises that nobody really buys into. By getting everyone to be part of the decision, they understand it and stand behind it. It is not the same when the message comes from the “City” bureaucracy as when it comes from other stakeholders in the Market who have something at stake.

The “Local Food” initiative – a ByWard Market project using the new model of collaboration

The "Savor Ottawa/Savourez Ottawa", a cross sectoral, cross regional and interprovincial “buy-local” initiative, was formed using Future Search principles of “engaging the whole system in the room” and “thinking globally, acting locally”.

The Ottawa Tourism and City of Ottawa staff, who had been involved in ByWard's Future Search experience, saw the opportunity to get the whole system in the room – farmers, producers, chefs, restaurants, and retailers. No other region in the province began with all the players at the table. Together, the group planned a summit in November of 2006 and everyone was at the table, invited through the stakeholder groups themselves. A year later, in 2007, the group launched “Savor Ottawa/Savourez Ottawa”, a partnership of Just Food, the City of Ottawa and Ottawa Tourism, whose goal is to promote local food and drink.

It is a huge success! The Culinary Initiative representative from the Ontario Ministry of Tourism came to the meeting in 2007 and said that Ottawa had gone faster and further than any other region because of their willingness to work together.

3. What leadership was evident and what leadership emerged leading to, during and since the Future Search?

The Future Search Conference reset the community. By saying that, I mean people took ownership. They had a sense of community again, they had established relationships with the other people involved in the Market. The Conference created an awareness that the individual stakeholders had a stake, that they knew each other and could effect change. The trust created in the Future Search Conference setting allowed people to

see each other in different roles. Each working group showed commitment to issues, such as in the Safety and Security Committee. The tools and structure of Future Search enabled leadership to emerge and this leadership is still evident today.

The Safety and Security Committee found their niche and were able to continue coming together and working issues out. All the people concerned come together at the table in this committee. Often the Police Inspector of the Ottawa Police Department is present. Before Future Search, the Ward Councillor would receive individual complaints, sometimes 25 at a time. He became very weary of this traditional way of holding one-on-one bilaterals with the different stakeholders. How could he provide the best advice without seeing the whole picture?

In the BIA, The Business Improvement Area was founded in 1993 with the mandate of promoting business based on the heritage character of the Market, there were some who have taken leadership and have brought the work of the committee to a new level of effectiveness.

One of the most important groups that was empowered through the Conference was that of new residents. Before Future Search, there had been an exodus of people from to the Market. Now, more people have come to live here - retired people bringing huge skill sets, volunteering and representing many interests, especially those dealing with quality of life issues.

There is now more leadership coming out of the community in the form of really good, strong people who bring skills to volunteer committees. This has been evident in their participation in the success of approving the new bylaw and the reduction of crime. We were able to impress the Ward Councillor who, in turn, was able to impress the Ottawa Police Department about the need to address the issues of drugs on the street which fed a chain of petty crime.

Before Future Search, the leadership in all these committees had been working in their different pockets. Since the Conference, they now have an appreciation and awareness of the vision of the community as a whole. For 10 years, the leadership in these committees had been putting building blocks in place to the point that there is today a ByWard Market Core Team with people representing all committees. Chaired by myself as Markets Manager and sponsored by Ottawa City Council, it is used to vet all issues. It has become the hub of consultation for the Market, where the issues of all stakeholders – the Standholders Association, the BIA, the Safety and Security Committee, the Residents Association – are vetted at the table in the spirit of finding common ground and focusing on the future.

Ten years later, the bylaw that was introduced by City Council to support the sale of local produce and which was struck down in a situation of contentious confrontation, has been approved. It is the “ripple effect” of what was started 10 years ago in 1998 at the Future Search Conference.

4. How have you, as a manager in a municipal government, been able to sustain the principles of Future Search?

The biggest thing is to let go. We are taught as managers to see ourselves as content experts, we are the center of expertise, we are responsible for deliverables. It is huge leap of faith to let go and trust the process.

I have shifted my role from seeing myself as ‘manager’ to seeing myself as a community developer, a facilitator, a problem solver - trying to get all the people to sort out their problems for themselves. Ultimately, you manage better, the results are better.

By trusting the process and changing our role, we don’t have to carry that burden of finding the solution. Before Future Search we would struggle to find our position on issues rather than asking what the community wanted, letting it work it through and letting people come and talk about what makes sense. That is the real difference to how we approached things - trust and back off authority, take a reduced role, let people take ownership and control of the situation.

Now the whole group neutralizes other strong positions by sharing their strengths and experiences. We don’t have to work so hard. It is easier to facilitate than to push down opinions, to see energy bubble up and deal with that energy and challenge people to work together instead of against each other. That was the situation in 1995. Now we have people that want to work together and share positive energy and this is how we in turn get the energy

Stéphane Émard-Chabot, Assistant Dean of Law, University of Ottawa, former City of Ottawa ByWard Market Councillor and political champion of the Future Search Conference. Stéphane acted as chair of the Steering Committee in the planning process leading up to the Conference in 1998.

1. What was the purpose of your Future Search?

At the time of our Future Search in 1998, I was Councillor for the City of Ottawa representing the area which contains Ottawa's largest and oldest outdoor farmers' market, the ByWard Market.



The context was that we, as a city, wanted to move towards a producer-based Market. There was some backlash from those who had stakes in the Market who were not producers, who imported food and retailed it at their outdoor stands. They were not happy about the new regulations and it ended up in court. The Court ruled that we could not do what we were trying to do and we ended up with a regulatory mess and a lot of bad blood. There were also misunderstandings between the residents and businesses.

The ByWard Market is an important piece of Ottawa's history; it is a very complex community with businesses paying high taxes, shopkeepers competing with people on the street paying very little for their stalls. Throw in with that the fact that the 150-year old Market is an entertainment area in the center of the city with cafes, bars, restaurants and nightclubs. There's a lot going on there all of the time.

So we had tried to make changes but they had not worked because of legal reasons. We were really stuck in a position where there were still a lot of issues to be dealt with and no way to move forward.

Through Éleine Gaudet, the former Manager of Corporate Training at the City, Phil Powell had heard of the Future Search process and thought it would have some use in the Market situation. Éleine and Phil made a pitch to me as City Councillor for the area. I had worked together on these issues with Phil in his position as Manager of City Markets. In fact, we had just gone to Toronto to get special legislation to help implement the producer-based concept and it had fallen through. We understood that the Future Search process represented a very big commitment in time, a lot of work logistically and a great challenge to choose the right people, to get buy-in from those who had been fighting the City and a challenge to get acceptance from all the people involved.

But we had to try to sort out this mess, to try to break the logjam so that we had a way of moving forward, to make sure that the Market community, which was under a lot of pressure for a million different reasons, could continue to thrive. We hoped that the stakeholders would be able to understand each other better and work more closely

together. Before the Future Search, bars were seen as the ‘evil’ ones, restaurants were resentful of the bars, the bars were resentful of the shops and the residents weren’t too happy about the entertainment aspect and couldn’t sleep at night. Everyone had a beef against everyone else; it was just a matter of addressing this in a constructive way so that people could talk to each other.

The purpose was really to bring all of the pieces of the puzzle together, for all the stakeholders to acknowledge that they lived in a common environment and that they had to share it and to begin to find ways of moving things forward.

The context of the mid 90’s was not great. We saw the fabric of the Market changing rapidly. Change is not bad if you have a sure vision of where it’s going to go and embrace it. But all this was happening without much sense of where it was going. Part of the process was to try to bring all of the people together to see ourselves in ten years. I had battle fatigue and the thought of reopening this can of worms was not exactly pleasant. In short, I understood the value of the Future Search process and presented it to the City of Ottawa Council. It was accepted, although there was some skepticism and cynicism. Still, there was no downside as the situation could not get any worse.

2. What could you (or others) do afterwards that you couldn’t do before?

The biggest thing I retain today as a positive outcome of the 1998 Future Search Conference is that we could talk to each other, that we could engage in dialogue. As a result of spending three days together, the residents knew the bar owners, could go up to them and say, “Last night was really bad, what can we do about it?” The producers and standholders could talk to Phil Powell, the Manager of City Markets, more closely, the police could talk to the social service agencies. You’ve got everything there, million dollar condos and homeless shelters next to each other. They could recognize each other and talk to each other – that alone was huge! Everyone acknowledged that everyone had a role to play in the future of that space, that there were no evil parties – even the ‘evil bar owners’ were people trying to make ends meet like everyone else.

All the stakeholders understood each other, they might not agree, but everyone communicated and knew what the issues were: “It’s okay that we’re all in this as long as we speak to each other.”

A second result was that we started planning things together. From the communication side, for example, we created a newspaper. As a City, we were able to start anew to play a constructive role.

Thirdly, it made my job as a City Councillor easier due to the fact that the stakeholders came out of Future Search having learned to work cohesively and collaboratively as groups. I had a base, I knew people that I could go to and speak about Market issues. If there was a concern about a bar, I knew who to go to. There were frictions over the outdoor vendor stalls – after Future Search there were people and groups I could go to and say, “Let’s sort this out”. It gave me a rolodex not only of people but of cohesive groups such as business owners, residents, bar owners and social services.

Before Future Search, as Councillor, I didn't know who to go to, we didn't know each other. If there was a concern in the Market, I would call up a person in the Market and ask them for a meeting where I would tell them that they were creating a problem. They would become defensive and tell me to get lost. There was no icebreaker to make dialogue possible, since the first time we met would be to address an issue they were causing. I think that they felt we would go nowhere.

Before Future Search, my approach as a Councillor had been to bring people together. Future Search really showed me how powerful that could be.

An example of this cooperative approach is the association called Bar Owners Association for Responsible Service (BARS) which was established after the Future Search in 1998 and existed for a number of years. Its purpose was to help the bar owners group themselves. A few years earlier, the bars in Ottawa closed at 1:00 a.m., the bars across the Ottawa River in Quebec closed at 3:00 a.m. At 12:30 a.m., groups from Ottawa would cross over to Hull – there would be fights and Hull got a horrible reputation. We as a City, as residents, didn't want that to happen in Ottawa. Through Future Search we found out that the bar owners in the Market didn't want it either. They banded together so that they could dialogue with the police to identify trouble-makers and drug dealers. A group of bar owners, police, residents and other business owners met every month to discuss general bar issues. Out of this came ideas and strategies so that people wouldn't mingle and fight at closing time and to encourage crowds to get home quicker.

This is one example where a group that was seen as problematic because of the elements they brought into the area took responsibility to avoid disturbances. We saw that happening in a lot of different groups.

It was an opportunity for me, as a politician, to bring a huge community together and have that discussion in a very macro way. It is different when we try to do this as politicians as the cynicism can be there: "He's doing this for show!" And this was not my show. There was buy-in from everyone, for example, from two groups that had been fighting for years. A lot of people were standing up and saying, "We need to find a way to make this work". For me this was huge – you couldn't come as knight in shining armour and 'save' the situation. It really cemented for me the value of community building.

My experience of the Future Search process also affected my way of doing things at my present position of Assistant Dean of Law at the University of Ottawa. I will still always bring all persons involved in an issue into the room. I was intuitively doing it when I saw through the Future Search process how strong it was and the outcomes it could generate. It is my management style at the Law School. If we have a problem, I get everyone into the room. I'm surprised how much resistance there is in the world to do this. Getting others to see that is very difficult. As a Councillor and in my present position, instead of sending 25 e-mails, I get eight people together for ten minutes. It is a lot more efficient and I have never regretted doing that, even if the outcome is a stalemate.

3. What leadership was evident and what leadership emerged leading to, during and since the Future Search?

It allowed natural leaders to emerge. It really allowed people to take ownership and see the huge potential for the area, the huge risks of letting it drift – “This is where I live, this is where I have my business, this place is important to me and important to others”. From that sense of ownership the natural process is for people who feel more strongly to emerge as leaders.

Leadership showed itself in different roles – there were those who acted as spokespersons, there were problem identifiers and solution bringers. I remember very clearly the last day of the Future Search Conference in 1998 and the notion that in this process there are not tasks assigned to people. We had on the wall lists of things that could be done. It was up to people to come forward and take them on. And you saw that happen.

Most surprising was to see people discovering themselves. I can think of a bunch of individuals who participated in the process who would never in a million years have thought they would want to sit through meetings and figure things out. They became members of associations, sat on the boards of organizations, they saw value in being part of these processes. A few are still active in associations today.

4. What was it like to take on a political leadership role in the Future Search process of 1998?

My view of politics is a grass roots one, one of people empowered - they are the ones making decisions as the ones having the issues. I, as a politician, bring them the parameters, the information they need to make a decision, the ups and downs of each option or alternative and we have a really good talk. At the end of the day, these people who are no smarter or dumber than you are, come up with the decision. Who are we to tell them they are wrong? I've done that with a whole lot of issues in my work. During the 90's we kept getting cuts in service. I would sit down with a community association, for example, the one in Sandy Hill and say, “We can't afford the swimming pool – what do we do? We can tell you it is closed or we can sit down and figure out what to do – there are parameters – what do we do with it?”

In the summer of 1995 we had a drug problem in my constituency – a city-owned apartment building had been partly taken over by drug dealers. We used the same approach and got everyone involved. We did a survey of residents and found that the 400 youths of the neighbourhood had nowhere to go. We got the idea of a community center. It's an example of how much you can achieve when you get people involved.

That was the beauty of the Future Search process and its follow-up – at the end of the day you had a solution that people had agreed on and they felt respected throughout the process, they felt listened to. If, as a politician, you respect people, they will respect you, which, in my mind, is fundamental to being a politician. Lots of politicians don't do this. That is the teacher in me – bringing to others what the parameters are, what the consequences are and what the options are. For me, leadership is not imposing a specific view, but helping create consensus.

Phil Wasserman is the owner of the Courtyard Restaurant and Mamma Grazzi's Kitchen, both located in the ByWard Market, and is also a managing partner of the ByWard Market Building. He has been chairperson of the Business Improvement Area (BIA) since its conception in 1993.

1. What was the purpose of your Future Search?

The purpose was to try to create a vision of the ByWard Market area that included businesses, residents and anybody with an interest in the place. It was the first time everybody got together in a positive environment to talk to each other.

Before the Future Search there was literally no communication between residents, businesses and also the social agencies and it was more adversarial than anything else. We were looking for a better way of going forward.

The businesses had organized a few years earlier in the Business Improvement Area. Some resident groups were organized. The standholders were another independent group who at that time were not organized into a democratic association. We weren't coming together and sharing information. We needed to learn to like each other and work together.



2. What could you (or others) do afterwards that you couldn't do before?

The Future Search was successful. The actual three-day process was grueling but at the same time meaningful since we had the sense that something was going to come out of it. It was the first time I took part in a facilitated session in my life and the facilitation and information sharing by the two facilitators, Éleine Gaudet and Lyle Makosky, was phenomenal.

The process itself of bringing people together for three days fostered new relationships. We got all persons in the room for three days and came up with outcomes that everyone agreed on. That was quite a feat. There were three distinct groups – the residents, the Business Improvement Area and the standholders. I don't think this has been duplicated in Ottawa. Of course, not every area has standholders but all have residents and businesses. I can't think of another area in Ottawa that has developed that kind of cooperation.

One result was that we developed a newspaper that went on for a number of years and was a joint venture of the businesses to share information. It has since been replaced electronically by a website that is updated regularly.

Another result was that we could involve the residents in some of the Business Improvement Area committees such as the Parking Committee and the Safety and Security Committee in weekly or monthly meetings as things came up. We could have done this before Future Search but no one knew each other. After spending a couple of days together we got to know the people and formed a bond with them.

The Safety and Security Committee has been meeting every month for 10 years since it was established at the Future Search in 1998. There is a great relationship between the residents and businesspeople including office tower businesses impacted by street issues such as panhandling. It has two co-chairs, one a resident and one a business person. It is attended by a staff sergeant from the East Division of the Ottawa Police. The Inspector has attended at times, as well as other members of the force, to give reports on crime statistics and problem areas such as drugs. Phil Powell, the City of Ottawa Markets Manager, also attends.

Before Future Search there were lots of issues between bars and residents, mostly noise and disturbances at late hours. The bar operators came on board to work with the residents and police on the Safety and Security Committee. Now we don't have fights and only some occasional noise issues. The bar operators took an interest in the community and enforced a code of behavior for their patrons. I don't think this would have happened without Future Search.

We now have a very good relationship with the residents group. We don't always agree but try not to fight and moderate our views. We try to support them in their issues and they support us in ours, for example in parking issues. The residents were opposed to the establishment of a new parking lot and we negotiated a temporary agreement that would call for an annual review to look at the changed situation so that they didn't see it as a life-long commitment. It was compromise that might not have been reached before Future Search.

Another example of this cooperation was a situation where a bar operator wanted to expand his patio, an action that would have upset a lot of residents. A compromise solution was reached with the view to modifying and changing it if need be in the future. Before Future Search, there could have been an argument with the residents at odds with the bar operators. Everyone living in the Market knows there is going to be some kind of activity going on, but it was necessary for some owners to get on aboard and realize it was important to work with and satisfy the needs of the residents.

We also developed a little better communication with the standholders. I don't think the standholders would have ever come together as a group without the Future Search process. Most standholders were very independent, as are most small business people. Now, ten years later, they have come together with a democratic constitution and a voice to represent them. They now have an association with a constitution much like the Business Improvement Area with an executive committee that can make decisions. Before Future Search you had cliques and families. It is a vast improvement to what was there before. Ten years ago, there was some violent reaction on the part of some standholders that weren't in compliance with some bylaws introduced by the City of Ottawa. Now they are able to think compromise. The Future Search Conference prepared the standholders to move on and they have come a long way in these ten years.

Such a process is not something you repeat, yet people change. It would not be a bad idea to have a get-together, a refresher, in order to evaluate where everyone thinks we're at. We're due for another reunion.

3. What leadership was evident and what leadership emerged leading to, during and since the Future Search?

Everyone showed their best effort. The process tempers radical extremes and brings people to consensus. There were some more enlightened people who emerged from the process as leaders. Stéphane Émard-Chabot, the City of Ottawa Councillor at that time, led by championing the process and by participating. Phil Powell, the City of Ottawa Markets Manager, had a depth of knowledge of the issues around the Market and showed leadership by providing information and the ramifications of possible courses of actions. Éline Gaudet and Lyle Makosky were outstanding as facilitators and Gerry Rochon and Michel Quenville stepped up in representing the standholder group.

Rocco Nicastro owns the food specialty store *La Bottega* in the ByWard Market. He and his nephew, **Pat Nicastro**, have operated the store since 1995. This has been a family business since the first store was opened in Ottawa 35 years ago, following a tradition going back five generations. Rocco attended the three-day Future Search Conference in 1998 while Pat minded the business.

1. What was the purpose of your Future Search?

The purpose basically was how to improve the ByWard Market. Ten years ago there were a lot of issues and a lot of different opinions on how to address them.

As business owners in the ByWard Market, we fill a niche as a family-owned specialty food shop. We don't want to be a supermarket and have built up a relationship with our loyal clientele.

The city of Ottawa was supportive of the idea of encouraging local retailers and producers, yet it was faced with a number of issues. The Market had become more of a vendors' flea market

and many outdoor vendors were importing produce and retailing it on the Market. With the lack of local produce, we were losing business to other markets.

Parking was also an issue ten years ago; it was one of our customers' most common complaints. Customers want to park and shop. It is still an issue today. There were also complaints from customers about aggressive panhandlers and intoxicated people on the streets.

So the purpose of the Future search was to improve the ByWard Market area by concentrating on giving it more of a local flavor. The City wanted the vendors to sell more local produce, it wanted more food retailers and less bars. The question of parking had to be addressed. Basically, the City and the business owners wanted to make the Market known as an Ottawa destination.

2. What could you (or others) do afterwards that you couldn't do before?

The biggest benefit we have seen in the ten years since Future Search is that the Market has become a destination of choice, both to visit and to live in. There has been an influx of people coming to live in the Market - seniors, professionals and young people who are attracted to the lifestyle. Ten years ago there were no condos, now there are many more customers within walking distance. The ByWard Market Building has become more of a destination.

The Market is now known as a safe place. Before, our staff was afraid to leave the store late, there were intoxicated people coming into the store, being aggressive, coming after



customers. Now there has been an improvement in dealing with the homeless, there is more police presence. Prostitution has disappeared and vandalism has diminished. These improvements have helped business.

One issue that has not been resolved is that of parking. There needs to be more efforts taken to provide more spaces so that customers can park and spend the day in the Market, public transit needs to be encouraged more.

At the Future Search in 1998, a lot of issues came up that we didn't know about. It was an education for us to learn about these issues. We felt listened to, our comments were recorded, and people heard what we had to say. We got to know a lot of stakeholders we didn't know before, such as the members of the Business Improvement Area and our City Councillor, Stéphane Émard-Chabot. We got to know our neighbors and now our relations with them are very good. At that time, we were working seven days a week and the conference provided an opportunity for us to get to know others business in the Market, to build clientele and to become a customer to their businesses.

If there had been no Future Search, issues would not have been talked about and progress wouldn't have happened as fast. We got to know what worked and didn't. It was good teambuilding and we should do it again. We appreciated the three annual reunions and think there should be a reunion every ten years.

3. What leadership was evident and what leadership emerged leading to, during and since the Future Search?

Stakeholders with genuine, long-term interest in the Market were more vocal and accomplished a lot. Phil Powell, the City of Ottawa Markets Manager, always represented the interests of merchants and fought for us and vendors. He was engaged as a leader. We built a strong relationship with him, if there is a problem, we go to him and he will do what he can.

We got to know our city councillor, Stéphane Émard-Chabot, at the Future Search Conference, which was an informal way to get to know people. He listened to us and knew our concerns. Other councillors don't listen, yet they should even though it's not their ward, for the Market is meeting place for City of Ottawa and brings together people from Kanata, Orleans and all parts of greater Ottawa. In the next Future Search about the Market, more councillors from City of Ottawa would need to be involved in order to look at issues such as parking from a more city-wide perspective.

Lyle Makosky is President of InterQuest Consulting which specializes in strategic and process consultation. Lyle was a co-facilitator of the Steering Committee in the planning process leading up to the Future Search Conference in 1998 and co-facilitated the three-day event and the three follow-up reunions.

1. What was the purpose of your Future Search?

The genesis was in two sources. One was a group of facilitators that was attending a Future Search training workshop in Ottawa the year before. As part of the agreement in attending the workshop, they were supposed to give back to the community by facilitating a community development event in the period following.



The second driver was that the ByWard Market at that time was in a fair bit of disharmony and dysfunction. There were issues around farm produce standholders and their rights to spaces, who ought to be there and not. There were conflicting groups within the standholders and advocacy groups. There were issues around bylaws governing the standholders and potential representation to a court challenge that saw the Market Bylaw quashed. There was conflict with the City of Ottawa management of the Market area. Residential groups were increasingly angry about the noise levels from customers coming out of bars late at night. There were security issues in the Market area. Businesses were angry that there was a lack of management of the future of the area from the City, property values were degrading while their taxes were going up. The sense was we needed a better way to bring some common ground to the situation.

Because the existing constructs were confrontational and not collaborative, that kind of management of the future of the ByWard Market was not going to work. The City staff, combined with paid advocates and consultants representing special interests and interest groups all carrying their own agenda and in competitive conflict with one another, was not a model for building anything.

By the time the Steering Committee had created enough understanding of what was possible, we came to understand as the purpose the following:

- To create a compelling, holistic future vision for the ByWard Market area that would incorporate all the various interests and aspirations of the residential stakeholders, the business stakeholders and the visiting public - a compelling vision for the future that would address the key areas of dysfunction and disharmony
- To outline an implementation plan that would coordinate and drive initiatives in the various dimensions needed to move the Market area towards that desired vision
- To inspire and generate among the stakeholders and the interests in the area a collective will, a willingness to work together and some kind of governance model to carry the plans into the future

2. What could you (or others) do afterwards that you couldn't do before?

1. As a result of the Future Search, the stakeholders in the ByWard market area were able to unite in common cause and find grounds for agreement instead of the disharmony and dysfunction that was present before.
2. Before the Future Search, there was no agreement on how problems should be solved and issues addressed in the Market area. There were scattered groups of interests operating with their own sense of mandate and purpose without the agreement of the collective will of all the groups. As a result of Future Search, people were prepared to allocate responsibility and leadership to action groups which incorporated diverse representation and with agreed mandates to pursue agreed changes and improvements in the ByWard Market as the agenda. So whether they were working on improving the bylaw codes, the esthetics, the infrastructure, or the safety and security issues, etc. people said, "We'll allocate responsibility and the right to proceed ahead, we'll give over our interests to that group of people with trust." There was no way on earth we could have done that before.
3. Because the Future Search led to an agreement on a continuity of vision, there was a desire to convene the interested and involved parties in a regular annual review where the group looked at how progress was going, refreshed the vision, filled in the gaps and recalibrated action plans. This couldn't have happened before.
4. Before Future Search, there was no way to advocate the collective interests and aspirations of the ByWard Market. Each group would indicate what their issue agenda was and the City probably had some views in city planning terms, but there was no way to represent a collective vision. As a result of Future Search, there was a possibility to summarize a collective vision, to describe the profile of the future ByWard Market to whomever - to governments at all levels, to policy makers, to city designers and planners, to the visiting public, to the province, etc. They had a product that people agreed upon.

In regards to my own work as a facilitator, much of what I have learned over the years in multi stakeholder planning processes has come from the methodology of Search Conferences. The genesis of Future Search can be found in the Search Conference methodology. The two methods are fairly comparable, though they have a slightly different philosophy and structure. I had experience in applying the Search Conference process in community settings for several years before this occasion. The process and experience at the ByWard Market confirmed the principles of Future Search, namely:

- To map into and include all of the interested and impacted parties throughout the process – from the definition of the purpose, in the design, the structuring of the process and in the follow-up
- To use a logical kind of building process rooted in recognition of the history and foundation of the area, so that one doesn't come across as having a new vision and ignoring what has gone before
- To build common ground amongst what can be very diverse, conflicted interests, as a way of taking one into the future which is a little different from some problem solving models which attempt to acutely define what the problem is, accentuate it

and find ways of negotiating and finding reconciliation. The Future Search principle is to recognize what all the problems are and yet not take them head on, but rather define a positive future and use that to create the common ground that will pull us together. And if, along the way it solves individual issues, conflicts and gaps, as it usually does, so be it.

3. What leadership was evident and what leadership emerged leading to, during and since the Future Search?

Certainly there were certain individuals whose leadership was critical and who stood out, both going into the process and emerging during it.

For example, Phil Powell, the markets manager (City staff) in agreeing to take on the Future Search as a process, provided quite a balanced and professional stature throughout and did not fall into a control mode or unduly influence in the background. He operated with great integrity, allowed the process to unfold and trusted the two facilitators to design and manage the process. During the process, he was quite responsive and positive and has been great in the follow-up as well.

Clearly, from a City government and political point of view, Councillor Stéphane Émard-Chabot's role was key as the City of Ottawa was the big stakeholder in terms of power and resources and ability to set and change bylaws, and to effect the literal footprint of that community. The role and approach that Stéphane took up was pretty key and I thought he took on the right tone which was a thoughtful and progressive, providing constructive input and representation from the City. He did not become defensive or fall back on a codified municipal response. So all of that was wise and quite worthy and demonstrated his leadership.

There were other people as well, 8 or 9, from the community who stood out as bringing forward important leadership during the process.

I would like to say more about the concept of leadership. It is related to the second question as to what we could do after the Future Search that we could not do before.

There was a sense of collective leadership that emerged. By that, I mean a willingness to hand over responsibility and authority to act in certain areas and be guided by a governance model that was composed of fairly informally defined mandates - they were not legal constructs, they were not institutionalized. For example, the Safety and Security Committee had no legal or formal authority, was not formally accountable to anyone except to act in good faith and report to the collective – it required a lot of trust for all the stakeholders to say, "That group of five has our trust and they're going to work on our issues in that area."

People came out of the Future Search with a new awareness and recognition that leadership does not exist just in the elected and in the most powerful, but rather that all of the stakeholder groups had very worthy, capable and balanced leaders who emerged and who could speak, interestingly enough, not only to their own constituency interests but also to the collective interest of all. That is the mark, in this kind of process, of a real leader - someone who can come from and represent a constituency but also have a balanced view to think of the collective future of all.

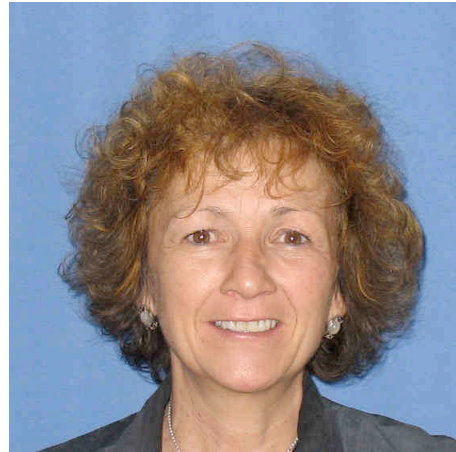
Some individuals revealed leadership abilities that they and certainly others did not know they had. I think that the Future Search process partly contributes to that because they become inspired by the collective vision. They see the possibilities of practical action that can make a difference, something that they have maybe secretly hoped for. Through this, they find a way to find their voice and to use it to provide insight and direction. So sometimes they can surprise themselves as well as surprise others, in bringing forward this sort of 'generative leadership' which is impressive and inspiring.

***Élaine Gaudet** was Manager of Corporate training for the City of Ottawa until 1995 before becoming President of her own consulting firm, Elaine GAUDET & ASSOC. INC. Élaine was a co-facilitator of the Steering Committee in the planning process leading up to the Future Search Conference in 1998 and co-facilitated the three-day event and the three follow-up reunions.*

1. What was the purpose of your Future Search?

The purpose was to find clarity and buy-in on a way forward for the ByWard Market whose stakeholders were in a critical state of conflict.

A key element of the conflict was the standholders who were trying to get themselves organized in their resistance to the direction the City of Ottawa wanted to take. In my capacity as Manager of Corporate Training at the City at that time, I was asked by Phil Powell, the Manager of the ByWard Market, for support. In 1995/96 I facilitated meetings with some of the vendors.



Even within that one stakeholder group there were many factions and the deeper we explored, the more complex the issues became. There was less clarity, less common ground. The one good result was the standholders' appreciation to being heard and speaking together in a forum that made space for dialogue as opposed to the traditional consultation forum of microphones that one individual at a time would use to speak their story to anyone in the usually big crowd who might be listening.

Efforts were made by the different stakeholder groups to promote their interests in the Market; one faction of the standholders used a consultant - the residents, the Business Improvement Area, along with other individuals and groups lobbied the City directly. It was a one-way street to City hall.

There were numerous meetings - committee meetings, meetings with politicians, City Council meetings - all of these made challenging by bureaucratic procedures. Yet everyone kept turning in circles and nothing was resolved for those who had a stake in the Market - for the shopkeepers, bar operators, vendors and residents.

The ByWard Market is at the heart of Canada's national capital and what was happening there in 1998 was not impressive. It was "boring" and plagued by problems like prostitution. The issue was hot and volatile, attracting attention on the municipal and even federal political levels and making headlines in the local and national newspapers. Yet there was a nugget of energy and vision of what the ByWard Market could be with some of the City staff.

The City of Ottawa had wasted so much energy and time to address the situation. Experts had developed a strategic plan. It still wasn't working, there was still conflict. As some people said, "It's been going on for 100 years!" So we were at a loss at the City – what was the way forward? We needed to find some kind of way forward acceptable to all, some kind of consensus. And then we discovered the Future Search process. From

that point on, we could see the light at the end of the tunnel, as attested to in the case study available on the Future Search website.

2. What could you (or others) do afterwards that you couldn't do before?

I had been working as a process facilitator for a number of years when I attended a training session with Marv and Sandra. This led to doing my first Future Search for the ByWard Market.

This training drastically shifted the way I worked with groups from then on, not just in doing other Future Search conferences, but in applying Future Search principles across my entire consulting practice. It gave me the language and tools to much I did intuitively, and to more effectively plan, design and facilitate meetings that would help my clients get what they really needed and wanted and this, in the shortest time possible. I have found that both conditions for success and every piece of Future Search methodology are applicable to work with individuals, in teamwork, and not just in strategic planning.

Getting the whole system, the “whole elephant” in the room: I ask my clients to agree to have all stakeholders, everyone who's got a relationship to the question, to be part of the meeting and to hear from everyone in a forum for equal voices, an equal playing field.

Global context, local action: At every single meeting since Future Search, I ask the lead client to give a broader political and organizational context to the purpose of the meeting. As an educator, I find it a fabulous way to optimize doing a meeting. Everyone won't receive it in the same way but will stimulate reflection and conversation that can then so easily lead to finding common ground.

Keeping the conversation aimed at finding common ground and focusing on the future, not looking at problems and conflicts: I knew before that irritants are very seldom resolved and that they are usually founded in preferred strategies stimulated by personality differences. At meetings, I focus the attention towards the questions: “How are we the same, what do we all really care about? What do we want to do differently and how can we do these things differently?”

Looking at the past, owning the present, and creating our future: These are the elements of a typical planning process, yet the unique aspect of Future Search is that the three elements are all done in a short time with all people present, moving back and forth between stakeholder and max/mix groups.

Standing in the future - what are you ready, able and willing to do without permission or negotiation?: When people sign up for what they are ready, willing and able to do without negotiation or permission, they make a public declaration, an expression of intention where their integrity will be observed and assessed. I have continually enjoyed observing the results of this question. It is very telling about the mood of participants for, as we know, mood predisposes action. If people's hearts are not into something, they will not do it with the same commitment nor show the same accountability for results. If they put their name to something as a result of this question, sponsors and facilitators have an amazing opportunity to assess commitment and accountability in the moment

with a view to identifying which projects might need extra support in order to succeed and what that support may be.

Healthy meeting conditions, i.e. natural light: This principle, grounded in Future Search experience, gave me the courage to stand in my position and to request from clients meeting rooms with natural light in order to enhance the conditions required for good conversations. To get them on board I ask clients where people have the best conversations, i.e. kitchen, cafes, and set up the room accordingly with tablecloths, candles, flowers, etc..

Sleeping twice – the process work behind process work: During a three-day Future Search Conference, many participants leave the first day feeling some discouragement and maybe even a little overwhelmed as the complexity emerges. Then they sleep and have the energy to talk about and create a desired future. After the second day, they sleep again and have the space and opportunity to reflect on what they are ready and able to commit themselves to.

Personally this principle has supported me in making correct decisions. I now trust that time, such as a couple of nights' sleep, will help me feel confident that my decision is the right one.

The timeline on the levels of personal, organizational and global experience: It happens continually in organizations that new employees are coming on and others are leaving to retire. I use the timeline in meetings to optimize the experience and talent of long-service colleagues. It helps younger and or newer people to get a sense of what's been going on in the organization and to honor the more experienced colleagues who often get pushed aside as retirement approached. It is a great tool to honor and become more aware of the past.

3. What leadership was evident and what leadership emerged leading to, during and since the Future Search?

My personal philosophy is that everyone is a leader in his or her own way and that, in an organization, a leader is anyone who wants to make a step forward towards change.

I have observed this in all the stakeholders of the 1998 ByWard Market Future Search when people who were “ready, willing, and able” signed up and committed to action. The fact that it is still continuing ten years later is evidence of leadership.

Strong leadership was shown by Phil Powell, the manager of the ByWard Market. In the entire period from before Future Search until now, he has been committed to the vision, accountable for all steps forward and with unshakeable resolve has stayed focused on the expected results. His length of service has provided incredible stability in his becoming the steward of the outcomes of Future Search - he has never left it off his radar screen.

Phil Wasserman, a businessman in the Market, showed great leadership in respecting the expertise of the facilitators and supporting them although he had no experience in process facilitation. He also, with unshakable resolve, has stayed present over the years, each step of the way. Leaders take risks!

Stéphane Émard-Chabot, a politician, represented the ByWard Market as City of Ottawa Councillor at the time leading up to, during and after the conference of 1998. It was so refreshing to experience his openness to the possible benefits, his humility and his staying power. He was present throughout, participated on the Steering Committee and went to all the follow-up reunions. A caring politician and a resident of the Market, he never used his political authority and embraced the principle of equal voices/ partners around table – a rare form of political leadership.

There was an amazing synergy on the Steering Committee between Stéphane, Phil and the two facilitators, Lyle Makosky and myself. It was built on relationships and around a result that we all wanted - to engage people in creating the vision of what they really wanted for the ByWard Market.