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**File: Dundas Place Management
Planner: K. Killen**

TO:	CHAIR AND MEMBERS PLANNING AND ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	DUNDAS PLACE MANAGEMENT AND DUNDAS PLACE FIELD HOUSE NOVEMBER 20, 2017

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning and City Planner, the following actions be taken with respect to Dundas Place Management and Dundas Place Field House:

- a) the Dundas Place, Place Management Model attached hereto as Appendix “B” **BE ADOPTED**;
- b) the Dundas Place Governance Model and the Dundas Place Operational Model attached hereto as Appendix “C” **BE ADOPTED**;
- c) subject to the approval of the 2018 Budget Amendment through the 2018 Budget Update process, attached hereto as Appendix “A”, Civic Administration **BE DIRECTED** to:
 - i) provide funding through Main Street London for the hiring of one full-time employee as the Dundas Place Manager for up to a two-year temporary term commencing in 2018;
 - ii) provide operational funding to achieve increased standards of maintenance, security and activation on Dundas Place;
 - iii) establish one Dundas Place Field House;
- d) the Core Area Steering Committee **BE DIRECTED** to set the mandate, goals, objectives, and performance measures of the Dundas Place Management entity and that the MainStreet London Board **BE REQUESTED** to execute management oversight of this entity; and,
- e) Civic Administration **BE DIRECTED** to report back at a future Planning and Environment Committee meeting to report on results of monitoring all aspects of Dundas Place Management by mid-2019 in order to inform the development of the 2020-2023 Multi Year Budget.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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- May 14, 2012: Civic Works Committee – Dundas Street Improvements Formulating an Implementation Plan
- August 25, 2014: Civic Works Committee – Dundas Flexible Street Scoping Study, Consulting Engineer Assignment Increase
- February 3, 2015: Civic Works Committee – Dundas Flexible Street Scoping Study
- February 26, 2015: Council – Dundas Flexible Street Project Source of Financing
- April 7, 2015: Planning and Environment Committee – Our Move Forward: London’s Downtown Plan
- June 2, 2015: Civic Works Committee – Appointment of Consulting Engineer for the Dundas Place Environmental Assessment
- January 28, 2016: Strategic Priorities and Policy Committee – Downtown Infrastructure Planning and Coordination
- October 4, 2016: Civic Works Committee – Infrastructure Canada Phase Once Investments Public Transit Infrastructure Fund
- December 12, 2016: Civic Works Committee – Dundas Place Environmental Study Report
- February 7, 2017: Civic Works Committee – Dundas Place Detailed Design & Tendering Appointment of Consulting Engineer

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BACKGROUND

Dundas Place will physically transform Dundas Street between Wellington Street and the Thames River from a route to move through, to a destination for shopping, leisure, civic activities and celebrations. It will become a visibly unified space paved from building face to building face creating a flexible environment. While vehicles can still be permitted passage and parking when appropriate, the space will more effectively accommodate outdoor activities associated with the buildings along the street and be more easily transformed for planned functions and events when closing the street to vehicles.

Capital funding for the Environmental Assessment was approved by Municipal Council on February 26, 2015, in conjunction with the *Dundas Place Scoping Study*. The Scoping Study noted that the calculation of reliable operating and maintenance costs associated with Dundas Place, which will range from maintenance of the high-quality public realm to event programming and planning, can only be undertaken during the detailed design stage of this project.

In April 2015, Municipal Council adopted *Our Move Forward: London's Downtown Plan*. This Plan identified the first transformational project within the downtown as the redesign of Dundas Street as a linear public space with the flexibility to accommodate festivals, outdoor patios, and on-street parking when desired.

At its meeting held on September 13, 2016, Municipal Council resolved:

That the Civic Administration BE DIRECTED to report back at a future meeting of the appropriate Standing Committee with respect to the Dundas Street Flex Programming to be considered concurrently with:

- a) *the report on the Environmental Assessment is brought forward with draft Terms of Reference;*
- b) *a Business Plan; and,*
- c) *a pilot project being undertaken during the study period to study Market Lane to assist in establishing the "Dundas Flex Street Programming Authority" that would have the authority to establish programming for the Dundas Flex Street and would include the following individuals in the formulation of the draft Terms of Reference and Business Plan including, but not limited to, the following organizations:*

- *Budweiser Gardens;*
- *London Convention Centre;*
- *Downtown London Business Association;*
- *Tourism London;*
- *Fanshawe College;*
- *City of London Staff;*
- *London Arts Council;*
- *London Music Hall; and,*
- *the London Fringe Festival*

it being noted that the Planning and Environment Committee reviewed and received the following communications with respect to this matter:

- *a communication dated August 22, 2016, from Councillor T. Park; and,*
- *a communication dated September 1, 2016, from J. MacDonald, CEO and General Manager, Downtown London. (2016-D19) (AS AMENDED) (18/15/PEC)*

In December 2016, the Environmental Assessment for Dundas Place, which better defined the feasibility and limitations of the project, was presented to Council. The Environmental Assessment identified that "a robust programming and management strategy is equally important [as the physical redesign] to the transformation success." It also noted that "Dundas Place should be managed as an independent public place, not just as a public street, with a defined mandate and operating budget." In the associated staff report, the estimates for enhanced maintenance were revised and updated based on the new information obtained. The cost estimates for the Dundas Place management entity remained constant; however, it was noted that "significant annual investment into programming and activation may be required depending on the model selected,

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the nature and frequency of events and other desired soft services.” The extent of funding required for programming and activation was to be determined once the scope of the organizational concept was better defined.

The Core Area Steering Committee (CASC) was established in 2017. This is a subset of Senior Leadership Team Managing Directors whose responsibilities regularly involve addressing identified core area issues. The CASC is identified as the Executive Approval entity for progress on the Dundas Place capital project. Within the CASC, there is consensus that animation and activation as well as security will be of the utmost importance to ensure the success of Dundas Place. The CASC is directing a Market Lane pilot project integrating maintenance, security, and activation, in a time- and territory-limited way to “beta-test” approaches intended for Dundas Place. Results expected in December 2017 will help to inform future management of Dundas Place.

Throughout 2017, downtown events held on Dundas Street, entirely or in part, were evaluated and reported on to gather information and feedback. Through this process, it was consistently identified that a single point of contact would have made the organization and execution of such events more manageable. Event organizers have different levels of knowledge and experience, which makes the process of organizing these events somewhat inconsistent. The intent is to pass down this knowledge to a future Dundas Place management entity as a baseline and to inform future processes and procedures.

As a part of the 2018 annual budget update process, a request for additional funding has been submitted (Appendix “A”), which primarily addresses operating costs associated with Dundas Place. The subsequent recommendations in this report are subject to the approval of this Budget Amendment, as funding for hiring the Dundas Place Manager and to secure a field house is detailed within the Budget Amendment.

RATIONALE

The first Strategic Direction in *Our Move Forward: London’s Downtown Plan* is to “Make Dundas Street the most exciting place in London”. Following from this, Dundas Place is the first Transformational Project identified in the Plan. Dundas Place is intended to be a unique space in London and to reinvent London’s mainstreet to serve as a destination and a public space. Its function will be far beyond that of any other right-of-way. It will be readily adaptable for interior uses to be easily able to “spill out”. Events and activities will also be regularly programmed as the space is intended to be consistently active.

As Dundas Place will be a public space purpose-built for events and frequent closures to vehicle traffic, it bears comparison to other purpose-built public space, indoor or outdoor. Major parks, urban plazas, pedestrian malls, arenas, and performance halls all require dedicated staff to schedule activities, market events, clean and maintain the space, and provide security. The nature of these spaces demand a structured and dedicated management team for operations to run smoothly.

To ensure the success of Dundas Place as “the most exciting place in London”, it is essential that a place management model is established from day one. Staff need to be identified and assigned the duties required to operate and maintain the space for it to reach its full potential. Procedures need to be established in order for the different functions of the space to transition as required. Guidelines need to be established to direct event operators through the process of holding an event. As described by John Mant in the article *Place Management as a Core Role in Government* (2008), “A place manager is an officer who has been given clear responsibility and accountability “to do what is needed” to achieve the outcomes for a place.” In addition, Mant states that “allocating responsibility for place management provides an officer who can, at the very least, mediate the consequences for places of the application of system polices” (2008).

This concept of a “place manager” or a “place management office” is not a new or unique idea. Project for Public Spaces (PPS) identifies a “management plan” as one of the ten principles for a successful square (2005, PPS) and there are many examples throughout North American of urban public spaces with a dedicated management team. As mentioned previously, the notion that a management entity would be required as a component of Dundas Place was identified early in the planning stages for this project. The management method and organizational structure was

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intended to be solidified prior to the construction of Dundas Place to ensure the space is managed from opening day.

PLACE MANAGEMENT STRATEGIES

Public spaces in four Canadian cities were reviewed as input into this report: Sparks Street in Ottawa, Yonge-Dundas Square in Toronto, Stephen Avenue in Calgary, and City Square Plaza in Regina (refer to Appendix “D”). These public spaces are all located within their respective cities’ downtowns and are designed with the intent to provide flexible space for events and activities and therefore directly relevant to Dundas Place.

Toronto’s Yonge-Dundas Square is a one-acre outdoor public space surrounded on all sides by streets and designed as a focal point for the city’s downtown area. The City of Toronto established the Yonge-Dundas Square Board of Management in 2001 as the first public-private partnership in Canada to operate a public square. The Board is comprised of 15 members, with representation from the City of Toronto, the Downtown Yonge Business Improvement Area (BIA), local businesses, and the residential community. The board manages, operates, controls, and maintains the square's outdoor public space and activities on behalf of City Council. The Yonge-Dundas Square Team is responsible for implementation of the management strategy. This team is made up of eight staff members, led by a General Manager.

Calgary’s Stephen Avenue is a major pedestrian mall in downtown Calgary. The street is closed to vehicle traffic between 6:00am and 6:00pm throughout the year. The Calgary Downtown Association (CDA) takes the lead on event programming, with two CDA staff members dedicating approximately 70% of their time to the management of the Stephen Avenue. The City of Calgary contracts out maintenance staff for the space; these staff report to the Operations & Downtown Pedestrian Mall Manager (CDA staff). Additional staff are subcontracted as needed.

Sparks Street is a pedestrian mall in Ottawa open to vehicles only for servicing and deliveries. It has a dedicated group of four full-time employees and one summer student; this group reports to the Sparks Street BIA and the Sparks Street Mall Authority through the Executive Director. They have been experiencing some difficulties in terms of staffing and it has been suggested that one additional full-time employee and an additional summer student would be better able to cover evenings and weekends.

Regina’s City Square Plaza is a block of 12th Avenue, merging the downtown commercial hub to Victoria Park on a curbsless street that is periodically closed to through traffic. It is unique in this review as the City of Regina did not have a management plan in place after City Square Plaza was re-designed in 2011. Due to this, they have faced many operational issues and have since prepared a “Visioning Report” to help guide the future operations of the plaza. They have identified significant gaps and are in the process of creating a more structured system for managing the space. Generally, the City of Regina staff work to book and coordinate services required for each event, while direct programs are delivered by community organizations and the Regina Downtown BIA.

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The table below (Table 1) summarizes the staffing and reporting structure of each location.

Table 1 – Summary of Place Management Models

	Dedicated Employees	Reporting Structure
Sparks Street, Ottawa	4 full-time staff (plus one summer student)	Employees report to the Executive Director, Sparks Street BIA and Mall Authority; the Executive director reports to two boards: Sparks Street BIA Board and Sparks Street Mall Authority Board
Yonge-Dundas Square, Toronto	8 full-time staff	Employees report to the General Manager who reports to a 15-member City board dedicated to the management of Yonge-Dundas Square
Stephen Avenue, Calgary	2 Calgary Downtown Association (CDA) staff dedicate 70% of their time to Stephen Avenue; 2 cleaners contracted by the City	The CDA staff report to the CDA Executive Director; the Executive Director reports to a 12-member board. The cleaners report to the Operations & Downtown Pedestrian Mall Manager (CDA staff), but are contracted by the City Roads Department.
City Square Plaza, Regina	1 City staff member dedicates most of their time in the spring/summer/fall	The City Community Consultant is located in the Sport and Recreation Branch and reports to the Coordinator of Sports Facilities and Special Events

The above examples illustrate that creating an entity to manage public outdoor spaces, which accommodate vehicles to varying degrees is becoming a common practice. However, there is not a consistent approach to managing these spaces. One common feature among them is that there are strong connections between the Business Improvement Associations and the City in the management models reviewed. Each is adapted (or adapting) to the context and circumstances in which they were created.

DUNDAS PLACE, PLACE MANAGEMENT

In determining how the place management entity for Dundas Place should function, there are three organizational structures that need to be established: (1) the Place Management Model, (2) the Governance Model, and (3) the Operational Model.

Place Management Model

The overarching place management model for Dundas Place was outlined in the Budget Amendment (Appendix “A”) and focuses on three main functions: the maintenance, activation, and security of Dundas Place (illustrated in Appendix “B”).

The physical maintenance of Dundas Place will require specialized procedures and targeted efforts to maintain the space to a high standard, as the Dundas Place segment of Dundas Street will have a different surface treatment than all other roads maintained by the City. Maintenance in terms of the cleanliness of the space, such as garbage, snow and graffiti removal, is also intended to be implemented to high standard. Enhanced maintenance may include such functions as more frequent or priority snow clearing, power washing, street sweeping, litter clean up, and garbage and recycling collection.

Activation of Dundas Place is critical to its success, especially in the early stages as Dundas Place establishes itself as a flexible environment for informal day-to-day use and staged events and activities. It will be essential to prepare and maintain a procedure manual specific to Dundas Place or to add and update policies to the existing *Special Events Policies and Procedures Manual* to direct events on Dundas Place. Further to this, it will be important for event organizers to be guided through the process and procedures to ensure that the events and planned activities in the space are organized, attractive, and well attended. Considerations also have to be made for

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scheduling and programming, facilitating street closures and bollard relocation, ensuring seasonal decorations and outdoor furniture are properly installed and stored, marketing and media relations, event promotions and liaising with the media. In addition, undertaking activities to generate revenue to assist in offsetting the expenditures associated with the operations of the space will need to be delegated. This could include sponsorships and fundraising events and researching and undertaking revenue-generating activities.

As Dundas Place is intended to be frequently programmed, coordinating police and security personnel to ensure that the space feels safe and welcoming to all will also be a priority. Security considerations may cover such matters as working with London Police Core Unit Foot Patrol as necessary, installing additional cameras, and contracting security personnel for specific times and/or events.

Governance Model

The proposed governance model for Dundas Place addresses the hierarchical reporting structure and funding flow for a Dundas Place Management entity. This model is illustrated in Appendix “C” of this report.

Municipal Council, through the Core Area Steering Committee (CASC), is intended to set the mandate, goals, objectives, and performance measures of the Dundas Place Management entity. The proposed Budget Amendment includes annual funding of \$75,000 and \$100,000 over the next two years to hire staff dedicated to the management of Dundas Place.

In terms of the reporting structure, MainStreet London already exists with a mandate to operationalize a strong connection between the London Downtown Business Association (LDBA) and the City of London. This organization was established in 2001 and several of its purposes are directly in line with the goals of Dundas Place, including (iii) promoting and developing cultural, artistic and educational events and activities in the downtown London area; (vi) fostering the cleanliness and beautification of the downtown London area; and, (viii) fostering goodwill and respect of the downtown London area. For this reason, funding is proposed to be directed to MainStreet London for Dundas Place Management staff. Hiring would be done by MainStreet London in coordination with the goals and objectives set by Council through the CASC. MainStreet London would provide the physical office space for the Dundas Place Management Staff and also act in a staff supervisory role through the MainStreet CEO. Recognizing that Dundas Place is a City “facility”, and the limitations that the *Municipal Act* places on Business Improvement Association activities, no funds from the LDBA levy will be allocated to the position.

Operational Model

The proposed operational model for Dundas Place takes into consideration staff and other resources and how tasks are assigned and communicated. It represents a two-way flow of information to ensure the operational duties are efficiently executed and coordinated. This model is illustrated in Appendix “C”.

One primary constraint is the available funding for a dedicated management office. If approved, the funding available would permit one full-time employee on a two-year temporary basis. A single person cannot fulfill the breadth of functions required to manage Dundas Place. Therefore, this position will need to draw from existing resources at the City and primarily be responsible for the coordination of efforts by liaising with City staff and the London Downtown Business Association (LDBA). The temporary nature of the position would allow flexibility in revising and adapting the position responsibilities after the two-year term concludes; however, it may also limit the field of candidates available for the position. A two-year full-time temporary employee dedicated to the management of Dundas Place will be a positive step in establishing a place management strategy. This staff position will be monitored throughout the two-year period and the results may ultimately lead to a permanent position, which will inform the development of the 2020-2023 Multi-Year Budget.

The new staff member is intended to be the Dundas Place Manager. This person is proposed to administratively report directly to the MainStreet London CEO and to coordinate with City and agency staff in executing the maintenance, activation, and security of Dundas Place. The Dundas Place Manager will need to coordinate their efforts with the resources of: the Core Area Steering Committee, the Core Area Coordinating Team, the Arts Council, the City of London Music Office, Tourism London, and the LDBA.

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DUNDAS PLACE MANAGER

Existing place management staff positions were used to guide the Dundas Place Manager sample job description (Appendix “E”), namely the Operations and Pedestrian Mall Manager (Calgary), the Executive Director, Sparks Street Business Improvement Area and Mall Authority (Ottawa), and the Manger of Events (Toronto). The Dundas Place Manager would be primarily responsible for ensuring that efforts are coordinated and efficient with respect to the day-to-day operations of Dundas Place and Market Lane. This includes functions which ensure the maintenance, activation, and security of the space. The Dundas Place Manager would work closely with existing City staff and resources to achieve the desired level of service. A summary of the initial responsibilities of the Dundas Place Manager is listed below, grouped by level of responsibility.

The Dundas Place Manager will be directly responsible for:

- Developing procedures and standards in coordination with various service providers and reviewing them annually
- Marketing and promoting events
- Updating Dundas Place social media
- Preparing media releases/statements related to Dundas Place
- Maintaining a calendar of events
- Scheduling and organizing events
- Recruiting events and partnering with the LDBA to recruit events
- Working with property and business owners to activate the street with regular attractions (bringing the inside activity out onto the street)
- Guiding event organizers through processes and procedures
- Investigating revenue-generating opportunities, such as sponsorships

The Dundas Place Manager will be responsible for liaising with staff for the coordination of:

- Closing streets and relocating/removing bollards
- Scheduling power washing, street sweeping, and litter pickup – regular schedule and before and after major events
- Scheduling the installation of seasonal decorations
- Scheduling repairs
- Arranging for additional security personnel as needed
- Developing branding unique to Dundas Place
- Arranging the set-up and removal of portable and moveable furniture, planters, and bollards
- Staging for events and activities

The Dundas Place Manager will not be directly responsible for:

- Traffic management/control
- Clearing and removing snow
- Collecting garbage and recycling
- Providing security and policing enforcement
- Repairing damage
- Lifecycle maintenance
- Producing events

Future Review

As Dundas Place will be a new environment and introduce a flexibility for uses that previously did not exist, it is anticipated that the role of the management entity will evolve over time as Dundas Place matures and establishes itself within the network of downtown spaces and within the city generally. It is important to acknowledge that it is impossible to comprehensively anticipate all needs of the Dundas Place Manager. That being said, much can be learned from the four management models reviewed and these practices were considered and adapted to the opportunities and constraints within London’s context for the recommended place management strategy.

As noted, the Dundas Place Manager staff position is intended to be a two-year full-time temporary position and it is anticipated that the role and responsibilities of this position be monitored by the CASC based on clear performance measures and reviewed by mid-2019. At the time of this review, it is intended that the position would be revised and modified as needed based on the experience gained; this may ultimately lead to a permanent full-time staff position, which

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will inform the development of the 2020-2023 Multi Year Budget.

FIELD HOUSE

Dundas Place, as mentioned, is intended to be a flexible environment suitable to a variety of events and activities. To support such activities, it will be important to have a multi-functional indoor space dedicated to Dundas Place, in a similar way that a field house supports an athletic field and the associated events. The Dundas Place “field house” may provide a space for public washrooms to support those who on Dundas Place. It would provide a dedicated space for storage of moveable furniture, street decorations, and some maintenance equipment. It would act as a greenroom and a backstage for performers. Additionally, it would also provide a space for tourist information and security personnel to be stationed. Depending on the characteristics of the selected space, not all of these functions may be accommodated at the outset.

Due to the many functions of a Dundas Place field house, the importance of the location of this space should not be overlooked. It will need to be easily accessed from Dundas Street and best located near a possible stage location. Due to the linear nature Dundas Place, it may be necessary to establish two field houses over time located at either end of Dundas Place for logistical purposes. However, it is appropriate to plan for one such facility and to evaluate the need for the second field house at a later time.

It is also important to consider the impact of the field house on the streetscape. The goal of Dundas Street is to have continuous active uses at street-level and the field house should not counteract this intent. As the planned uses of the field house are not active in nature, it would be appropriate for field houses to be located towards the rear of any building, allowing an active use to occupy the street front. However, the space available is somewhat limited and each option should be evaluated with the street-front presence as one factor.

BUDGET CONSIDERATIONS

As mentioned, the recommendation provided in this report is contingent on the approval of the Budget Amendment (Appendix “A”) submitted as a part of the 2018 budget update for additional operating funding for Dundas Place. This budget request includes the costs associated with hiring staff and renting and renovating space for one field house. This budget request also includes updated estimates for the costs associated with the enhanced maintenance, security and activation of Dundas Place. Although maintenance of the space will be undertaken by City staff, additional staff hours and equipment are factored in to the proposed operating budget for maintenance.

In addition, there should also be long-term consideration for one-time capital expenditures. Seasonal decorations and moveable street furniture will be needed to help activate the space and to create a unique environment. Since Dundas Place is intended to hold frequent events and activities, it may be practical to purchase items for use for City events and for rent by third-party events. Such items may include, but are not limited to: street banners, shade structures, event tents, tent weights, electrical mats, extension cords, stages, outdoor screens, sound equipment, sound dampening equipment (sound baffles), flexible outdoor seating, temporary fencing, and temporary lighting. These one-time capital expenditures may be considered during the review of the Dundas Place Management entity.

A review of the Dundas Place Management entity should be completed by mid-2019 to allow the results to inform the development of the 2020-2023 Multi-Year Budget.

CONCLUSION

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To ensure the success of Dundas Place, dedicated management is essential. A Dundas Place Manager will be the first point of contact for all things related to Dundas Place. This position is intended to be a temporary two-year full-time staff position and should be reviewed after the two-year period and modified as necessary. To further support the activities planned to take place along Dundas Place, a “field house” should be located along or near Dundas Street to allow easy access to Dundas Place.

Acknowledgements

We would like to acknowledge the significant contribution from City staff from Financial and Business Services, Transportation and Roadside Operations, Transportation Planning and Design, and Environmental and Engineering Services as well as the collaboration with the CEO of MainStreet London and the Chair of the London Downtown Business Association in assisting with the preparation of this report.

PREPARED BY:	SUBMITTED BY:
KERRI KILLEN, MCIP, RPP PLANNER II, URBAN REGENERATION	JIM YANCHULA, MCIP, RPP MANAGER, URBAN REGENERATION
RECOMMENDED BY:	
JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER	

November 10, 2017
KK

- Attached:
- Appendix A – Budget Amendment
 - Appendix B – Dundas Place, Generalized Place Management Model
 - Appendix C – Dundas Place Governance and Operational Models
 - Appendix D – Place Management Strategy Review
 - Appendix E – Dundas Place Manager Sample Job Description

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Appendix A – Budget Amendment



STRATEGIC AREA OF FOCUS: GROWING OUR ECONOMY
INITIATIVE: DUNDAS PLACE – ONGOING PLACE MANAGEMENT
SERVICE(S): PLANNING SERVICES WITH ROADWAY PLANNING & DESIGN
SERVICE LEAD(S): JOHN FLEMING, MANAGING DIRECTOR, PLANNING AND CITY PLANNER;
 KELLY SCHERR, MANAGING DIRECTOR, ENVIRONMENTAL & ENGINEERING SERVICES
 AND CITY ENGINEER
TYPE OF AMENDMENT: COST DRIVER

Budget Amendment Tax Levy Impact (\$000's)	2016	2017	2018	2019	2016-2019 TOTAL
Expenditure	\$0	\$0	\$75	\$755	\$830
Revenue	\$0	\$0	(\$75)	(\$380)	(\$455)
Net Requested Tax Levy (Cumulative)	\$0	\$0	\$0	\$375	\$375
Net Incremental Tax Levy	\$0	\$0	\$0	\$375	\$375
Annual Tax Levy Impact % ¹	0.0%	0.0%	0.0%	0.07%	

Note 1: The tax levy impact is calculated using the approved budget.

AMENDMENT 1: DUNDAS PLACE MANAGEMENT OFFICE

Operating Budget Table (\$'000's)

	2016		2017		2018		2019		2020-2025	
	Net	Expenditure	Net	Expenditure	Net	Expenditure	Net	Expenditure	Net	Expenditure
Maintenance, Security & Activation of Dundas Street/Place										
Approved Budget	250	250	250	250	250	300	300	2,400	2,400	2,400
Cumulative Amendment			75	0.1	475	375.1	4,500	4,500		
Revised Budget			325	250	775	675	6,900	6,900		

Note 1 – Partially funded by the Economic Development Reserve Fund, \$75 thousand in 2018 and \$100 thousand in 2019.

Capital Budget Table (\$'000's)

Dundas Place Field House	Expenditure					
	2016	2017	2018	2019	2020-2025	2020-2025
Approved Budget	0	0	0	0	0	0
Revised Budget					280	280
Source of Financing						
Approved Budget	0					
Amendments	(280)					
Capital Levy (CL)	0					
Debateure (D)	0					
Reserve Fund (RF)	0					
Other (O)	0					
Non-tax Supported (NTS)	0					
Revised Budget	(280)					

2026 Capital Gross Expenditure: \$0
2027 Capital Gross Expenditure: \$0

Tax Levy Per Cent Impact Table

Tax Levy Impact (Incremental Changes)	2016	2017	2018	2019	2016-2019 Average
Operating Impact	0.0%	0.0%	0.0%	0.07%	0.02%
Capital Impact	0.0%	0.0%	0.0%	0.0%	0.0%

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Staffing Table

Staffing Summary (Cumulative Changes)		2018	2019
# of Full-Time Employees Impacted		0 *	0 *
# of Full-Time Equivalents Impacted		1.0	1.0
Full-Time Equivalents Cost (\$000's)		\$75	\$100

* The Dundas Place Manager position is proposed to be funded on a temporary basis for 2018 and 2019 while the permanent management approach for Dundas Place is determined. As noted in the business case, this position may not be with the City of London.

Key Performance Indicator(s) Table

Metrics (Cumulative Changes)	2016	2017	2018**	2019**
Monthly average of unique visitors to Dundas Street, counted through Wi-Fi enabled devices	43,240	45,000	45,000	45,000
Number of new targeted businesses (Dundas)	6	6	3	6
Street-level storefront vacancy rate (Central London)	7.9%***	7.9%	7.9%	7.9%
Number of business frontages upgraded (Dundas)	2	0	3	4
Number of planned events held (Dundas)	7	7	3	10
Number of seasonal sidewalk patios (Dundas)	5	4	2	6

** Dundas Place will be under construction during this time. Metrics are anticipated to improve in 2020.

*** 2015 data

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What is the reason(s) for the budget amendment(s)?

Purpose of Dundas Place

The Strategic Plan 2015-2019 highlights that investing in "London's downtown as the heart of our city" is a top priority. The Plan outlines ways to achieve this goal, which includes the construction of the "Dundas Flexible Street" (Dundas Place) and the establishment of a "Downtown Management Organization", both of which implement *Our Move Forward: London's Downtown Plan*.

The Dundas Place project aims to transform Dundas Street between Wellington Street and the Thames River into a flexible street, to become a prominent public destination and programming space for Londoners and visitors to arrive at for festivals, celebrations, small-scale events, and every-day shopping, leisure, and civic activities. The project will also address necessary life-cycle improvements and capacity upgrades to municipal infrastructure, coordinated with third-party utilities service upgrades, to create a visibly unified space paved flat from building face to building face. While still permitting vehicle passage and parking, it will more effectively accommodate "spill-out" activity associated with the buildings and businesses along it, and be easily transformed for planned functions and events.

Place Management Approach

While the capital project will be transformational for our Downtown, a three-pronged "place management" approach, integrating: (i) maintenance, (ii) security, and (iii) activation, will be critical to the successful operation of this space over time.

Base Budget and Proposed Budget Amendment by Year (note that these amounts are not cumulative)

\$000's	2018			2019			Annual Amount 2020-2024		
	Base Budget	Proposed Additional Amount	Total	Base Budget	Proposed Additional Amount	Total	Base Budget	Proposed Additional Amount	Total
Maintenance	250	0	250	300	125	425	400	450	850
Activation and Security	0	0	0	0	150	150	0	200	200
Dundas Place Place Manager ¹	0	75	75	0	100	100	0	0	0
Dundas Place Field House	0	0	0	0	100 (operating) 280 (capital)	380	0	100 (operating)	100

Note 1 - Position is proposed to be funded from the Economic Development Reserve Fund on a temporary basis for 2018 and 2019 until the permanent management approach for Dundas Place is determined.

New/Refined Information on Costs Determined Through Environmental Assessment Process

The business case for Strategic Investment #22, submitted through the 2016-2019 Multi Year Budget, focused on enabling the completion of the environmental assessment, as required by the *Environmental Assessment Act*, and the necessary rerouting of London Transit Commission (LTC) buses from Dundas Street. Consideration was also given at that time for increased maintenance standards and a Dundas Place management entity:

The initiative includes efforts to animate Dundas Street with a variety of programmed events and activities. This sets an expectation that the street acts as a destination regularly hosting civic and social events, which complement the informal and casual "day-to-day" pedestrian-oriented activities. For project success, the proposed facility requires a higher level of ongoing operations and maintenance than typical for the current Dundas Street. To achieve this, following its construction, estimated operating allocations of \$150,000 annually will fund extra materials and specialized equipment to effectively and efficiently clean the space, remove snow, transition it from vehicle to non-vehicle use, provide shade/shelter, demarcate spaces for certain uses, etc. The project requires consideration for establishing an entity dedicated to its ongoing maintenance, security, seasonal decorations, event programming and scheduling, revenue generation, and vehicular access.

This business case was submitted through the 2016-2019 Multi Year Budget, and a number of advancements in the Dundas Place project have been made since that time.

In December 2016, the Environmental Assessment for Dundas Place, which better defined the feasibility and limitations of the project, was presented to Council. The Environmental Assessment identified that "a robust programming and management strategy is equally important (as the physical redesign) to the transformation success." It also noted that "Dundas Place should be managed as an independent public place, not just as a public street, with a defined mandate and operating budget." In the associated staff report, the estimates for enhanced maintenance were revised and increased based on the new information obtained. The cost estimates for the Dundas Place management entity remained constant; however, it was noted that "significant annual investment into programming and activation may be required depending on the model selected, the nature and frequency of events and other desired soft services." The extent of funding required for programming and activation was to be determined once the scope of the organizational concept was better defined.

Core Area Steering Committee Identify Importance of Maintenance, Programming and Security

The Core Area Steering Committee (CASC) was established in 2017. This Committee represents a subset of the Senior Leadership Team whose responsibilities regularly involve addressing identified core area issues. The CASC is identified as the Executive Approval entity for progress on the Dundas Place capital project. A first project taken on by the CASC was evaluating Market Lane and determining what is needed to address a variety of issues that had been identified by Staff, Council and the community in the Lane. This Market Lane project has served as a learning experience that can be applied to Dundas Place. Specifically, there is consensus among Core Area Steering Committee members that a high level of maintenance, programming and security is of the utmost importance to ensure the success of Dundas Place.

**File: Dundas Place Management
Planner: K. Killen**

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Description of the Proposed Budget Amendment

a. Dundas Place – Place Manager

As noted above, a deliberate place management approach will be necessary for Dundas Place to succeed. This approach is not unlike that required for a shopping centre, where maintenance, furniture staging, event planning, programming, security, coordination with merchants are all coordinated by one office. The initial business case identified the need for a Downtown Management function (broader in scope), with a \$100k budget allocation expected to be required beginning in 2020.

The Dundas Place – Place Management Office responsibilities would include oversight and coordination of all three prongs of the place management approach: (i) maintenance; (ii) security; and (iii) activation for this defined area. It must be clear, however, that the Place Manager would not conduct the majority of maintenance activities themselves, but would coordinate with the appropriate City service area (e.g. Roads Operations and Parks Operations) to achieve an agreed-upon maintenance service level. Enhanced maintenance standards could include such functions as priority snow-clearing, regular streetscape power washing and steam cleaning, landscaped maintenance standards could include such for litter cleanup. Security considerations may cover such matters as additional cameras or contracted security personnel for specific times and/or events. Activation would include responsibilities such as scheduling events, planning for festivals, working with various potential partners (Tourism London, London's Music Officer, the Arts Council, etc.) to deliver other programming, facilitating street closures and street set-up (movement of Downtown furniture, stages, planters, bollards, etc.). The management entity would also be responsible for seeking revenue generation opportunities to assist in offsetting the expenditures associated with the space over time.

Staff believe it may be beneficial to house the Dundas Place Manager within the office space of the London Downtown Business Association (LDBA). This would allow for synergies between the activities currently undertaken by the LDBA and the new entity and cost efficiencies relating to office space, meeting space, management support, and clerical services. There are a variety of ways in which this may be explored – from funding the LDBA to hire a Place Manager (together with a service agreement to deliver this function) to a City position that is collaboratively housed within the LDBA offices. The possibilities for this kind of arrangement are being explored both internally and together with the LDBA. The Core Area Steering Committee will be asked to provide leadership on this issue as it progresses, with a goal of having the Dundas Place Manager in place by the 2nd Quarter of 2018.

Construction of Dundas Place is planned for two phases. Phase One construction from Ridout Street to Richmond Street is to commence in the Spring of 2018 and conclude in the Fall/Winter of 2018. Phase Two construction from Richmond Street to Wellington Street is planned to commence in the Spring of 2019 and conclude in the Fall/Winter of 2019. The current budget forecast anticipated that a management entity would be required starting in 2020, after both phases of construction are intended to be complete. This timeline would leave a completed Phase One unmanaged for over a year which would create a number of problems:

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Alternatively, hiring the Place Manager in early 2018 as recommended, will allow the Place Manager to develop standards of maintenance and operational criteria specific to Dundas Place in collaboration with City staff, to create a programming schedule to begin on the first day that the street is open and to deliver on activation immediately upon completion of construction. The Manager could also begin to investigate revenue-generating options, develop relationships with key stakeholders downtown, create service arrangements, coordinate set-up and tear-down processes and protocols, communicate and coordinate with downtown merchants and property owners, etc. Recognizing that the hiring will not occur until the beginning of the 2nd Quarter of 2018, only partial funding is identified for the position in 2018. The position is proposed to be funded from the Economic Development Reserve Fund on a temporary basis for 2018 and 2019 until the permanent management approach for Dundas Place is determined.

b. Dundas Place - Maintenance Requirement

The base budget, as submitted in the 2016-2019 Multi Year Budget, identifies \$250,000 for the maintenance of Dundas Street, prior to completion of construction (up to and including 2018). Council approved an additional \$50,000 of operating budget in 2019 and another \$100,000 in 2020 (subject to budget approval), for a total budget of \$400,000 for the maintenance of Dundas Place by 2020, following complete construction of Dundas Place. These maintenance cost estimates were based on information available at the time the 2016-2019 Multi-year Budget was submitted.

In a staff report dated December 12, 2016, following more refined cost projections produced through the Environmental Assessment process, preliminary cost estimates were reported to Council for recommended levels of maintenance for Dundas Place, which included plowing, sweeping, localized steam cleaning and more frequent waste management. With this new information, a new estimated total cost of \$850,000 annually was identified for the new maintenance standard requirement for Dundas Place following complete construction. As \$400,000 has already been identified, it is estimated that an additional \$450,000 will be required annually, beginning in 2020, to ensure that the required standard of maintenance is achieved. As only half of Dundas Place will be completed by 2019, less funding is required for this interim transitional period (an additional \$125,000 beyond the base budget, rather than the additional \$450,000 needed in 2020).

The standards set for Dundas Place maintenance, security and activation in 2019 will also help to refine the level of funding required in the following 2020-2023 budget cycle. It is anticipated that Dundas Place will create revenue generation opportunities, which could help to off-set expenditures in the future. Rental of the space, permit fees, and advertisements are potential revenue generators for Dundas Place. The Dundas Place Management Office will be critical for "selling the space" and for tracking and projecting these revenues for future budget development.

c. Dundas Place - Activation and Security

No budget currently exists for activation or security, but as learned through the Market Lane experience, these elements are critical to the success of Dundas Place. Staff are recommending an amount of \$150,000 to be added to the Operating Budget in 2019, increasing to a total of \$200,000 for activation and security in 2020. These funds would be used for a variety of expenses that come with planning and delivering programming, such as: advertising and promotion, various fees, potential event incentives and partnerships, etc. In addition, security will be required in different forms from time to time. The proposed budget would accommodate these security fees as well. Once Dundas Place is established, it is anticipated that

there will be opportunities for raising funds in new ways such as space rental, permit fees, advertisement and sponsorship fees, etc. These revenues may be able to offset some of these activation and security costs in the future.

d. Dundas Place - Field House

A physical indoor space ("field house"), accessible on Dundas Place will be required to support the day-to-day operations of the space. This "field house" is intended for storing moveable furniture, bollards, planters and equipment, providing a location for public washrooms; and for use as a "back stage" for the events that will be occurring outdoors. No specific location has been secured for such a field house at this time, but preliminary estimates for one identified location suggests that a one-time capital cost of \$280,000 for renovations and an annual operating cost of \$100,000 is a reasonable estimate for the rent, utilities and operations of a "field house". As Dundas Place is a linear public space, there may be a need in the future for a second "field house" for logistical purposes; however, Staff believe it is appropriate to plan for one such facility and evaluate the need for a second as experience is gained managing the street.

What are the risks associated with not proceeding with the amendment?

A large capital investment is being made to design and construct four-blocks of Dundas Street to transform it into Dundas Place. This project is intended to stimulate investment in storefront improvements, support new and existing businesses, and encourage new development Downtown. It is also intended to have a transformative effect on Downtown's image, offer new space for community celebration and festivals, offer an every-day attraction for Londoners and tourists and support Council's Strategic Plan goal of improving Downtown as the heart of our City.

Without the proposed enhanced funding for (i) activation; (ii) maintenance; and (iii) security identified in this business case, there is a substantial risk that Dundas Place will not be successful over time. With the current level of investment in maintenance, the new streetscape will quickly deteriorate, rapidly diminishing the quality of the space and user experience. Accordingly, it may not achieve Council's goal for this civic space.

While the quality of physical space is important, the degree to which it is programmed with interesting and attractive activities and events is equally as critical. Without adequate funding for such programming, and the necessary security for various conditions, the space will not be used frequently by Londoners and visitors and the capital investment will not reach its potential. Without these proposed budget enhancements, Council's substantial investment in this capital project will not result in the goals that it is intended to achieve. There is a corresponding risk that the Downtown will not progress over time, and that investment in the core and the City as a whole may be negatively affected.

A Dundas Place Manager is necessary to ensure the space feels secure, well-maintained and active and that the environment and experience of these blocks of Dundas Street is demonstrably improved from its pre-construction state. If the first constructed half of Dundas Place is not managed (or managed adequately) from the outset there is a significant risk of establishing negative perceptions of the space and undermining Council's primary goals for this important municipal project.

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Planner: K. Killen**

Additional Information

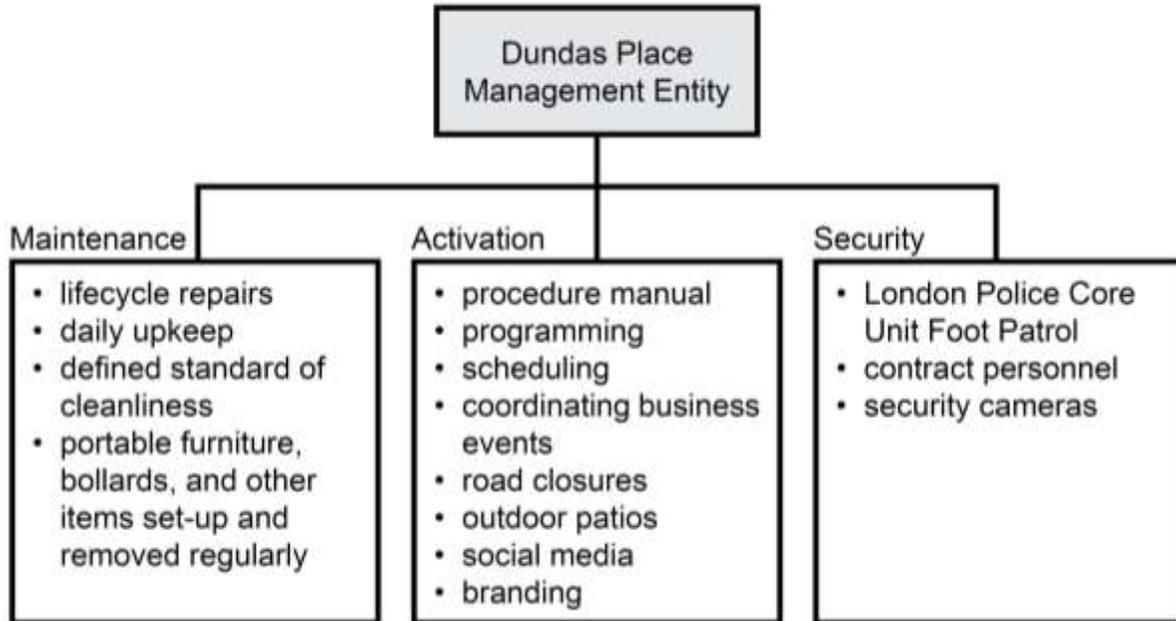
The documents listed below can be found on london.ca and mydundas.ca.

- Our Move Forward: London's Downtown Plan
<http://www.london.ca/business/Planning-Development/downtown/Documents/Our-Move-Forward-London-DTPlan-adopted-April-14-2015.pdf>
- Creating Dundas Place: A Flexible Street Scoping Study
<http://www.london.ca/residents/Roads-Transportation/Transportation/Planning/Documents/Creating-Dundas-Place-LR-2015-01-14.pdf>
- Dundas Place Environmental Study Report
http://docs.wixstatic.com/ugd/659d1e_9315be9cfc04e30bca691289504153.pdf
- CMC Staff Report (Agenda Item 9):
<http://sire.london.ca/mvviewer.aspx?meetid=1377&doctype=AGENDA>

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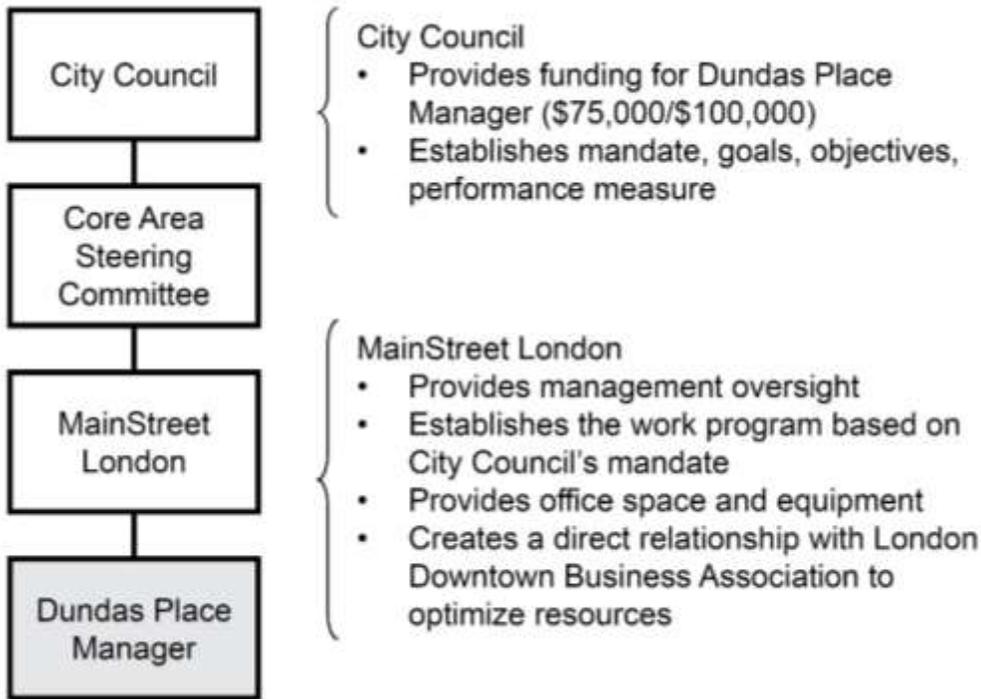
Appendix B – Dundas Place, Generalized Place Management Model



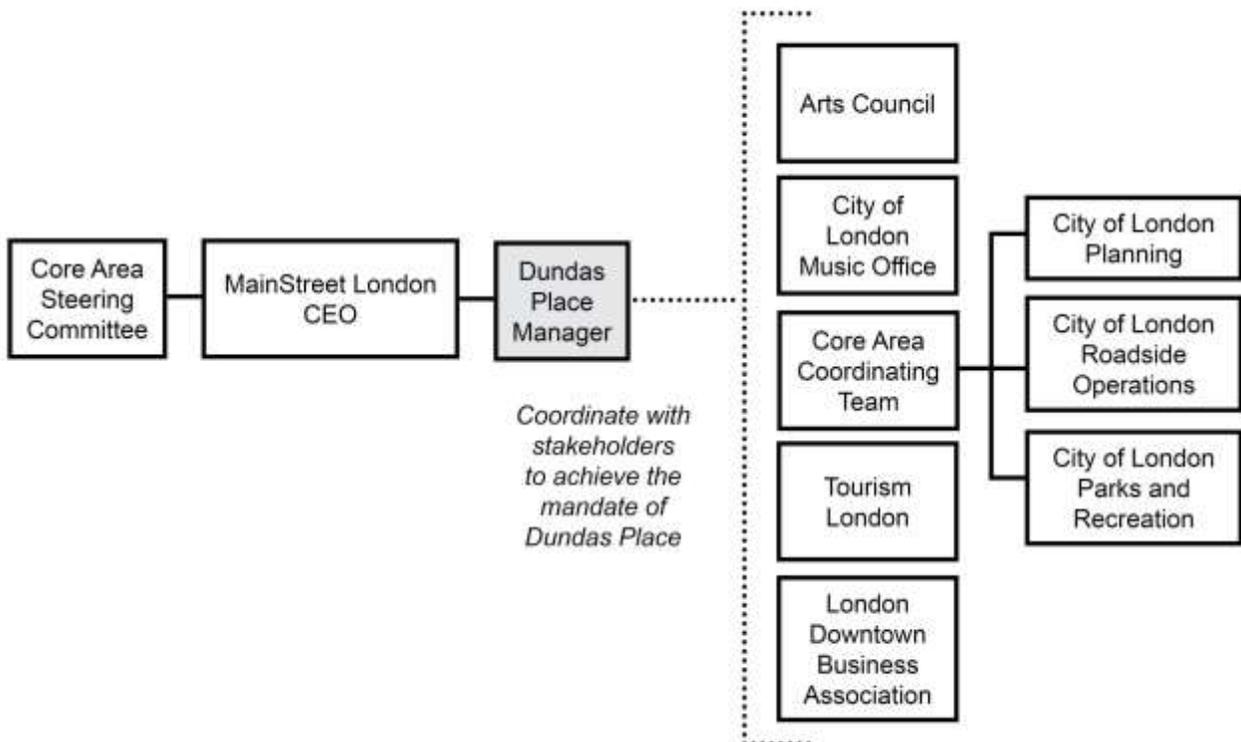
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Appendix C – Dundas Place Governance and Operational Models

Dundas Place Governance Model



Dundas Place Operational Model



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Appendix D – Place Management Strategy Review

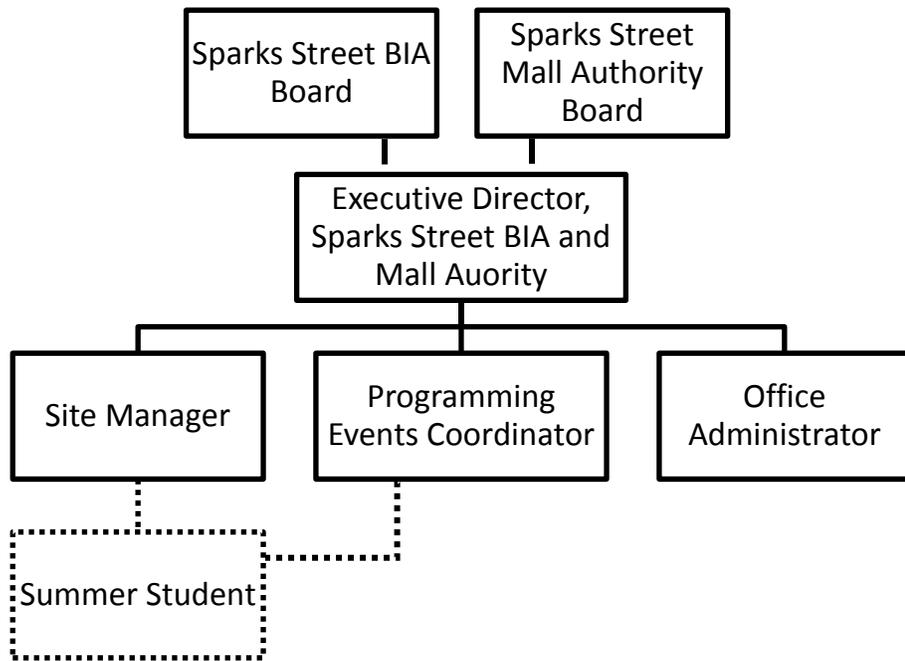
A best practices review was undertaken to identify how other municipalities address the management of similar public spaces within the North American context. A summary of the findings is below.

Sparks Street, Ottawa

Ottawa’s Sparks Street is a linear “town square” located in Ottawa’s downtown. Formally a right-of-way open to vehicular traffic, the street was closed permanently to vehicles after a temporary closure in 1961, transforming it into a pedestrian mall.

The Executive Director reports to two boards – the Sparks Street Business Improvement Area (BIA) Board and the Sparks Street Mall Authority Board. The Sparks Street BIA is responsible for promotion, events, business support and marketing. The Sparks Street Mall Authority is responsible for such things as upkeep, plants, Christmas decor, lighting, small surface repair, graffiti, patio rental, and parking permits. The street is still City of Ottawa property. As such, they are responsible for major repairs.

There are three full-time staff, including a Site Manager, a Programming Events Coordinator, and an Office Administrator, as well as a summer student reporting to the Executive Director. This organizational structure is illustrated below.



Yonge-Dundas Square, Toronto

Toronto’s Yonge-Dundas Square is a one-acre outdoor public space designed as a focal point for the city’s downtown area. The square hosts a number of activities, including community celebrations, theatrical events, concerts, receptions, and promotions.

The Yonge-Dundas Square Board of Management was established in 2001, and is the first public-private partnership in Canada to operate a public square. Yonge-Dundas Square is a business venture in partnership with the City of Toronto and the local business and residential communities, including the Downtown Yonge Business Improvement Area (BIA). The board manages, operates, controls, and maintains the Square's outdoor public space and activities on behalf of City Council.

The board consists of 15 members composed of:

- the Council member for Ward 27, Toronto Centre Rosedale
- 5 public members
- 2 members of the Downtown Yonge BIA nominated by the BIA

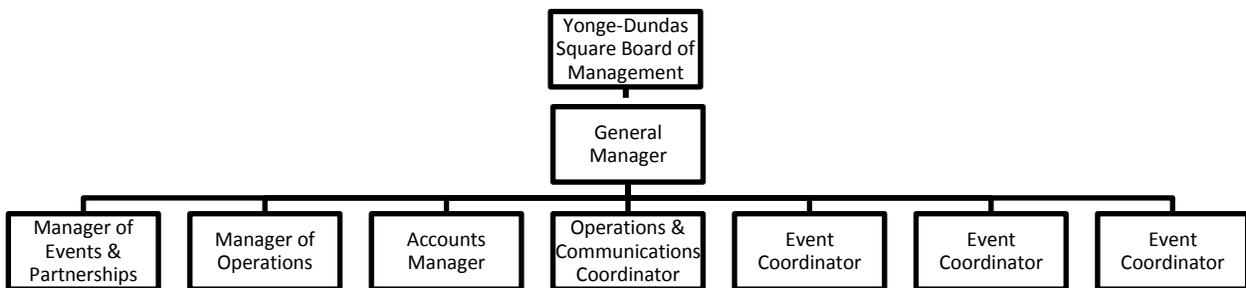
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- 1 member nominated by Ryerson University
- 1 member nominated by a local resident’s association
- 1 member nominated by the Corporation of Massey Hall and Roy Thomson Hall
- 1 employee of the Toronto Parking Authority (exofficio, no voting rights)
- 1 employee of the Toronto Police Service (exofficio, no voting rights)
- 2 City of Toronto staff (exofficio, no voting rights)

City Council appoints the board's chair. The board elects a vice chair from amongst its members. The term of office for public members is four years.

The team dedicated to the functioning of Yonge-Dundas Square includes eight members: a Manager of Events & Partnerships, a Manager of Operations, an Accounts Manager, an Operations & Communication Coordinator, and three Events Coordinators, who all report to the General Manager. This organizational structure is illustrated below.



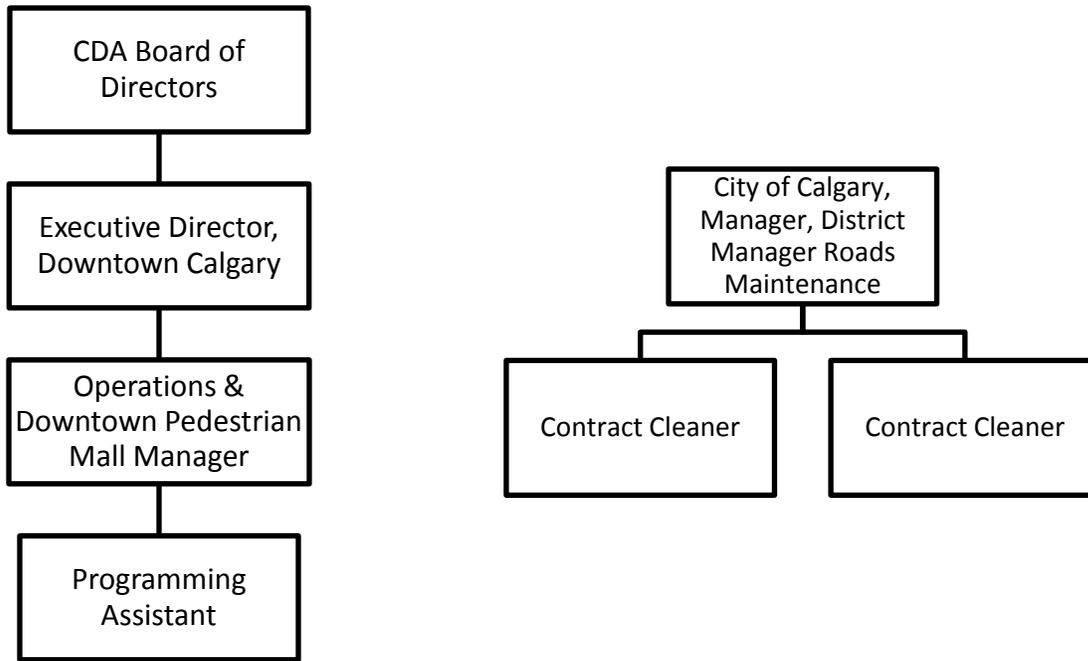
Stephen Avenue, Calgary

Calgary’s Stephen Avenue is a major pedestrian mall in downtown Calgary. The street is closed to vehicle traffic between 6:00am and 6:00pm daily. The Calgary Downtown Business Revitalization Zone Association (CDA) is the body predominantly responsible for the operations of Stephen Avenue. Two CDA staff each dedicate approximately 70% of their time to the management of Stephen Avenue. These staff report to the Executive Director of the CDA. The CDA itself is governed by a twelve-member Board of Directors comprised of ratepayers elected for three-year terms. The CDA is funded by a levy on the business taxes paid by the downtown businesses.

Two full-time contract cleaners are responsible for Stephen Avenue; these staff report to the Operations & Downtown Pedestrian Mall Manager, however their contract is managed by the City of Calgary’s Road Department. The additional cleaners are subcontracted as needed. This organizational structure is illustrated below.

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The by-law which establishes the Stephen Avenue Mall management and operations, indicates that when any person, group, firm or corporation wishes to carry on any activity on Stephen Avenue, an application has to be submitted and permission obtained from the CDA to do so. It also limits the use of the space to prioritize pedestrians by limiting or prohibiting skateboarding, rollerskating, and cycling.

City Square Plaza, Regina

Located in the heart of downtown Regina, City Square is an urban district that is comprised of Victoria Park, the F.W. Hill Mall and City Square Plaza. City Square is Regina’s premier outdoor cultural events facility, hosting dozens of events each year, from the Regina Farmers’ Market to daily performances on the F.W. Hill Mall stage to major festivals such as the annual Regina Folk Festival and the Regina Jazz Festival which spill over into all parts of City Square.

City Square Plaza, located adjacent to Victoria Park on 12th Avenue, underwent a re-design in 2011 to create the plaza space. This outdoor, four-season cultural events venue features a performance stage, programmable lighting, electrical and water services and plenty of space for participants, spectators and vendors. The new space is a vibrant, inviting, accessible and safe place that attracts more people and promotes greater pride in Regina. The new plaza space has hosted and booked a number of events including the first-ever Saskatchewan Fashion Week, the popular Regina Farmers’ Market, the Regina Folk Festival, JazzFest Regina and more.

City Square Plaza does not currently have any staff dedicated to its management. A City of Regina staff member, located in the Sport & Recreation Branch and referred to as a “Community Consultant”, spends a significant amount of during the spring, summer and fall working with groups to coordinate bookings and to provide access other City services. The support coming from other City departments does not include any dedicated staff. They have identified significant gaps, however, and possible instances of overlap as well with the Regina Downtown Business Improvement District (RDBID).

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Due to identified issues and gaps with the operations and management of the plaza, a “Visioning Report” was prepared. This report was intended to guide the future management of City Square. Included within the recommendations is to collaborate with RDBID to determine clear roles and responsibilities; to develop a mechanism that allows for broader stakeholder engagement in suggesting projects; and, to enforce inter-departmental roles and responsibilities and other operational procedures. Also included are the recommendations to examine the municipal policies, procedures and charges with respect to City Square; to create comprehensive and accessible event guidelines; to create a strategic communication plan and brand for City Square; and, to create a Festivals and Events Strategy.

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Appendix E – Dundas Place Manager Sample Job Description

Position Title: Dundas Place Manager

Summary of Duties: Reports to the CEO of MainStreet London. Ensures Dundas Place is active, maintained and secure through coordination with City of London staff, property and business owners, and input from downtown stakeholders.

Work Performed:

General

- Sit on and work closely with the Core Area Coordinating Team and the Special Events Coordination Committee
- Coordinate with City staff and other parties to ensure the operations of Dundas Place and Market Lane are efficient and effective
- Oversee the development and annual review of policies, procedures and standards related to Dundas Place events and activities
- Track performance measures established for Dundas Place
- Maintain strong relationships with property and business owners downtown, with specific attention to those located along Dundas Street
- Coordinates the use of the Dundas Place “field house”
- Respond to all enquiries regarding Dundas Place in a professional and timely manner
- Work frequent evening and weekend hours

Activation

- Act as a liaison to third-party users of Dundas Place and/or Market Lane and guide them through the applicable processes
- Manage and oversee the provision of equipment for events
- Maintain a calendar of all scheduled events taking place within Dundas Place and/or Market Lane
- Stay well-informed of activities occurring throughout the downtown, particularly in Victoria Park and Harris Park, to coordinate events or to avoid conflicts
- Recruit third-party events and encourage the use of Dundas Place for activities and events suited to the space
- Maintain Dundas Place social media platforms
- Prepare all media releases related to Dundas Place
- Develop branding unique to Dundas Place with the assistance of professional staff
- Market and promote activities and events scheduled to take place on Dundas Place
- Investigate and develop revenue-generating opportunities to off-set expenditures related to Dundas Place and Market Lane develop revenue-generating opportunities, such as permits, rentals, advertising and sponsorships
- Seek out sponsorship opportunities
- Work with City staff and the London Downtown Business Association in coordinating capital expenditures
- Coordinate and facilitate road closures as required

Maintenance

- Undertake regular inspections of Dundas Place, report issues, and arrange for repairs or additional maintenance as required
- Coordinate the maintenance of Dundas Place to ensure it does not conflict with other activities planned for the space

Security

- Work with City of London Police, Foot Patrol Officers, and additional security personnel to create a safe and secure environment
- Take a proactive approach to risk and emergency management for events

Qualifications:

- A post-secondary degree/diploma in a professional discipline pertinent to the job functions, such as business administration, marketing, or economic development, with a minimum of five years of related work experience

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Skills:

- Excellent leadership skills and experience managing/coordinating staff and service providers
- Skills in conflict resolution and problem solving and working with political and third-party clients
- Strong verbal and written communication skills, experience managing various social media platforms, and a proven track record in marketing
- Strong skills in event planning and project management
- Experience working with the media and/or media training is an asset
- Strong functional ability in the use of a standard office suite of computer programs and social media platforms

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