

Toward Market Cities: Lessons on Supporting Public Market Systems From Pittsburgh, Seattle, and Toronto



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Learning Enrichment Foundation GFM, Toronto. GreenFuse Photography



Columbia City Farmers Market, Seattle, WA. Redstone Photography



Bloomfield Saturday Market, Pittsburgh, PA. Bloomfield Development Corp

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Ballard Farmer's Market, Seattle, WA

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Executive Summary

INTRODUCTION

Public markets systems in North America are both agile and fragile. When the coronavirus pandemic caused widespread stay-at-home orders and business closures, many markets across the continent stayed open, continuing to safely provide fresh and healthy food to residents as supply chains were strained and serve as an economic lifeline to farmers and other producers. This contribution to the resilience of our communities often took place despite limited, uncoordinated support from all levels of government.

It was in this extreme context that the Market Cities Initiative at Project for Public Spaces undertook this research effort to kickstart citywide market strategies in three North American cities—Seattle, Washington, and Pittsburgh, Pennsylvania, in the United States, and Toronto, Ontario, Canada. With support from The Anne T. and Robert M. Bass Foundation, Project for Public Spaces provided each city with pro bono technical assistance and a small planning grant to audit each city's existing market system, identify challenges and opportunities, and convene a broad group of stakeholders to advocate for new policy and governance structures.

This report includes background on the Market Cities Initiative and its research efforts to date, summaries of each local partner's findings and recommendations, and broad takeaways for other cities looking to strengthen their market systems or leading their own Market City process.

ABOUT THE MARKET CITIES INITIATIVE

The Market Cities Initiative, formed in fall 2019, is an initiative of Project for Public Spaces in partnership with HealthBridge Foundation of Canada and Slow Food International. The Initiative was created to expand understanding of the impact that public markets bring to the communities they serve and to promote supportive policies and investments in market infrastructure and management capacity to achieve that impact. A key goal of this Initiative is to identify the best practices that define existing Market City strategies, as seen in municipalities like London, UK, and Barcelona, Spain. The seven principles in this report, synthesized from such outstanding case studies, helped define the structure of this research effort and offered a benchmark for the three local partners as they analyzed their own market systems.

OVERARCHING PRIORITIES

While the three cities each present a unique context, the Market Cities process also revealed many common challenges. These strategic actions synthesize the findings and recommendations of the three pilot cities, and hold relevance for other North American cities with substantial market systems. Market stakeholders will be critical in advocating for these actions, but city or regional government must be involved in implementing them.

STRATEGIC ACTION 1:

Appoint an individual or group (council, body) to represent and advocate for markets at the highest levels of government in the city or region.

This recognition is necessary for the public markets sector to leverage existing resources, build mutually beneficial partnerships, and establish regular evaluation of markets to further deepen our understanding of their impact and their potential.

STRATEGIC ACTION 2:

Increase investment in market management capacity and infrastructure.

In Toronto, for example, the majority of market management positions are part-time or volunteer, which severely limits opportunities for market operators and managers to build institutional knowledge, share best practices with peers, or take a more long-term strategic approach to their work. The pilot project research also revealed how important it is for markets to have access to infrastructure (e.g. sheds, restrooms, utilities), either permanent or semi-permanent, to make markets viable and resilient.

STRATEGIC ACTION 3:

Recognize markets as a key tool for creating equity in our cities/regions.

While the pilot projects revealed that markets can create inclusive opportunities for entrepreneurship, fill gaps in access to healthy food, and act as resilient distribution hubs in times of crisis, it was also clear that these benefits are not distributed equally across neighborhoods. By identifying and understanding specific public markets and programs that are generating equitable outcomes at a local level, Cities can develop clear strategies and partnerships for strengthening equity systemwide.

PILOT PROJECTS

PITTSBURGH, PENNSYLVANIA, USA

Lead Organization: Bloomfield Development Corporation
Partners: Pittsburgh Food Policy Council, Just Harvest, Penn State Extension

Pittsburgh, often called a “city of neighborhoods,” has 48 markets in the city and inner Ring suburbs. The City of Pittsburgh operates five neighborhood markets, while the rest are small and independently run by local business organizations. However, operators are finding that there aren’t enough farmers to keep pace with the number of markets. In addition, Pittsburgh markets are looking to bridge jurisdictional divides, build broader capacity within their network, and develop partnerships with City agencies and nonprofit food and agricultural organizations.

SEATTLE, WASHINGTON, USA

Lead Organization: Seattle Neighborhood Farmers Markets
Partners: Pike Place Market, Queen Anne Farmers Market, Seattle Farmers Market Association, Washington State Farmers Market Association

Seattle is home to the iconic Pike Place Market, one of the largest public markets and market districts in the US, as well as a network of 16 neighborhood farmers markets operated by four different entities. Rapid development, changing demographics, income inequality, shifts in public funding, and the competitive landscape of local food in Amazon’s hometown present both opportunities and challenges for farmers markets, and point to the need for greater municipal policy support.

TORONTO, ONTARIO, CANADA

Lead Organization: Toronto Food Policy Council
Partners: FoodShare Toronto, St. Lawrence Market Complex, City of Toronto | Economic Development & Culture, Greenbelt Markets

Toronto has more than 100 public markets, built from the ground up by strong community champions and key anchor organizations. They embrace a diverse range of models, audiences, and mandates that respond to local residents’ needs. However, the majority operate independently and have limited opportunities to collaborate and advocate for municipal support. More importantly, public markets are not embedded in any City plans, policies, or programs.

METHODOLOGY

The pilot cities were selected through an interview process with market leaders who responded to the Market Cities Initiative’s global market survey in January 2020. Due to budget and travel limitations, only cities based in the US and Canada were invited to apply for this pilot. We considered the cities’ current partnerships, challenges, and readiness to engage in creating a Market City strategy, and ultimately selected cities at different stages in this work to learn from their varying contexts.

In collaboration with the project partners, Project for Public Spaces developed a survey to distribute to all market operators in each city to gather current data on their market systems. The survey results were then analyzed and market locations were also mapped for each city, along with demographics and other data layers. Finally, each city developed a report to summarize their city’s current market system, share their relevant findings and conclusions, and put forth recommendations for specific policy changes and strategies that would best support the success of their market system.

The original project scope included site visits to each city to meet with the project team, tour the region, visit markets, and facilitate a half- to one-day workshop with key stakeholders. The intention of the workshop was to introduce the Market Cities concept to a wider, local audience; evaluate the mapped data and market characteristics; and brainstorm how a local Market City effort could support existing work and expand local community benefits. However, engagement with the pilot cities began in February 2020 and within weeks the US and Canada went into various stages of lockdown due to the coronavirus pandemic, resulting in significant changes to the original scope.

The activities originally planned to occur during each city’s site visit were taken online through a series of teleconferences. Project for Public Spaces also organized weekly calls with the three partners to discuss how the pandemic was impacting their market systems and explore how the Market Cities Initiative could best support them in light of these new challenges. In the case of Pittsburgh, these discussions led to a pro bono engagement with design and engineering firm Arup to develop guidelines for market layouts that met new public health restrictions while maximizing the number of vendors.

Background

WHAT IS THE MARKET CITIES INITIATIVE?

The Market Cities Initiative was established to advance a new vision for public market systems at the scale of cities, regions, and beyond. Project for Public Spaces, in partnership with the HealthBridge Foundation of Canada and Slow Food International, has launched a global initiative to advocate for this broad vision while providing technical support and expertise that will create new infrastructure, policies, and investments in public market systems at the citywide, regional, or national levels. This initiative is being carried out through research, model projects, and policy development, working with strong local partners.

Simply stated, a Market City recognizes the unique benefits of markets as public spaces and develops supportive systems and policies that enhance their financial health and enhance their benefits to people, place, and the economy. There is no one-size-fits-all Market Cities strategy. Cities, states, and provinces, and even national governments must each undertake their own efforts to tailor their strategy to diverse local contexts. Our role through this Initiative is to serve as a facilitator, bringing about collaborations between public market networks and government agencies to increase community benefits.

It is important to note that systematic strategies to support markets do not have to be implemented just by cities. It is relevant for towns, villages, and regions. However, increasing urbanization around the world—two thirds of the world’s population are projected to live in cities by 2050—make “Market Cities” an appropriate name for this initiative.

THE NEED AND THE OPPORTUNITY

One of the most valuable assets of cities and regions are traditional public markets. Successful markets play a critical role in supporting local food systems, helping to grow and connect urban and rural economies. Public markets offer low-risk business opportunities for vendors and farmers, and feed money back into the rural economy where products are grown, raised, and produced. They increase

access to fresh, affordable, and healthy food; enhance real estate values and a city’s tax base; and positively impact sales at nearby local businesses.

Perhaps the most important benefit of markets is how they serve as public gathering places for people from different ethnic, cultural, and socioeconomic communities. As one of the few places where all kinds of people comfortably gather and meet, markets are our neighborhoods’ original civic centers. They are places that bring people together to share and carry on local culture and traditions.

Despite the value that public markets bring to the people and cities they serve, they are endangered by a combination of many forces. These constant and immediate threats include increasing urban development and value of real estate; the modernization and centralization of food systems; economic development practices that neglect small entrepreneurs; and the lack of management capacity of the markets themselves. Both the Global North and the Global South face these external and internal threats, but they play out differently in each global region.

The emergence of the COVID-19 pandemic has threatened markets in new ways and quickly revealed the weaknesses of public market systems—weaknesses that could lead to even more serious consequences in the future. In the Global North, the pandemic quickly revealed a lack of strong public policy support for markets from city, region, or state/provincial governments. For example, some markets in North America were not deemed essential services and were closed, despite the important role they play in food access and their demonstrated ability to adapt. Public market operating budgets have also been strained because social distancing measures reduce the number of vendors in market—and therefore market operating income.

In the Global South, access to fresh fruit and vegetables is challenged when markets are closed, impacting people’s access to healthy foods. Low-income communities often rely on markets to buy smaller quantities of food, negotiate lower

prices, and request credit opportunities. The most vulnerable families, and their children, are therefore at greater risk of malnutrition. Moreover, jobs have been lost and millions of livelihoods placed at risk. Agricultural workers, small farmers, and food sellers—who are often women—regularly face high levels of working poverty and suffer from poor health and malnutrition themselves. They lack safety and labor protection. This has only become worse during this pandemic.

At the same time, markets have also proven to be nimble partners in this time of crisis, acting with great tenacity, creativity, and agility in both the Global North and Global South. Markets have quickly made changes to layout, operation, and management to facilitate safe distancing and food safety. These changes have reduced congestion in

markets while ensuring the livelihood of vendors and food access for customers. In addition, local governments that may have paid little attention to markets in the past have become much more aware and involved in their markets, and new partnerships have begun to emerge.

In this way, the COVID-19 pandemic sets the stage for future investments in markets. With new awareness of the value of fresh, affordable, and nutritious food, and the recognition that access to food is an essential service, the time is right to address longterm measures to improve both market infrastructure and market management and operations—practices that will make public markets more vital places to shop and more resilient to disruptions like COVID-19 in the future.



*University District Farmer's Market, Seattle, WA.
COVID-19 operations, April 2020.*



University District Farmers Market, Seattle, WA. Credit: Redstone Photography

Seven Guiding Principles for Market Cities

A key goal of the Market Cities Initiative is to identify the best practices that define existing successful Market City strategies. Innovative practices are emerging in a diverse range of cities, from Lima, Peru, to Seattle, WA, USA, to Hanoi, Vietnam. Cities such as London, UK, and Barcelona, Spain, have adopted holistic Market City strategies and offer new models for other cities to learn from. The Market Cities Initiative partners have identified the following seven key principles based on our understanding of these and other innovative public market practices:

1. A Market City includes a wide variety of types of markets in a city as part of one market system. Types of markets may include:

- Central wholesale market;
- A large central market, with a regional draw;
- A series of neighborhood markets;
- Street markets
- Both food and non-food markets, such as flea markets and craft markets;
- Mobile or stationary farm stands; and
- Informal markets or clusters of street vendors.

2. A Market City organizes a diverse coalition of partners and stakeholders who can collaborate and take action together to achieve common policy objectives. Potential partners and stakeholders include:

- Market operators and managers;
- NGO advocates for health, community development, agriculture, food systems, entrepreneurship, and workforce development;
- Local community organizations;
- Philanthropic organizations; and
- City and regional government agencies.

3. A Market City measures the value of their markets and understands how they function. Market Cities understand:

- Where markets are located and if there are places

in the city/region that do not have access to a market, especially vulnerable neighborhoods;

- The supply chains for public markets, such as where the goods are coming from and how they arrive;
 - The quality of all the markets' physical facilities (including utility systems, trash removal, vendor stalls, toilets, etc.) and public spaces;
 - The economic, social, and public health impact of the markets;
 - The needs and wants of vendors; and
 - The needs and wants of customers.
- A Market City uses this information to "connect the dots" so markets can offer a broader benefit to the community—especially for low-income people.

4. A Market City has distribution networks that prioritize and support healthy, affordable, and safe food and other goods produced in the region. These networks provide the physical facilities necessary for storage, processing, and distribution, as well as the organizational capacity to connect urban and rural producers and consumers.

5. A Market City regularly invests in its market facilities and the management skills of market operators. Potential investments include:

- Renovating existing markets to, for example:
 - > Improve the physical infrastructure to ensure that the market is easily accessible, safe, clean, and attractive for vendors and shoppers;
 - > Preserve markets in historic structures that need special attention to maintain their original design character;
 - > Incorporate sustainable design features, such as organic recycling, solar power, and roof water collection systems; and
 - > Organize and support informal vendors, including creating opportunities to join formal market facilities and spaces where possible.

- Building new markets, as needed, to meet demand or address operational limitations.
- Ensuring that market managers have the skills and staff to operate the market efficiently, effectively, and resiliently.

6. A Market City helps diverse types of vendors start and grow their businesses. Types of assistance include:

- Helping vendors, especially from disadvantaged groups, start a new business, innovate, or expand an existing one with new services and products;
- Making sure that vendors have the equipment, services, and training they need to follow modern food safety practices; and
- Providing training and technical help to improve sales.

7. A Market City recognizes that its markets are also public spaces that welcome different kinds of people and maintain important cultural heritage. They support this role by:

- Creating public gathering places in markets that encourage social mixing;
- Investing in the design and physical infrastructure of public spaces around the market or within a market district so that they are safe, accessible, and attractive;
- Making sure that all people are safe in and around the market; and
- Programming special cultural events and activities, especially those about healthy diets and safe food.



Taste of Regent Park, Toronto, ON.

Market Cities Pilot Projects

The Market Cities Initiative recognized the need to ground theory in practice. The guiding principles to becoming a Market City outlined in the previous section are only helpful if there are clear and practical strategies for instituting them. In order to further hone our understanding of different public market systems and how we can apply the seven principles in various real world contexts, the Initiative set out to engage different cities in a Market Cities process. The goal of these pilot projects was to explore how a systems approach can better support public markets and identify a set of recommendations and strategic actions unique to different local contexts.

In January 2020, Project for Public Spaces released a survey to collect top-level information about market systems in contexts around the world and to understand the challenges they face. The survey received a strong response with submissions from over 60 cities in 20 countries. Despite the many public health, social and economic benefits of public markets, the survey revealed that markets today face many challenges that prevent them from reaching their full potential, such as a **lack of management capacity, lack of investment, and increased competition from supermarkets**. Meanwhile, most local governments support markets only passively, through ownership of the market property or through permitting use of public property for markets, rather than through policymaking or governance. Most respondents also reported that market management entities in their region only sometimes or rarely communicate with each other.

Project for Public Spaces conducted a series of seven interviews with market leaders who responded to the survey, each representing a different city. These interviews exposed public market trends and opportunities for addressing challenges more holistically. Based on the cities' current partnerships, challenges, and readiness to engage in creating a Market Cities strategy, five of these market leaders were invited to apply for their

city to become a Market Cities pilot project. Due to budget and travel limitations, only cities based in the US and Canada were invited to apply in this first round. Ultimately, three cities were selected to further “test the waters” of the Market Cities concept at the local level—Seattle, Pittsburgh, and Toronto.

While the three cities have many challenges in common, each one presents a unique context and unique opportunities to take their public markets to the next level. Project for Public Spaces was interested in working with cities at different stages in this work—the cities were selected based on their varying situations. These differences impacted each city’s level of success with data collection and their overall progress over the course of the project, which is reflected in each city’s report.

PILOT CITY CONTEXTS

Pittsburgh, PA, USA

Lead Organization: Bloomfield Development Corporation
Partners: Pittsburgh Food Policy Council, Just Harvest, Penn State Extension

Pittsburgh, often called a “city of neighborhoods,” has 48 markets in the city and inner Ring suburbs. The City of Pittsburgh operates five neighborhood markets, while the rest are independently run. Many are small markets of fewer than 15 vendors, which local business organizations have developed to attract people to their neighborhood commercial districts. However, operators are finding that there aren’t enough farmers to keep pace with the number of markets. In addition, Pittsburgh markets are looking to bridge jurisdictional divides, build broader capacity within their network, and develop partnerships with City agencies and nonprofit food and agricultural organizations.

Seattle, WA, USA

Lead Organization: Seattle Neighborhood Farmers Markets

Partners: Pike Place Market, Queen Anne Farmers Market, Seattle Farmers Market Association, Washington State Farmers Market Association

Seattle is home to the iconic Pike Place Market, one of the largest public markets and market districts in the US, as well as a network of 16 neighborhood farmers markets operated by four different entities. Rapid development, changing demographics, income inequality, shifts in public funding, and the competitive landscape of local food in Amazon's hometown present both opportunities and challenges for farmers markets, and point to the need for greater municipal policy support.



Signage about EBT/SNAP benefits at Bloomfield Saturday Market, Pittsburgh. Credit: Bloomfield Development Corporation.

Toronto, ON, Canada

Lead Organization: Toronto Food Policy Council

Partners: FoodShare Toronto, St. Lawrence Market Complex, City of Toronto | Economic Development & Culture, Greenbelt Markets

Toronto has more than 100 public markets, built from the ground up by strong community champions and key anchor organizations. They embrace a diverse range of models, audiences, and mandates that respond to local residents' needs. However, the majority operate independently and have limited opportunities to collaborate and advocate for municipal support. More importantly, public markets are not embedded in any City plans, policies, or programs.

PROJECT SCOPE

The project scope included site visits to each city to meet with the project team, tour the region, visit markets, and facilitate a half- to one-day workshop with key stakeholders.

Project partners of each city would complete several tasks leading up to each site visit, including collecting comprehensive data for their markets, such as number of vendors, operational hours/days/months, product mix, etc. This data would be used to create a map of the markets to shed more light on the spatial facets of the city's market system. The intention of the workshop was to introduce the Market Cities concept to a wider, local audience; evaluate the map and market characteristics; brainstorm how a local Market Cities effort could support existing work and expand local community benefits; and determine what additional data collection and assessment tools are needed to gather the quantitative and qualitative indicators to "make the case" for a local Market Cities strategy.

Peer-to-peer learning opportunities between the three cities were also planned to support each pilot city's next steps. At the end of the engagement, Project for Public Spaces planned to support the creation of an individualized strategy for doing a holistic assessment of their market system and an overall strategy for continued advocacy for advancing a Market Cities strategy locally.

REVISED SCOPE & METHODOLOGY

Engagement with the pilot cities began in February 2020 and within weeks the US went into various stages of lockdown due to COVID-19. This required adapting the original scope due to Project for Public Spaces staff's inability to travel. The activities originally planned to occur during each city's site visit were taken online through a series of teleconferences. This had the added benefit of allowing the partners in each city to attend one another's presentations and learn from varying contexts. Project for Public Spaces also organized weekly calls with the three partners to discuss how the rapid evolution of the pandemic was impacting the cities' market systems and explore how the Market Cities Initiative could best support the partners in light of these new challenges.

Early on in the engagement, each pilot city partner presented an introduction to their city's markets to orient the Market Cities Initiative partners to the different local contexts. Topics covered included: types of markets in each city with local examples and images; the scale of different types of markets; customer bases for the markets and populations served; as well as current key challenges and initiatives in the context of COVID-19. Project for Public Spaces and the Market Cities Initiative partners (HealthBridge and Slow Food International) also presented an introduction of the Market Cities concept to the local partners in each pilot city. Topics covered included: the working definition of a Market City; market case studies, benefits, and endangered markets; the seven principles of Market Cities; and a discussion of feedback and edits to the principles.

In collaboration with the project partners, Project for Public Spaces developed a survey to distribute to all market operators in each city to gather current data on their market systems.

After completing the survey collection process, the survey results were then analyzed through

cross-tabulations of different variables. Market locations and other relevant data were also mapped for each city, along with other data layers (e.g. demographics, local hospitals, etc.) to begin exploring potentially interesting or significant spatial patterns. The results of the survey analysis and mapping were discussed during the weekly partner cohort calls to explore common emerging issues and the implications of these findings.

Finally, each city partner developed a report to summarize their city's current market system, share their relevant findings and conclusions, and put forth recommendations for specific policy changes and strategies that would best support their transformation into a Market City. These reports are compiled in the following sections.

PITTSBURGH, PENNSYLVANIA, USA

Produced by Bloomfield Development Corporation in partnership with Pittsburgh Food Policy Council, Just Harvest, and Penn State Extension



*Bloomfield Winter Market, Pittsburgh, PA.
Credit: Jamie Martines for Bloomfield Development Corporation.*

Introduction

The City of Pittsburgh runs five markets. All other markets are independently owned and operated, typically by community groups that exist primarily to benefit the immediate neighborhood in which the market is located. There are approximately 40 markets within the region, and about half of those are located within Pittsburgh or right outside of the city borders. The City of Pittsburgh is the only entity in Allegheny County that operates multiple markets. Until recently, the only thread that joined the markets was their participation in Just Harvest's Food Bucks program. Just Harvest, fielding many requests by market managers to convene, was the sole convener of managers on a yearly frequency.

Pittsburgh's markets are almost exclusively outdoor farmers markets. The one exception is the East Liberty indoor market, a small 12-15 vendor market that operates year round from 6am-12pm, and is particularly popular in cold weather months. Farmers markets range from small (~6 vendors) to large (up to 45 vendors). Aside from the indoor market, only the Bloomfield Saturday Market operates year-round. The Lawrenceville Farmers Market is currently assessing the feasibility of adding full-year operation beginning in fall 2020, but has not yet made a decision.

After losing the Pittsburgh Public Market, the largest indoor, multi-day market, four years ago, no similar entity has taken its place. Located in Pittsburgh's Strip District, the Pittsburgh Public Market provided a large indoor space for farmers and other vendors to sell year-round. The Strip District historically functioned as a blocks-long farmers market with small shops selling produce and other goods from partially enclosed storefronts that continued outside. Customers still come from miles away to shop in the Strip District, but the nature of the shops now includes many all-indoor higher-end and specialty shops as well. The Produce Terminal, located at the south end of the Strip District, housed the wholesale produce market in Pittsburgh, where business owners purchased produce as it was delivered by train and later by truck.

The Pittsburgh Public Market is emblematic of the lack of investment in the food economy by local government. In cities around the country, local governments operate or heavily subsidize the cost of operating an indoor market, prioritizing the support of regional farmers as well as building a destination that draws tourists and regional shoppers. The Strip district, however, has largely filled that void, but its small, long-running shops and stalls are increasingly threatened by high-end development capitalizing on the proximity to downtown.

A full assessment of the Pittsburgh farmers market system is only possible if it includes markets in the first ring suburbs, where many low-income families have moved in the last 10 years. This migration was necessitated by rising property values and rental rates that made renting or purchasing a home within the city out of reach for many households.

WORK TO DATE

The excellent report, *Strengthening Pittsburgh's Farmers Markets*, is an extensive assessment of Pittsburgh area farmers markets by the Farmers Market Coalition. Completed in 2018 and commissioned by the City of Pittsburgh, the report's findings on the strengths and challenges of the Pittsburgh market system remain unchanged. Since the report was published, the City has discontinued two markets.

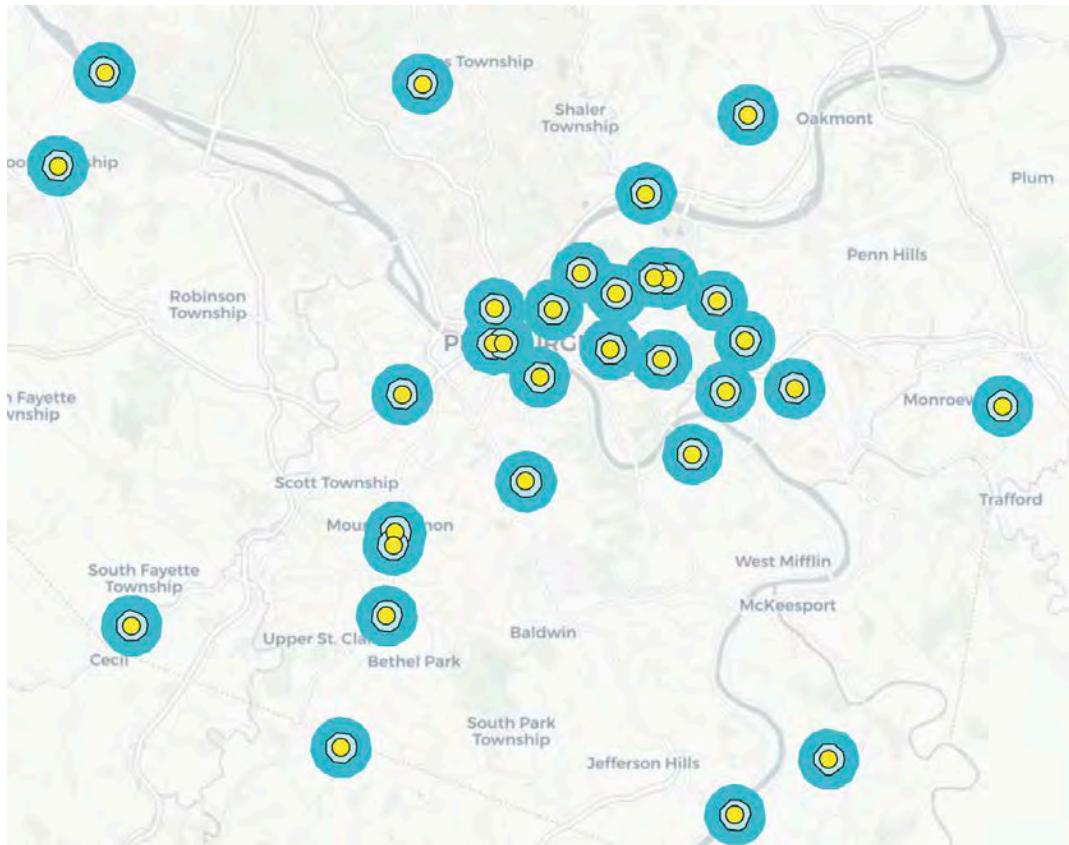
The recommendations from the report to strengthen the farmers market system focus on the City government addressing the challenges and forming a market support system or organization. Although the City did make some operational changes to how it manages markets, as well as how it issues permits to private markets taking place on city property, there has been no movement towards taking a network leadership role to strengthen markets in order to support increased local food access. Funding has not and

does not currently exist on a local or regional level to support the formation of a farmer's market support structure.

Bloomfield Development Corporation (BDC), a nonprofit community benefit organization, serves the neighborhood of Bloomfield and beyond by building a thriving, diverse community through equitable engagement. BDC accomplishes its mission with a focus on small business support and promotion, preserving and creating affordable housing, infrastructure and mobility planning and advocacy, ensuring community-serving and -reflecting new development, and building community and improving health with the Bloomfield Saturday Market (BSM). The BSM was founded in 2014 as a community development vehicle and has since become a flagship market that attracts people from throughout the region. At the time the BSM launched, the city-run markets were the only ones with paid staff, however that staff was spread among 7 markets. With extensive research, the BSM team thoughtfully created a market that focused on tight management, extensive advertising, consistent programming, and transparency. This model, while successful in other cities, did not exist in the Pittsburgh area.

In the second year of the BSM, the management began receiving calls from people with existing or potential markets asking for advice and assistance to build or grow their markets. Through the time of this report, BDC has received from 4-8 calls each year asking for technical assistance. In 2019, Lawrenceville United, a similar local community organization, contracted BDC to help grow their market, resulting in more than 8 new vendors and an increased customer base. BDC staff assisted Lawrenceville by recruiting vendors, providing input on the policies, procedures and application, providing layout advice, and offering guidance on advertising.

This experience demonstrated the benefits of collaboration among markets. Not only did Lawrenceville increase their vendors and customers, but a stronger market increased existing vendor sales and provided another lucrative outlet for other vendors to sell their products. Encouraged by the experience, BDC began looking for assistance to create a coalition of organizations or to identify an umbrella organization that would provide training, technical assistance, networking, and systemwide



Screenshot of Pittsburgh's market map. Yellow dots represent markets with a 1/2 mile radius around each in light blue and 1 mile radius in teal. Data source: "Strengthening Pittsburgh's Farmers Markets," City of Pittsburgh and the Farmer's Market Coalition, Jan 2019.

Pittsburgh Market Cities Process

In early 2020 BDC was invited to apply to the Market Cities program by Project for Public Spaces, and ultimately chosen for the program alongside Toronto and Seattle. This opportunity to identify the necessary steps to create a Market City was approached by BDC as the effort needed to move the recommendations from the FMC report forward. As a community development corporation, BDC's goal was to help achieve sustainable solutions to the issues expressed by market managers, hoping to create a strong coalition for market support or to identify an organization willing to build the capacity to provide services directly to farmers markets.

Through initial conversations and connections with market system professionals, BDC developed a partnership with the Pittsburgh Food Policy Council (PFPC). The PFPC is a collective impact organization, convening over 100 food system stakeholders to build a just, equitable, and sustainable food system. In 2018, the PFPC launched a two-year planning effort to develop a Greater Pittsburgh Food Action Plan (GPFAP) that provides a comprehensive assessment of the food system in Allegheny County and an action plan of strategies to strengthen our regional food system. The GPFAP is a community-centered plan, developed with input from over 600 county residents and over 100 food system stakeholders. A recommendation put forward in the plan, to provide support for increased capacity, operations, and communications for farmers markets, outlines three specific strategies:

- Foster collaboration between markets with the development of a Farmers Market Coordination Plan;
- Increase advertising and promotional efforts for farmers markets;
- Develop a large, indoor, year-round farmers market.

During the Market Cities process and with the assistance of PFPC, BDC began a regular meeting of market managers, which provided needed support during the transition from traditional markets to Covid-19 operations. Pittsburgh Food

Policy Council recently clarified its intention to step into the role of convenor for the greater Pittsburgh market system, and has continued to facilitate regular meetings of farmers market managers. Additionally, PFPC recently applied for and received a grant, in partnership with several other food system organizations, to strengthen the regional market system. Specifically, through this grant, the PFPC and partner organizations Just Harvest, Lawrenceville United, Grow Pittsburgh, and The Food Trust will:

- Establish a farmers market network to support safe-market practices, pre-ordering technology solutions, and coordinated promotion;
- Keep produce sold at markets affordable by offering incentives that double the purchasing power of shoppers using SNAP;
- Utilize “buddies” to shop for neighbors who face mobility, transportation, or health-related barriers
- Support community-driven efforts to establish markets located in neighborhoods without sufficient access to fresh produce;
- Connect urban growers with local markets.

IMPACT OF COVID-19

Two weeks into the Market Cities project in March 2020, regional lockdowns went into effect due to the global pandemic of COVID-19. With one winter market left, BDC cancelled it in order to focus on creating a pandemic adapted market. Initially, BDC focused all its capacity on developing new operating policies and procedures, creating distinct documents for vendors, customers, and staff and volunteers. Farmer's Market Coalition assisted early on, providing examples and ideas, and highlighting the practices of markets that had creatively and quickly changed their markets in order to continue operating with all required safety precautions.

The first major challenge BDC faced in launching a farmers market during the pandemic was that the City government did not recognize farmers markets as essential food access points. This led to farmers markets being categorized strictly



Flower vendor at the Bloomfield Saturday Market on opening day. Pittsburgh, PA, May 2020.

Credit: Bloomfield Development Corporation

as events, which were declared indefinitely cancelled if held on City-owned property. While BDC's market typically did not take place on city-owned property, alternate locations were being considered. BDC requested a permit from the City to operate an interim market that would launch earlier than the planned May 9 date, and ignited the debate over whether farmers markets were essential or events within city government.

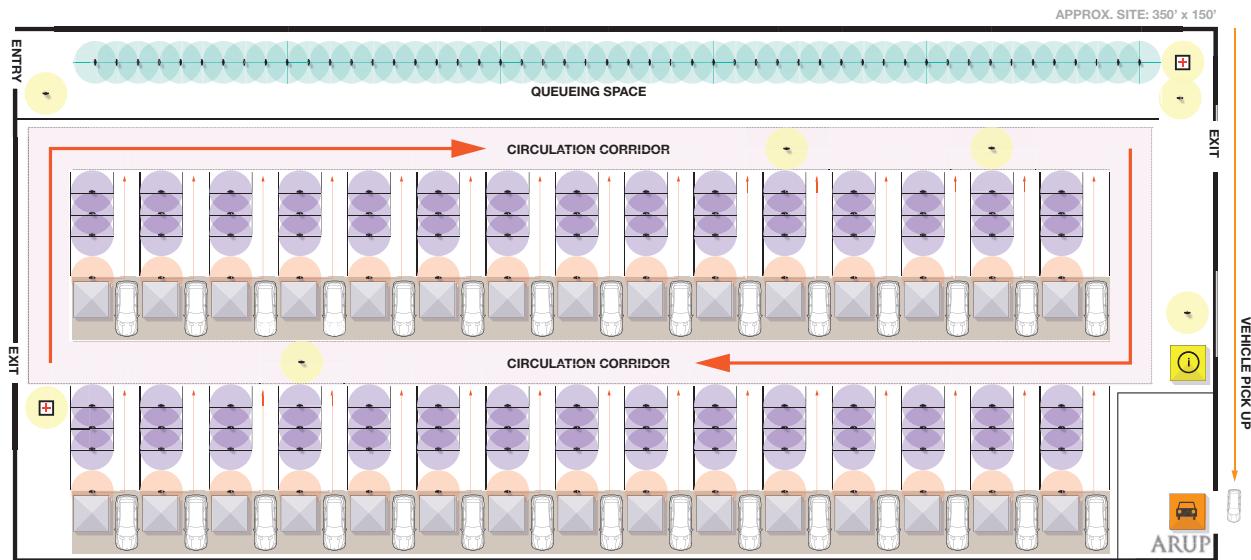
During this challenging period, the representatives of Seattle and Toronto were facing the same issue, and the three shared resources and strategies to overcome this obstacle. Although BDC decided to open on the original date and location, the organization continued its involvement in advocacy on behalf of markets that take place on City property. When the City announced its intention to open markets as drive-through markets for preorder only, BDC raised its voice along with Just Harvest, PFPC, and other organizations to point out that the proposed operating structure would exclude SNAP recipients, people without vehicles, and people without access to the internet. This model would also disproportionately affect Black, Indigenous, People of Color (BIPOC)* communities, as they are the neighborhoods most likely to be food deserts in Allegheny County. As a result of that advocacy the City permitted full, in-person opening of all City markets.

The second major challenge faced by BDC in opening the BSM was creating a site plan that would provide enough distance while maximizing the number of vendors possible. Small businesses, particularly farmers, were hit early and particularly hard. With the closure and then vastly reduced capacity of restaurants, farmers saw wholesale agreements that provided consistent income evaporate. For many farmers and vendors, the Bloomfield Saturday Market was the only retail outlet available for a month.

BDC staff quickly recognized that mapping spacing requirements while allowing for human movement was more difficult than it appeared. In one of the weekly meetings of the Market Cities representatives, the challenge of site planning was discussed extensively. Project for Public Spaces reached out to Arup, an international architecture and planning firm, to request assistance in developing a workable site plan. Arup, Project for Public Spaces, and BDC worked together for several weeks to develop a set of standards that could be applied on any site, and then developed models applying those standards to the BSM site.

As a result, BDC was able to include every vendor it had accepted for the 2020 summer season, and both vendors and customers were safe and felt safe. During the initial Pittsburgh-area farmers market networking meetings, BDC was able to share Arup's guidelines, helping produce a safer market system.

* We use this term throughout the report to highlight the unique relationship to whiteness that Indigenous and Black (African Americans) people have, which shapes the experiences of and relationship to white supremacy for all people of color within a U.S. context. (From the BIPOC Project, www.thebipocproject.org)



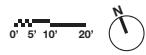
30 Market Stalls

Capacity for 4 Visitors per Vendor
50 Visitors Queueing at Entrance
6 Mobile Concierges

LEGEND

Info Tent	Handwashing Station	Entry Queueing
Market Staff	Vendor Vehicle	
Pick-up Order Tent	Vendor Tent	

ARUP Schematic Site Plan



Schematic site plan developed by Arup for Bloomfield Saturday Market's COVID-19 operations.



Bloomfield Saturday Market's revised site plan after the first week of COVID-19 operations, May 2020.
Created by: Bloomfield Development Corporation.

Outcomes & Recommendations

The Market Cities process allowed BDC to form relationships with several other organizations and the process has occurred alongside and intertwined with the development of a recently recognized farmers market convener, Pittsburgh Food Policy Council. PFPC has embraced this role, facilitating the farmers market manager networking meetings and attracting new funding to build their capacity to address challenges faced by markets.

To assist them in leading the process to achieve the goals outlined in the Greater Pittsburgh Food Action Plan, the following are needed:

1. Capacity investment in order to consistently provide needed service to professionalize market management, resulting in successful markets that provide increased income to farmers and other vendors.

The majority of Pittsburgh's public market managers are part-time and volunteer positions. This leads to very limited capacity to look beyond the immediate work associated with managing market operations, which was evident from the difficulty the Pittsburgh partners had in getting managers to complete the Market Cities survey just to get baseline data for the city's market system.

2. Recognition by local governments that farmers markets provide an essential service, and the adoption of policies and legislation that support and fund a strong market system.

At the onset of the COVID-19 pandemic, the City of Pittsburgh viewed public markets as a liability rather than a critical and nimble means to deliver food to its residents during an emergency. Significant time and effort was required on the part of passionate stakeholders, namely Bloomfield Development Corporation, to advocate for the opening of farmers markets with a focus on providing the city's marginalized populations continued access. The value and impact of public markets was not clear to city policymakers, which hindered the city's market system at a time when markets were most needed.

3. Development and investment in a permanent, year-round, indoor market space.

Previous outreach efforts by the Pittsburgh Food Policy Council show that food growers have a strong desire to have a year-round indoor public market in Pittsburgh. The location, type of market layout and infrastructure, as well as management and operations (e.g. open 7 days/week vs. 1-2 days/week), still needs to be explored with vendors and other stakeholders, but the desire from vendors is clear.

4. More markets supported and sustained in low-income, minority, and food desert areas.

The map of Pittsburgh's public markets reveals gaps in the distribution of public markets across the city and highlights inequities in food access. This is especially true for neighborhoods in the western neighborhoods of the city. Additional work needs to be done to further identify food access challenges in these areas and develop strategies for sustaining expanded market operations.

NEXT STEPS

The Pittsburgh Food Policy Council has been funded to convene this regional market manager network through early summer of 2021. During this one year grant cycle the PFPC will build a foundation for this network to develop meaningful and long-term improvements to our region's markets. Existing partnerships with Just Harvest, The Food Trust, Lawrenceville United, and Grow Pittsburgh will be further developed and additional funding opportunities such as the federal Farmer's Market Promotion Program and local family foundations will be explored to bring capacity to this network and the shared goals it identifies.

SEATTLE, WASHINGTON, USA

Produced by Seattle Neighborhood Farmers Markets in partnership with
Pike Place Market, Queen Anne Farmers Market, Seattle Farmers Market Association,
and Washington State Farmers Market Association



*Xai Cha's Farm Vendor at the University District Farmers Market, Seattle, WA.
Credit: Redstone Photography.*

Introduction

Seattle's strong foundation of public awareness, established market organizations, and experienced local producers make it a noteworthy Market City.

Farmers markets serve as a vital economic lifeline for direct-to-consumer farmers, as a collection of important community gathering spaces, an outlet for sustainably produced food, and a low-barrier entrance for small businesses. Beyond the economic and social benefits of farmers markets, the Organic and regenerative growing practices and short travel distances contribute significantly to the restoration of America's soil and an alternative food system that has been significantly damaged by the industrial food supply chain. The region is home to a strong and coordinated network of farmers markets that has been strengthened through policy, investments, and working partnerships with state and local agencies including the City of Seattle, Public Health Seattle King County, and King County. At the same time, Seattle farmers markets have been challenged by external forces like rapid development, the centralized industrial food supply chain, and economic development practices that exclude or neglect BIPOC populations. At times, inconsistent regulations, underdeveloped relationships, or bureaucratic process have created obstacles rather than strengthened farmers markets.

This study identifies a number of policy-level changes that could allow Seattle's market ecosystem to expand and adapt to meet the needs of the community more equitably, more efficiently, and more sustainably. The work undertaken in this study was transformed—as so much of the world has been—by the impacts of COVID-19. The global pandemic has, however, thrown the potential public benefits of farmers markets into sharp relief. Markets protect the local economy by connecting Washington State growers and small producers directly to consumers. Markets also protect consumer safety by providing access to nutritious, seasonal, fresh foods in open-air shopping environments where disease transmission is less likely than indoors.

To harness its potential as a Market City, Seattle requires a focused effort to update code designations, streamline permitting, and lower the costs and uncertainties threatening nonprofit market operators and small vendors. By doing this, King County and the City of Seattle have an opportunity to increase the flow of local dollars to local farms and food entrepreneurs, and extend safe, open-air, fresh food access to more communities, with an emphasis on traditionally underserved neighborhoods and people using food assistance programs.

The systemic vulnerability and inequity showcased in 2020 has underlined the importance of aligning policy in support of small businesses and healthy community food systems. We encourage our elected officials to prioritize and nurture Seattle's network of beloved farmers markets in the same way our city has prioritized other similar community food access strategies: with policy-level recognition and resources.

SNAPSHOT OF FARMERS MARKETS IN 2019

In 2019, there were 16 farmers markets operating in Seattle. Four of the markets operate year-round, while 12 of them operate seasonally, typically May through October. Seattle farmers markets take place on closed streets, public and private sidewalks, city parks, and in private parking lots. The following organizations operate each of the 16 farmers markets:

Neighborhood Farmers Markets: University District, Capitol Hill, West Seattle, Columbia City, Lake City, Phinney, and the Magnolia markets.

Seattle Farmers Market Association: Ballard, Madrona, and the Wallingford market.

Queen Anne Farmers Market runs a seasonal market operated by the Queen Anne Neighbors for responsible growth.

Economic Impact



\$22,240,176
sales to vendors
Including over 130 farmers
and 100 small businesses



1,681,635 Seattle
shopper visits
We serve 16 neighborhoods
and operate 7 days a week



\$11 to \$20
The average spent by
market shoppers
at nearby businesses.

Food Access



+



=

Healthy food
for all Seattle
families.

\$223,090 in SNAP
Fresh food sales funded by
Federal nutrition assistance

\$287,975 in Fresh Bucks
Funded in part by Seattle's
Sweetened Beverage Tax

Sustainability



10,000 acres
Working farmland
owned or leased by our
farmers across the state



55 miles
Average distance food travels
from farm to market

Incubating Small Food Businesses

Since 1993, the markets have incubated food businesses who migrate into brick and mortar storefronts or become significant suppliers to Seattle. These are just a few we love:

Tall Grass Bakery
Brewmaster Bakery

Sea Wolf Bakery
Ellenos Greek Yogurt

Honest Biscuits
Sunny Honey

Rachel's Ginger Beer
Kedai Makan

Snapshot of the collective impact of Seattle farmers markets in 2019. The four farmers market organizers in Seattle share an Operations and Collaboration Agreement and release an annual Community Report.

WORK TO DATE

The Pike Place Market is considered a premier market district in the country and operates as a Public Development Authority (PDA). Voters approved the historic district in 1971 and the City of Seattle later established the PDA to rehabilitate and manage the market's infrastructure.

In 2009, the City of Seattle conducted a comprehensive permitting and fee reform project to better serve farmers markets. Outcomes included streamlining the City's permitting process, reducing permit fees paid by markets hosted in city parks and rights-of-way, and distinguishing farmers markets in land use code.

In 2015, the four farmers markets organizers in Seattle signed an Operations and Collaboration Agreement, stating their shared interest and success and detailing how they would work together on new market development, consumer outreach, joint advocacy and resources, and technical support for farmers and vendors. See Appendix B.

King County's Agricultural Program has been convening all King County farmers market

organizers, including those in Seattle, for a quarterly in person meeting since 2007. Currently led in collaboration with the WA State Farmers Market Association, these meetings take place in Seattle and are forums for sharing information from Public Health and other partners, as well as networking, peer-to-peer learning, and problem-solving issues among managers.

In 2018, the four farmers market organizers reviewed and updated the Definition of a Farmers Market in the City of Seattle municipal code, broadening the limits of inclusion for farmers, processors, prepared food, and artisan crafts.

In 2012, the City of Seattle's Office of Sustainability and Environment partnered with the Neighborhood Farmers Markets to create the Fresh Bucks program, a healthy food incentive program for low-income shoppers at local farmers markets. In the first year of Fresh Bucks, NFM's EBT sales increased 86% over the prior year. The program grew to serve all Seattle farmers markets in 2013, and scaled county-wide between 2014 and 16 with the support of a federal grant. Today, the incentive program is offered statewide and is now known as SNAP Market Match. In Seattle it is supported with funding from the Sweetened Beverage Tax.



Customers at the Columbia City Farmers Market, Seattle, WA. Credit: Redstone Photography.

Seattle Market Cities Process

In January 2020, Project for Public Spaces reached out to colleagues at the Pike Place Market to introduce the Market Cities Initiative and invite Seattle markets to participate in the survey. Through a series of interviews and conversations, Seattle organizers identified several considerations that made them a good fit for a pilot project: organizers have a longstanding collaboration, including a working agreement and regularly occurring meetings, the City of Seattle and King County have both recognized the public benefits and importance of farmers markets through policy and investments. Yet, organizers immediately identified new strategies and best practices were needed to strengthen markets in the city. With a desire for a strategic and strong working relationship with City partners, Seattle farmers market organizers collaborated to submit Seattle's application for the Market Cities Pilot Project and were selected along with Toronto and Pittsburgh.

The Market Cities Initiative names a Market City as, among other things, a place that helps address these challenges through public-private collaboration, policies, investments, and infrastructure. This pilot identifies obstacles and opportunities for farmers markets in Seattle, as well as strategies to overcome these and leverage our current strengths for an even greater public benefit. It points to opportunities that exist in Seattle, but are not necessarily unique. The recommendations and best practices have applicability throughout the region and to other urban markets.

This report results from research, survey analysis, and stakeholder engagement that occurred between March and August of 2020, and builds on previous work including the Washington State Farmers Market Association's (WSFMA) needs assessment conducted in July 2020 as well as the *Farmers Market Sustainability* report conducted by the Puget Sound Regional Council (PSRFC) for the City of Seattle in January 2014.

The original scope of work included a survey

followed by a participatory process to co-create a vision and plan for Seattle as a Market City. On March 17, 2020, however, farmers markets across Seattle were suspended due to the rising concern over COVID-19 transmission. Market organizers pivoted to work with Public Health Seattle King County and the Office of the Mayor to develop safe operating models and re-open markets amid the pandemic.

The COVID-19 pandemic laid bare the shortcomings of our food supply chain to Seattle, a lack of capacity to adequately respond within market organizations and regulatory partners, as well as gaps in policy and definitions that include farmers markets as an essential part of our food, economic, and public health systems. Market closures and suspensions, as well as City-imposed restrictions on the number of farmers and vendors who can access farmers markets, has severely limited the small and medium-sized producers' access to customers and, in turn, customer access to fresh, locally grown food. Seattle plays an outsized role in the distribution of local food and, as such, is positioned to play a leading role in transforming the regional food system.

Research methodologies included:

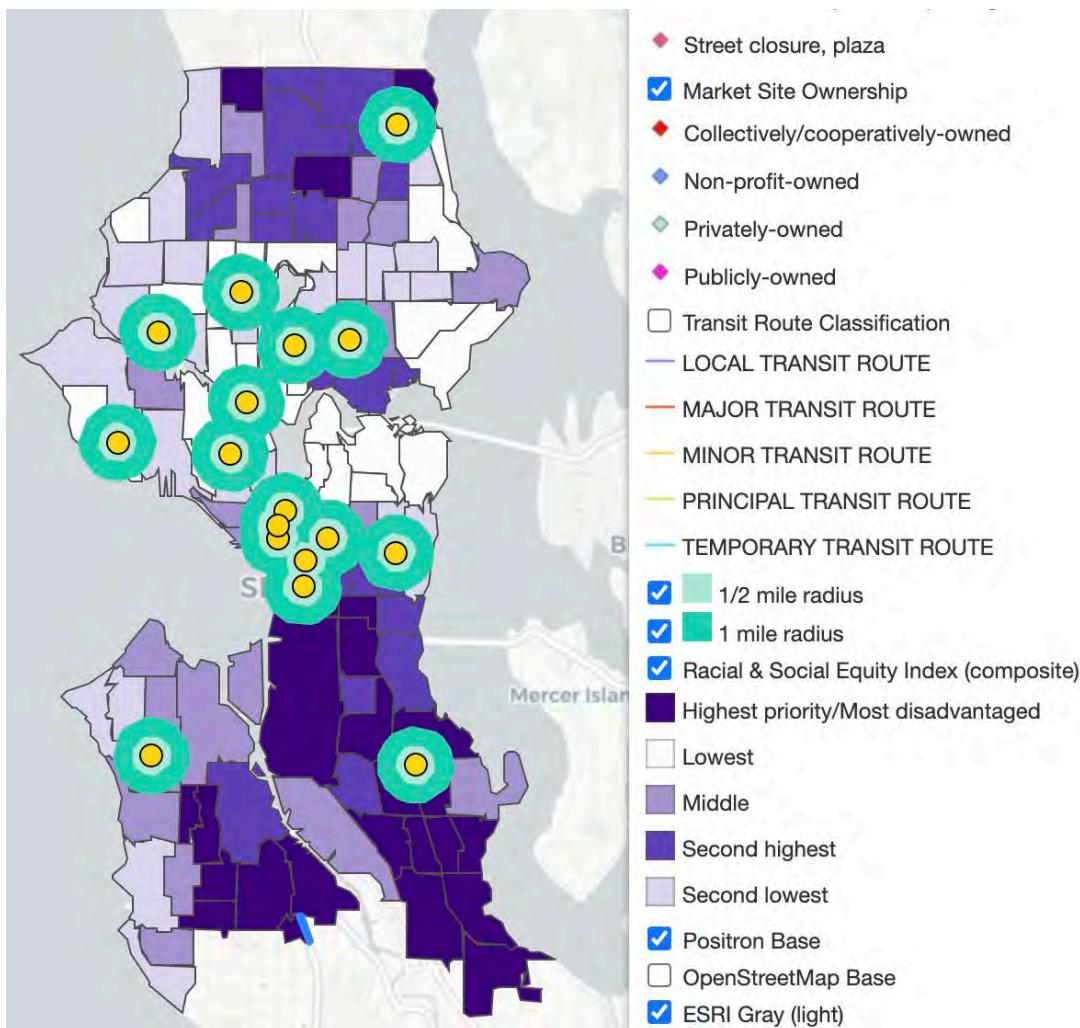
- Survey of Seattle Municipal Code;
- Virtual meetings among the pilot cities and Market Cities partners;
- A survey of Seattle farmers markets; and
- Mapping of the market system and other data.

Findings

MARKET LOCATIONS

Where farmers markets are located in Seattle has a direct relationship to neighborhood density, access to transportation, and community support. However, the Seattle market map shows that farmers markets are unevenly distributed throughout Seattle and that days of operation are more frequent in neighborhoods with populations who are English-speaking, more educated, and earn greater incomes. When overlayed with Seattle's Race and Social Equity Index map, 18% of farmers markets are located in wealthier, more white, English-speaking neighborhoods, while 25% (University

District, Lake City, Madrona and Columbia City) are located in neighborhoods with greater rates of health and socioeconomic disadvantage. While market organizers have worked to prioritize market locations that reach diverse populations, most of the markets in more diverse neighborhoods run seasonally. This perpetuates the idea that farmers markets are "special events" or for the wealthiest among us, instead of a regular part of Seattle's food infrastructure. Racial and economic segregation, transportation barriers, and proximity to farmers markets factor into the ability of all Seattle community members to participate in and benefit from the local food system.



Screenshot of Seattle's market map. Seattle's Racial and Social Equity index layer is shown in graduated purple.

Sources: City of Seattle. Racial and Social Equity Index. Created: Jan 6, 2020, Updated: Jan 15, 2020. Markets: Project for Public Spaces, Market Cities Initiative Market Survey, Jun 2020.

Findings (Continued)

MARKET DESIGN

Alongside the factor of market locations, there is a strong relationship between the success and sustainability of a market and the mix of vendors and the size of the market. By design and definition, individual farmers markets in Seattle serve a vendor base that is approximately 70% farmers and 30% value-added local food, prepared food, and, in handmade gifts (see Appendix B). It is important to recognize that what drives the sustainability of a farmers market is the daily sales for vendors, but this does not mean that those who cannot afford local sustainably produced food should be excluded. One reason that smaller markets do not exist in more diverse or less populated Seattle neighborhoods is that they struggle to have enough customers and vendors to be successful. Due to this, there are lengthy waitlists for vendors to access larger markets and only some neighborhoods in Seattle are served.

Seattle has an opportunity to explore alternative market designs that are both sustainable for vendors and provide access to underserved neighborhoods. Examples of alternative designs include farm stands with the necessary infrastructure for cold storage and transportation or semi-permanent sheds for consumers to pick-up aggregated orders purchased online. Alternatively, public or private investment in start-up markets that serve developing neighborhoods could also help expand the network of fresh, sustainably grown food available to underserved neighborhoods in Seattle.

VENDOR ACCESS

Farmers markets strive to be mirrors of the communities they serve and to support vendors from diverse racial, ethnic, and economic backgrounds. Approximately 25% of the vendor base in Seattle farmers markets are Black, immigrant, or minority-owned businesses. Although the Seattle and King County-wide collaboration among market organizers has improved information-sharing opportunities, the barriers vendors face accessing information about

farmers markets are still present. Farmers markets have worked to reduce these barriers to entry by offering vendors flexible application timelines and synchronizing vendor application cycles and technology when possible. Regardless of these efforts, every year many vendors are waitlisted or turned away by Seattle farmers markets because they have reached capacity.

Markets that have the budget to offer technical support to vendors have had successes in attracting and retaining immigrant and refugee vendors. Pike Place Market worked with King County and Washington State University to serve as the market outlet for the Indochinese Farm Project that began in 1981. This partnership has brought a large number of Hmong and Mien vendors to Pike Place Market and to other neighborhood markets throughout the last 40 years. Similarly, farmers markets that have the capacity to provide business coaching for vendors have supported their business trajectory or helped them secure brick and mortar locations. Several successful Seattle businesses such as Rachels Ginger Beer and Ellenos Greek Yogurt began incubating their businesses at farmers markets. The value of these efforts in bolstering small businesses cannot be overstated.

COVID-19 has identified new challenges related to vendor access and retention:

- Many farmers pivoted to invest in CSA's or alternate sales channels amidst week-to-week permitting and severe City and County restrictions on the number of vendors allowed to sell in the farmers markets.
- Seattle's failure to allow markets to expand into additional public space has restricted the number of vendors and shoppers allowed into the market under social distancing guidelines. Comparatively, markets in New York and Portland were offered public space to accommodate their full network of vendors.
- State and County guidance for farmers markets excluded cut flowers from farmers

markets between March and May of 2020. As a result, many Hmong and Mien flower farmers lost Spring income essential for their investment in summer row crops. These farmers grow some of the most affordable and culturally appropriate produce available in the markets.

INFRASTRUCTURE

Seattle farmers markets take place on a variety of public and private sites including public streets and sidewalks, parks, plazas with mixed ownership, and private parking lots. Overwhelmingly, 81% of farmers markets take place on City property. Other than Pike Place Market's day-stall farm program, no markets have secure tenure at their sites, making them extraordinarily vulnerable to the pressures of development, land-transfer, or the revocation of permits as experienced during the coronavirus pandemic.

Site ownership presents a mixture of opportunities and challenges. Markets operating in street closures do not have any permanent market-related infrastructure, including the necessary signage to avoid unauthorized parking and towing. Market operators reported relying heavily on good relationships with local businesses who provide access to water, restrooms, sinks and storage. All markets have made a significant investment in community relationships to ensure secure access to infrastructure. Because of business closures during the pandemic, many markets had to scramble to find open restrooms for staff and vendors and would have benefitted from either permanent infrastructure or temporary access to community centers, libraries, or other neighborhood assets.

There is a strong connection between a market's access to infrastructure and the ability to provide reliable sales opportunities for farmers and access to fresh food for consumers.

PERMITTING

Two factors position market organizers and City and County agencies to work effectively together to streamline and reduce the permitting burden. The 2009 Farmers Market Pilot Program designate the Office of Economic Development (OED) as the coordinating body for farmers market permitting and laying out the fee schedule for farmers markets who meet the definition. Additionally,

market organizers are aligned and collaborate regularly on specific issues and initiatives. Despite this groundwork, there has been insufficient prioritization of farmers markets needs and lack of capacity devoted within OED. Market organizers coordinate independently with more than eight City and County departments responsible for permitting, traffic planning, neighborhood outreach, and food policy, to name a few.

Virtual meetings and discussion surfaced the following issues:

- Farmers markets are situated in a “Special Events” department within OED;
- Awareness of the Farmers Market Pilot Program and related fees or use allowances is inconsistent across City departments;
- Permit timelines are often incompatible with seasonal market operations who guarantee space for farmers to sell in January;
- Permits are often not received by market organizers (they never arrive);
- Incorrect charges or fees are often applied to City permits;
- There is no multi-year or master permit for longstanding markets;
- No single City staff or office is responsible for the support and development of markets;
- A lack of priority provided to farmers markets when competing street or sidewalk use permits are requested; and
- Inconsistent enforcement by SDOT Public Space Management, Public Health, or the Liquor Control Board creates inequity and confusion among markets.

Many farmers markets in Seattle do not change year to year and have operated on the same site for many years. Despite this, organizers tackle an ever changing, overbuilt, and bureaucratic permitting processes in order to keep the connection between consumers and producers intact.

Findings (Continued)

POLICY

The benefits of farmers markets intersect in many policies that are implemented by numerous departments. The City has adopted overarching policy that recognizes the broad, unique and multiple benefits that farmers markets provide—economic, environmental, health, social. However, the City lacks specific implementing policy to support existing farmers markets, expand farmers markets to new neighborhoods, or leverage the full benefit of these important and unique community assets.

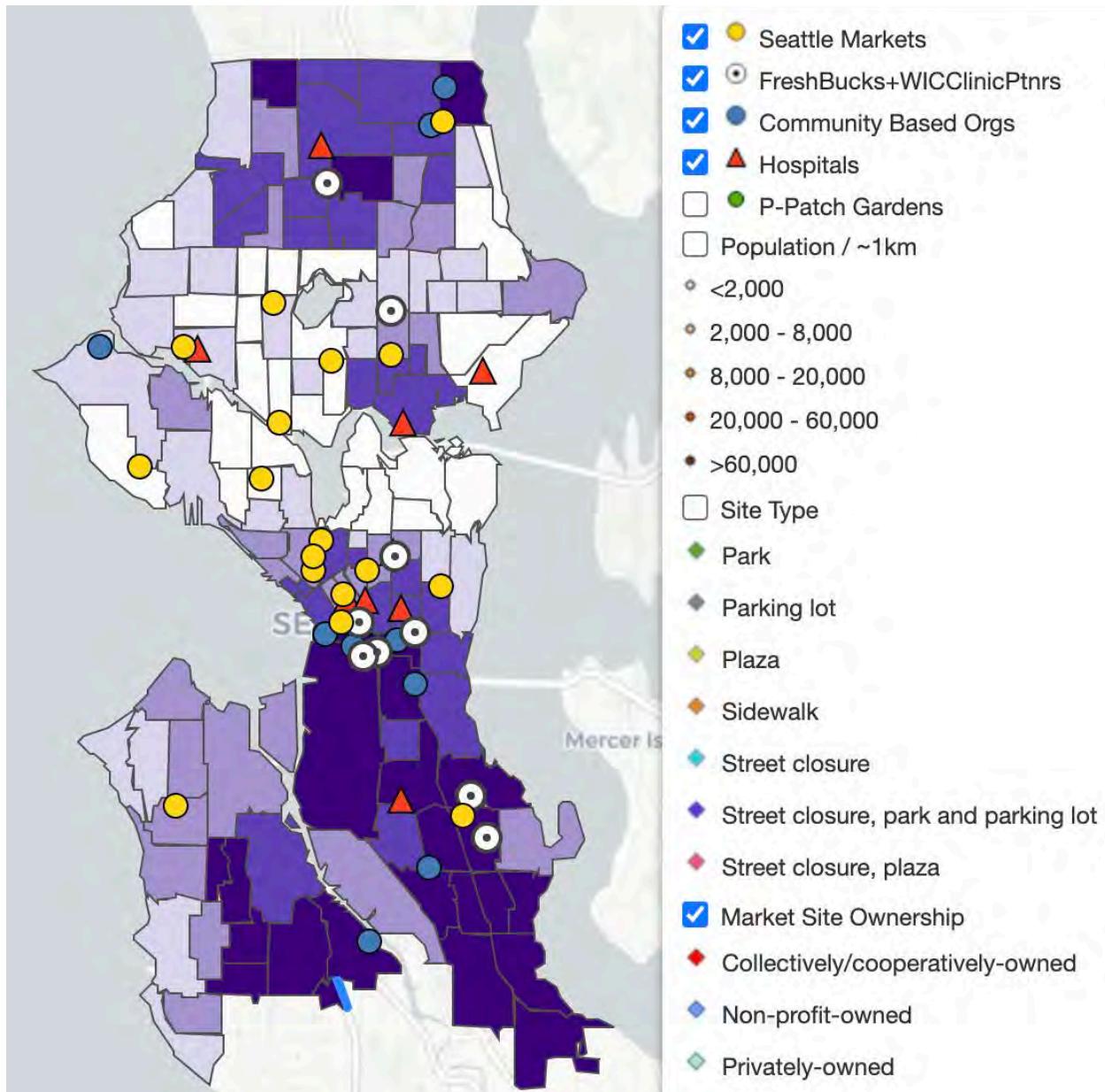
Key findings from a policy inventory include:

- In Seattle's Comprehensive Plan, a strong network of neighborhood-based farmers markets helps the City achieve goals and objectives in multiple elements and the overall vision for the city.
- In Seattle's Food Action Plan (expired 2017), farmers markets broadly contribute to the achievement of multiple goals and strategies. Progress indicators focus on a single metric (Value of EBT benefits redeemed at Seattle farmers markets) and do not capture the multiple benefits provided.
- In Seattle's Pedestrian Master Plan, farmers markets are not recognized as a vibrant public space or reflected in technical analysis as an important pedestrian destination.
- In Seattle's Transit Master Plan, farmers markets are not reflected as a use that can activate public spaces near transit or generate off-peak transit ridership. Yet in Seattle many farmers markets are near light rail stations and other frequent transit nodes. A key recommendation in the 2014 Puget Sound Regional Council's report was to "plan for existing and new markets in development of property in prime market locations" such as transit hubs or dense residential districts.
- In Street's Illustrated, Seattle's Right-of-Way Improvement Manual, farmers markets are one of

the strongest and most consistent strategies to program and activate the public space. However, Streets Illustrated lacks any meaningful street standards or design guidance for how right of way improvements can support (or impede) a successful farmers market. This is especially important for streets where farmers markets have historically operated for 20 or more years.

- Seattle Parks & Recreation Strategic Plan lacks awareness of the important role farmers markets play within the park system, and potential market-related strategies to achieve their goals.
- In the Office of Economic Development, it is stated: Every farmer's market in Seattle is located within and thereby strengthens a neighborhood business district. As part a "toolbox" for business districts created by the OED's Only in Seattle Program, farmers markets help implement the vision, mission and strategies of this program without benefit of any direct financial assistance.
- Finally, Seattle's Municipal Code lacks specific guidance for regulating farmers markets in public space despite naming them as a unique, important, and desirable uses of public space.

The COVID-19 pandemic has drawn into sharp focus that farmers markets lack the political and policy support required to ensure their future. And yet, Seattle is unique in the legislative foundation already in place with the 2009 Farmers Market Pilot. Despite foundational policy support, the most recent public health responses under direction of the Mayor's office has proved to be inadequate to address ongoing operational viability of farmers markets in Seattle. Notwithstanding a public health emergency, farmers market operators have had to continue to initiate all coordination with City agencies, due to the lack of detailed and concrete support for these important community assets.



Screenshot of Seattle's market map, includes market locations (yellow dots) and other relevant partners and potential partners (community based orgs, hospitals, etc.). Racial and Social Equity Index represented by graduated purple. Darker purple = higher priority areas. Sources: City of Seattle. Racial and Social Equity Index. Created: Jan 6, 2020, Updated: Jan 15, 2020. & Licensed Acute Care Hospitals. Last Updated: December 19, 2018. Clinics and CBOs: Seattle Neighborhood Farmers Markets, Food Access Partners, shared May 2020.

Outcomes & Recommendations

RECOMMENDATIONS

- 1. Integrate farmers markets into strategic city and regional efforts of food access, climate justice, public health, and inclusive economic development and recovery.**
- 2. Expand consumer access in underserved neighborhoods with small-scale markets and/or investments that support alternative aggregation and distribution channels of local, sustainably grown food.**
- 3. Revise Seattle's Food Action Plan (adopted 2013, expired 2017).**
- 4. Broaden access and equity for shoppers and vendors by integrating farmers markets and local food further into food access and emergency food investments and programs.**

STRATEGIC ACTIONS

1. Issue a Statement of Legislative Intent and associated budget that distinguishes farmers markets in the City of Seattle municipal code as essential food infrastructure, granting franchise rights to public rights of way and establishing municipal code provisions and authority to issue master permits for longstanding farmers markets.
2. Fund a permanent business advocate staff position in the Office of Economic Development at the City of Seattle.
3. Provide an assessment of Municipal Codes and Director's Rules and recommendations to implement changes that better regulate farmers markets in public spaces such as streets, parks, and sidewalks and reduce regulatory burden. Focus on community investments for economic recovery, food policy, and climate justice.
4. Integrate farmers markets into the City and County budget decisions, action plans, and advisory boards centered on inclusive economic recovery, equitable access to healthy local foods, public health, climate justice, and racial equity.

5. The City of Seattle and Seattle King County Public Health should review findings and recommendations from King County's Food Hub Feasibility Study and make strategic investments that address the acute scarcity of affordable and right-size food system infrastructure (warehouse space, cold storage, and kitchens) that serve small to medium sized food businesses and non-profit organizations across the city.

IMMEDIATE STEPS

For the City of Seattle

1. Formalize the 2009 Pilot Program - Farmers Market Permitting Process Multi-Department Administrative Rules including:
 - a. Update the definition of a farmers market;
 - b. Reduce the permitting burden by allowing for multi-year permits in public spaces; and
 - c. Waive 2020-22 permit fees for farmers markets, re-introducing following stabilization efforts.
2. Ensure SDOT Public Space Management prioritizes regularly occurring farmers markets where applications for competing street use permits may be made.
3. Install permanent market vendor parking and loading restriction signage to improve community awareness of market locations and reduce towing necessary where unauthorized vehicle parking interferes with regular market operations.
4. Sustain incentive matching for SNAP Market Match from Sweetened Beverage Tax funds and provide financial incentives to assist farmers and shoppers in transitioning to an eBenefit for Fresh Bucks.
5. Reduce obstacles for low-income shoppers by creating a city-wide SNAP/EBT token to be used at all Seattle farmers markets.
6. Include farmers markets in neighborhood, business district, or future community surveys for community investments.

For Farmers Market Organizers

1. Formalize the Farmers Markets of Seattle coalition as an independent entity with governance and mission; explore broadening membership to include other public market operators, farm stands, or urban agriculture co-operatives.
2. Establish a plan to diversify the vendor base and mix of culturally appropriate produce in farmers markets.

3. Expand access to underserved neighborhood by exploring alternate market models, season extension, start-up funding, and potential partners.

4. Develop a shared monitoring and evaluation framework to capture and improve regular annual reporting of the positive impacts of all markets including local jobs and wages, indirect benefits to neighborhood business districts, food access, and new business development for food entrepreneurs.



Crowds at the University District Farmers Market
Credit: Redstone Photography.

TORONTO, ONTARIO, CANADA

Produced by the Toronto Food Policy Council in partnership with
FoodShare Toronto, St. Lawrence Market Complex,
City of Toronto | Economic Development & Culture, and Greenbelt Markets



The residents of Moss Park wanted a place to buy fresh, affordable food close to home. Building Roots listened and together we created the first Shipping Container Grocery Store, now called Moss Park Market. When you shop here you are helping to create a sustainable community food market and the realization of our vision.

Building Roots believes all neighbourhoods need places to grow, cook, share and buy healthy food.



Find us on social media and use the hashtag #mosssparkmarket

[@BuildingRootsTO](#) [@buildingrootsTO](#) [@buildingrootssto](#)



Moss Park Market, Toronto, ON.

Introduction

Toronto currently has more than 100 public markets built from the ground up by strong community champions key anchor organizations. These markets operate in public parks, city facilities, public or private parking lots, religious or educational institutions, community hubs and private spaces and embrace diverse models, audiences and mandates that respond to residents' needs. In many cases, these markets deliver programs that address municipal gaps, including playing a critical role in providing access to fresh, local, high-quality produce to tens of thousands of residents. Markets support almost 3,000 small and medium-size businesses across Toronto and the livelihoods of local farmers, food producers, resellers of fresh food and non-food items, crafters and artisans, as well as sellers of prepared or ready-to-eat food. Toronto's public markets generate economic activity, bolster resident and neighbourhood connections and strengthen the urban/rural relationship so critical to city and regional resilience and our transformation into sustainable food systems.

This report highlights 110 public markets in Toronto, although there are most certainly more markets not included in that number. (It is our hope this work will lead to the creation of a comprehensive catalog of Toronto markets.) Toronto's public markets can be organized into eight different market types based on the kind of site they operate and how often they run—highlighting the relationships between infrastructure, recurrence and consistent access, both to local food and economic opportunities for Toronto residents. It identifies gaps and makes a case for investment in public food infrastructure to be distributed equitably across the city. The key market types in Toronto include: permanent indoor, semi-permanent, mobile, market networks, market districts, wholesale, municipal, and temporary markets. It is worth noting that approximately 40% of public markets operate as temporary markets mainly during the summer season in public or privately operated public space (POPs).

COVID-19 revealed the vulnerabilities of the current food distribution system, which public markets advocates have previously warned. Lockdowns as well as mobility restrictions have limited small and medium regional producers' access to customers and customers' access to fresh food. Distribution plays a crucial role in transforming food systems, and Toronto is the most significant urban center in the region with the opportunity to take a lead role in influencing that change. As the retail market share has been concentrated into fewer hands, supermarket chains have become the "gatekeepers" of the food system. They have control over producers and manufacturers as well as eaters (Steiman 2019). During the COVID-19 pandemic, supermarket chains seem to have maintained the supply of global food. Incidents like President Trump banning the export of masks to Ontario or the increasing number of floods and fires in California show how political or environmental cross-border conflicts can impact our current food supply. This further emphasizes the need for short supply chains and regional supply.

WORK TO DATE

The Market Cities pilot project builds on previous work conducted by public market stakeholders in Toronto over the last five years. In 2015, a group of public market organizations and managers, supported by the Toronto Food Policy Council (TFPC), created the Public Food Market Working Group (PFMWG), a volunteer-led initiative to develop solutions for the challenges facing public markets. Followed by a motion put forward by Councillor Fragedakis, Ward 29 and Chair of the Economic Development Committee in 2016, Toronto City Council endorsed the project and a working group framework was developed.

The goal of the City-level Public Market Working Group (PMWG) was to bring together organizations delivering public food markets, as well farming organizations, Business Improvement Areas (BIA) and city staff from 10 different departments to unlock the potential in the city by:

- Identifying barriers and opportunities for public markets.
- Showcase and highlight public markets as areas for community development, entrepreneurship, festivals, and healthy food access.
- Identify municipal mechanisms best suited to enable public markets.

- Enhance Toronto's reputation for excellence and leadership in the fields of economic development and community food security.
- Develop a public market strategy for the City of Toronto that puts Toronto on the map of Market Cities.
- Initiate research, publications, and information sharing on ideas, policies and programs that keep Toronto City Council, City staff and interested citizens abreast of emerging trends in public markets and entrepreneurial opportunities at markets.

The PFMWG convened three times, and PMWG group twice; however, lack of connections with decision-makers, insufficient staff/volunteer time, and lack of funding has made it difficult for this



Kooner Farms selling produce at Cabbagetown Farmers Market, Toronto.



2019 Toronto public markets

Snapshot

105 Public Markets organized into 8 different types.

PROVINCIAL IMPACT

27,000

Farmers Market Ontario (FMO)

people involved in growing,
preparing and selling at
farmers markets

\$2.47

Farmers Market Ontario (FMO)

billions dollars of economic
impact across the province

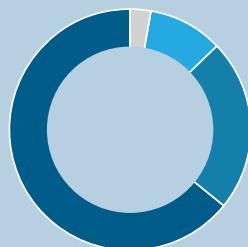
TORONTO CUSTOMERS

21,360

visit farmers markets per week
during harvest season

Greenbelt Farmers' Market Network

TORONTO VENDORS



Percentage of women vendors

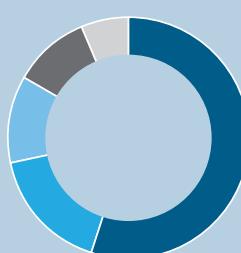
- 10% 1-25% Women vendors
- 23% 26- 50% Women vendors
- 64% 51- 75% Women vendors
- 3% 76-100% Women vendors

Based on 28 public markets

2946
participating vendors

724

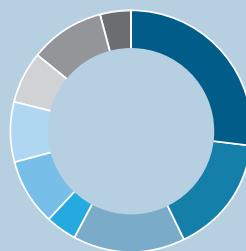
Small & medium
producers



What type of sites
public markets operate in?

- 53% Buildings
- 16% Parks
- 11% Parking lots
- 10% Other
- 6% Plaza (square)
- 0% Street closure

Based on 105 public markets



Products sold at the
public markets

- 27% Fresh fruit, vegetable, meat, fish
- 16% Prepared food
- 15% Value added food products
- 4% Antique and collectibles
- 9% Artisan craft/goods
- 8% Beer/wine/spirits
- 7% Consumer goods
- 10% Flowers
- 4% Other

Based on 105 public markets

**84% of the total vendors participating in public markets
focus on food related product (produce or re-sell fresh
food, added value food products, prepared food)**

In 2019
Good Food
& Mobile
Markets sold

500,740 lbs fresh food

Snapshot of Toronto's markets in 2019. Data collected through online research and the market survey, as well as data from the Greenbelt Farmers Market Network and Farmers Market Ontario reports.

Toronto Market Cities Process

In early 2020, a group of organizations on behalf of Toronto applied to become one of Project for Public Spaces' Market City pilot projects and Toronto was selected as one of three cities to participate. In Toronto, the pilot project was steered by Marina Queirolo, Public Markets project lead at the Toronto Food Policy Council and supported by City of Toronto Economic and Community Development, St. Lawrence Market, FoodShare Toronto and the Greenbelt Markets. The aim was to both expand and further the work originally intended for the Toronto Food Policy Council Public Market Working Group. More importantly, participating in the pilot could provide an opportunity for public market stakeholders to collaborate with international experts, bring new perspectives and expertise to help co-create local solutions. At the end of this process, we hoped to achieve three outcomes:

- Stronger partnerships: A re-energized group of committed public market stakeholders wanting to collaborate, work, and support this initiative;
- A shared vision and set of principles that will allow us to work together; and
- A trusted collaborative action plan that enables the group to focus their work (individual and collective), as well as support fundraising efforts.

This report results from research and stakeholder engagement facilitated from March to August of 2020 and builds on previous work of the PFMWG and Public Market Working Group. The initial plan was to bring together key public market stakeholders involved in the regulation, management and delivery of public markets in the city. Through an initial survey and then a participatory process, the aim was to co-create the vision and action plan together. However, as we prepared to launch, the COVID-19 pandemic hit North America, which impacted the project's delivery and the public market sector in general.

Our work had to pivot. Our top priority was to advocate for farmers markets and fresh food markets to be declared essential services. Then we worked with stakeholders to develop and implement city-wide guidance documents for safe delivery of markets during the pandemic in public space. While

all of this meant less direct engagement in the Market City effort, the impact of the pandemic on public food markets provided real-time experience of how the public market system works and where its weaknesses are. The pandemic made evident the issues market managers, operators, and regulators regularly faced pre-COVID and confirmed the importance of this work. Within that context, we believe that this report provides in-depth research on the challenges and opportunities for Toronto's public markets.



Vendor at Market 707 - Scadding Court Community Centre, Toronto, ON.

Credit: Scadding Court Community Centre

Research methodologies employed:	
METHOD	DESCRIPTION
BACKGROUND RESEARCH	This report includes information on Toronto public markets collected through online research of the various public market platforms, including websites and social media, academic articles, grey literature, policy documents, and historical material from the Toronto archives. Through a partnership with the University of Toronto Culinaria Research Centre and the Feeding The City initiative, we had access to an international database of policies and programs related to public markets and other strategies that helped ground some of the proposed solutions in global best practices.
VIRTUAL MEETINGS	Throughout this project, we had weekly calls with partner cities to exchange information on the challenges facing public markets in each city. We hosted various meetings with Toronto partners focused on reflecting and providing feedback to the content that emerged as we furthered the research. We participated in multiple webinars hosted by Farmers Market Ontario, Sustain Ontario and Greenbelt Market, engaging market managers across the city and province. We also participated in three conference calls with city staff from Public Health, Parks Forestry & Recreation, and the Special Events and Emergency team, focused on opening markets in public spaces and developing COVID-19 guidance documents. Notes and reflections from those meetings informed some of the content of this report and the recommendations.
SURVEY	Early in the planning process, the primary consultation method was an online survey created by Project for Public Spaces. All three cities used the same questions, providing an opportunity to understand the similarities and differences between the three market systems, create the baseline data in the following areas: operators, location, type of market, years in operation, governance, market site, vendor types and demographics, recurrence, budget and funding, workforce, partnerships, impact, evaluation, and City permits. The COVID-19 context made it difficult to collect a large number of survey responses. In recognition of the time and effort to complete this survey, we provided a \$25 honorarium for each completed survey. From a total of 110 identified public markets, we collected 28 surveys conducted by market operators.
INTERVIEWS	A series of semi-structured interviews with key Toronto partners, city staff, market managers and operators, network directors, and international experts provided an opportunity to go deeper into the issues, fill any gaps, identify new opportunities, and strengthen the relationship with the interviewee. Open-ended questions provided opportunities for informal moments to discuss current queries and events. This multi-layered approach complemented the formal process, helping us better understand the concerns of market managers, operators, and City staff and councillors.
MAPPING	Data collected from the survey and the online research informed the first map of Toronto public markets. In the map, stakeholders can visualize the different public market types and identify places in the city with few or no public markets. It also includes information such as wards, the subway system, population density, walking distance to markets, priority neighbourhood and business improvement areas, and grocery stores to identify gaps and opportunities for public markets in the city.

Findings

Each individual public market is different, but there are certain challenges that most markets face consistently that impact their operations, as well as their growth potential and impact. While interconnected, these various challenges have been organized into three main categories: (1) access and equity, (2) governance and operations, and (3) education, promotion, and collective impact.

ACCESS & EQUITY

Food Affordability

Many managers are currently in a difficult situation where they have to make decisions about either supporting entrepreneurs' livelihoods or providing affordable fresh food to communities, resulting in a division between eaters, producers, and market managers. An essential aspect of successful markets is their vendors' financial viability, but this should not mean that those who cannot afford local sustainably produced food are left out. Foodshare, Sorauren Market, Evergreen Brick Works, and Greenbelt Markets have prototyped various "market bucks" systems to address this gap at a market level. While successful in the short term, such programs are too small and have no institutional support and are therefore difficult to sustain over time. The need to address the cost of food, food insecurity, and the viability of the small- and medium-sized businesses in the region results from years of public and private investments in a global industrial food complex. As such, policy changes need to be developed at a federal, provincial, and municipal level, ensuring local food is affordable to all residents, and that regional growers are supported.

Vendor Challenges

It is important to recognize that each vendor category (e.g. resellers, producers, artisans) might have unique challenges related to their specific industry. For example, farmers are struggling to access or maintain their land or to compete with imported produce that does not properly reflect the social and environmental cost of production and transportation. However, several common challenges emerge from interviews and informal conversations with public market managers and vendors:

- Sales at the market are inconsistent. Vendors at established markets do well, but smaller

neighbourhood markets struggle to have enough customers for vendors to be successful.

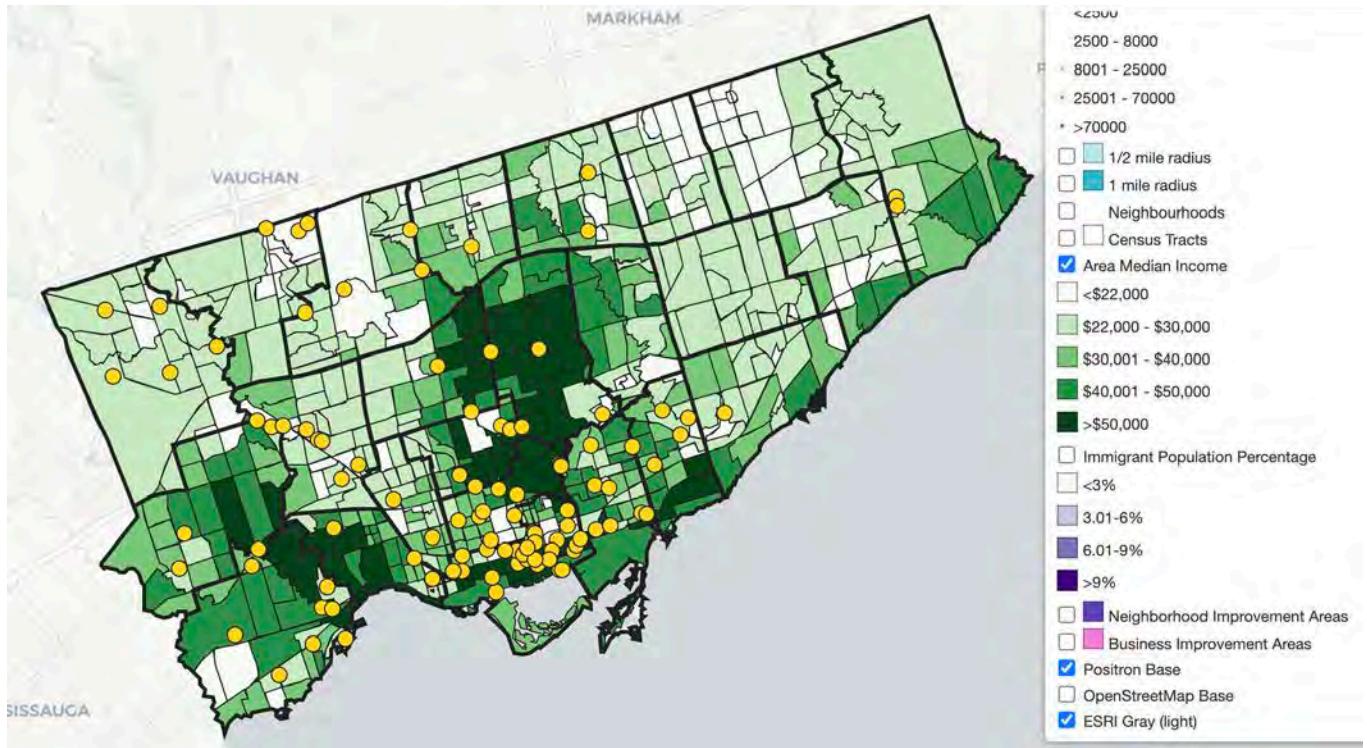
- There are lengthy waiting lists for vendors to access market stalls at successful public markets.
- There is a limited number of commercial kitchens and affordable retail spaces in the city, as well as limited access to markets for entrepreneurs & innovators.
- Marketing and sales skills are limited. Some vendors are good at growing or producing their products but lack skills in sales and marketing (e.g. branding, stall design, packaging, social media).

COVID-19 has highlighted new challenges:

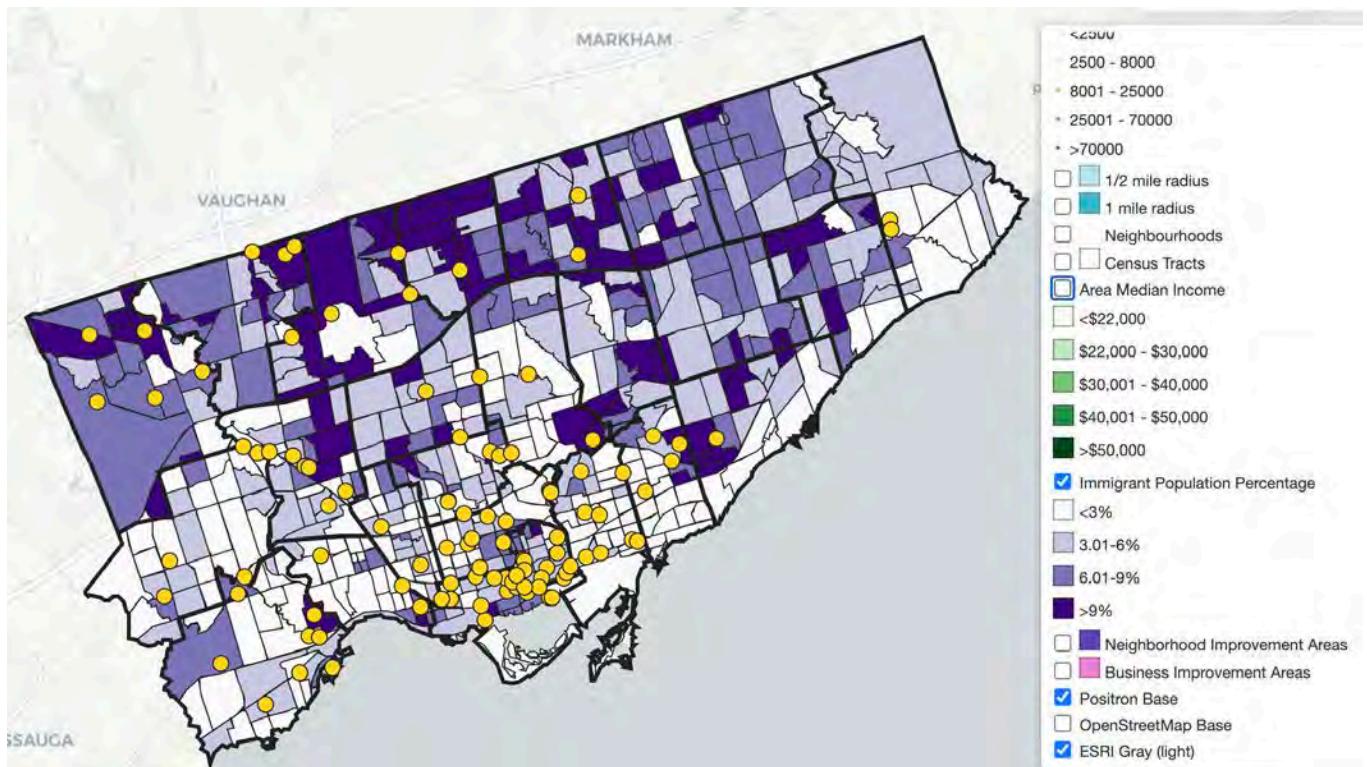
- The majority of vendors are not part of the market's operations or governance structure and have limited to no decision-making power, especially on issues that directly impact their livelihoods.
- During the pandemic, public market operators and vendors had to pivot to online sales quickly. While most of them succeeded, many mentioned that they lack the skill, interest, and time to develop, manage, and grow the online platforms to maximize this new sales channel.

Market Locations

While in some cases Good Food Markets and other types of public markets are serving neighbourhoods that do not have a walkable grocery store, the Toronto market map shows that public markets are not distributed equitably across Toronto. There are sections of the city with large numbers of public markets, grocery stores, and supermarkets, while other parts of the city have no public markets and very few food retail options. Further, public markets are not consistently open; only St. Lawrence Market, which is most accessible to downtown residents, operates year-round six days a week. Most other markets run on weekends or once a week seasonally. Residents need access to fresh food regularly. The lack of public mid-size food distribution infrastructure across the city limits access to locally produced food. This perpetuates the idea, both for customers and regulators, that markets are "special events," not an essential part of the retail landscape of the city where residents regularly access food and other household goods.



Screenshot of Toronto's market map. Yellow dots are market locations. Area median income by Census Tract is represented by graduated green, see legend to the right. Data source: Area Median Income, 2011-2016. Statistics Canada. Markets: Project for Public Spaces, Market Cities Initiative Market Survey, Jun 2020.



Screenshot of Toronto's market map. Yellow dots are market locations. Percentage of population with Immigrant Status by Census Tract is represented by graduated purple, see legend to the right. Data source: Immigrant Status, 2011-2016. Statistics Canada. Markets: Project for Public Spaces, Market Cities Initiative Market Survey, Jun 2020.

Findings (Continued)

market in Toronto is not an easy task, because in most cases, this information is not publicly available. Based on available data and responses to the market survey, 46% of current public markets are delivered on publicly-owned sites. Most of these are temporary markets and operate in parks, civic centers, community centers, and heritage sites, like Montgomery Inn. This presents both a challenge and an opportunity. First, these sites do not have any market-related infrastructure, such as stalls, loading docks, walk-in coolers, or industrial kitchens. Further, as we saw during the pandemic, the City, as a landlord, has only underscored the precariousness of market tenancy.

Another significant consideration is that only 10% of public markets “own or have secure tenure.” This does not always mean that the landlord is also the market operator in all cases, however, we can assume that as sites that have made a significant investment in market-related infrastructure, these markets’ medium- or long-term operations are more secure.

There is a strong connection between secure access to infrastructure, whether permanent, semi-permanent, or temporary, and the ability to provide consistent access to fresh food for residents and economic opportunities. During the COVID-19 pandemic, all semi-permanent markets were able to remain open or re-start operations faster than other public market types mainly because of being outdoors and have access to infrastructure that allowed them to manage customers effectively.

The lack of access to permanent or semi-permanent infrastructure limits the number of markets that can operate year-round, impacting vendors’ livelihoods. While Ontario producers mostly need access during the growing season, many small- to medium-sized businesses can sell value-added food products, ready-to-eat meals, and other much-needed goods and services that require customer access.

Toronto has nine winter or year-round farmers markets. Most of these were established ten years ago and have already impacted the type and availability of local food during the winter months.

Farmers and food artisans developed innovative ways to extend the season (winter crops, indoor growing) and rekindle old methods of preserving the season (canning, dehydrating, fermenting). As a result, customers can now enjoy a wealth of new products that allow more people to eat locally all year round. However, the limited number of markets, and the limited number that operate during winter, limits vendors’ access to customers.

GOVERNANCE & OPERATIONS

Regulation and Policy

The way public food markets in the city are regulated creates confusion, unnecessary bureaucracy, and does not promote the transparency required to satisfy customer demand. Research and consultation surfaced the following issues:

- There is no clear definition of a farmers market or public market supported with a set of criteria. This results in inconsistent interpretation by city staff, market managers, and customers.
- Temporary markets, such as farmers markets and fresh food markets, are regulated as “special events” rather than temporary food premises for the distribution of fresh, processed, and cooked food.
- Access to information about procedures, permits, regulations, and fees for markets in public spaces is inconsistent and incomplete, leading to unnecessary steps within the permitting process.
- Uneven enforcement of public health, City by-laws and regulations creates confusion for market operators, vendors, and customers.
- Current permit timelines are incompatible with seasonal market operations.
- Increased bureaucracy in the permitting process makes it easier for public markets to set up in private lots and only deal with private landlords’ requirements.
- There is no year-round and/or multi-year process for established farmers markets.
- City-operated markets and farmers markets at civic centers are all managed by different divisions, resulting in inefficiencies and a lack of alignment.

- No city staff or office is responsible for championing the support and development of public markets.

Collaboration and Advocacy

Across the city, stakeholders often come together to create associations or organizations that advocate for policies, programs, and funds to support the growth of their sector. Currently, however, there is no public market organization responsible for bringing the 105 markets together. In the case of public markets, the majority operate independently and have limited opportunities to collaborate, share best practices, and advocate for better City policies and support. As a result, public markets are still not part of the municipal infrastructure and are not consistently embedded in city plans, policies, or programs. Public markets remain relatively underappreciated, due to limited understanding of their function and the opportunities that exist.

Workforce Development

For the public markets sector to strengthen and grow, issues around job security and the sector's capacity need to be addressed. Currently, most market managers are part-time workers, paid seasonally to run the markets, with very few opportunities that lead to a full-time position and a career within the sector.

Our survey results indicate that 49% of market managers are part-time workers, with 54% working 20 or fewer hours a week. The survey showed that 39% work full time. However, in an interview with a Good Food Market manager, she shared that while her position as program manager is full-time, she is responsible for various programs and relies heavily on volunteers to run the Good Food Market. This practice is not uncommon at markets operated by nonprofits, where the program is one of many other responsibilities.

While the current survey shows a bit of an improvement from the 2013 Greenbelt Farmer's Market Managers' Roles and Compensation report, at that time, the report showed that unpaid

managers were the largest group. A smaller group received honoraria or were paid a \$15 hourly rate, working on average 18 hours per week (Greenbelt, 2013). There is still a lot of work to be done to increase job security and adequate compensation.

In terms of skills and training, 49% of market managers who completed the survey said they do not participate in any professional development or have consistent access to training opportunities. Farmers' Market Ontario and the Greenbelt Network offer an annual market manager's day. However, only managers of those types of markets participate. Meanwhile, Good Food Market managers can participate in two training sessions a year. The first focuses on how to operate a Good Food Market and the theme of the second training day is determined by the market managers as a group. Other market managers noted receiving project management, food handling, anti-oppression and de-escalation training; however, this training is not consistent across the sector.

Resources and Funding

From the market survey, we know that most public markets' primary source of revenue is vendor stall fees. Temporary markets are perfect examples of resilient social enterprises providing significant value with limited resources. COVID-19 revealed that this model is resilient because it has the ability to be adapted quickly, but the revenue model makes it financially vulnerable. Fewer delivery days and struggling vendors impacted revenue and increased costs related to COVID-19 delivery models (personal protective equipment, fencing, signage) and investment in online tools. This put strain on organizations that already have limited cash flow. Pandemic relief efforts did not benefit public markets, as government grants were too big or too complicated for small operators or vendors to access. It is still not confirmed that permit fees will be waived or reimbursed at a municipal level.

There is a need to look for resources and funding opportunities to strengthen the capacity of the sector. More efficient resource distribution, such as payments for city-wide service deliveries,

Findings (Continued)

access to free city services, exceptions, or reduced permits are a few examples of funding possibilities in the short-term. There also needs to be a commitment to work on solutions together across the sector.

EDUCATION, PROMOTION, & COLLECTIVE IMPACT

Awareness and Promotion

Except for St. Lawrence Market and Kensington Market, as well as a few established farmers markets, all other public markets in the city remain relatively unknown to residents and tourists alike. There is also a limited understanding by city staff about the role of public markets, which makes it difficult for the sector to grow.

Research and consultation with managers, operators and City staff have identified the following issues:

- There is no single place where residents, entrepreneurs, and tourists can get information about Toronto public markets.
- Aside from the perception that markets are “fun” places to visit and shop, there is limited public understanding of the different types of public markets and their functions and benefits.
- Communication and promotion of public markets is rare, including street signs promoting market days and hours.
- The City of Toronto does not include a list or map of public markets on its website.
- Existing market websites are challenging to navigate and contain incorrect information that is not updated regularly or seasonally.
 - Not all market sites include a vendor list.
 - New business owners looking for vending opportunities find it challenging to access information on how to become a vendor.
- In the case of Good Food Markets, not all partner organizations consistently mention the markets in their communications.

Evaluation and Impact

At present, there is no comprehensive measurement of the scale, scope, and impact of Toronto’s public markets. This initiative is the first time information on Toronto’s various public markets has been collected holistically.

- 60% of the survey respondents reported evaluating customer and vendor numbers.
- Almost 40% of these markets said they do not conduct any evaluation at all.

Other evaluation types are relatively rare among all markets. Regular evaluation around local economic impact, jobs, start-up businesses, food access, and public health are not on the radar of Toronto markets on the whole. This lack of data limits a full understanding of public markets’ social, economic, and environmental impact and their contributions to the city and region. As a result, it is difficult to advocate for political support.



Vendors at University of Toronto's Scarborough Co-op Market, Summer 2020. Credit: FoodShare Toronto.

Outcomes & Recommendations

The following recommendations and actions are part of a transition framework that identifies “quick wins” or minor adjustments to the current practices that can enable public market stakeholders to work better or more efficiently together. Each recommendation is followed by a set of actions developed collectively to replace or substitute current practices and create the conditions for transformation.

As this report indicates, the system operates at various levels and has many actors at the municipal, regional, and provincial levels. While each of the actions below has a recommended “lead” entity, it is important that the rest of the public market stakeholders are involved, including academics, civic society, city residents, and public and private entities. Below are the key recommendations and related actions the Toronto city partners have identified based on the outcomes of the Market Cities research, survey analysis, and mapping. The actions are listed in order, starting with “quick wins,” which involve minor adjustments to current practices that can enable public market stakeholders to work better or more efficiently together. These are followed by actions that will take more time and resources—actions that will begin to replace current practices and create new ones to set the conditions for transformation.

RECOMMENDATION #1: **Enable public markets to work more effectively. Increase knowledge and institutional capacity to better support public markets and demonstrate their impact.**

- Report back to the chair of the Economic and Community Development Committee (2016 Public Market Motion) with the Market City Toronto report and the recommendations and actions. Get council approval for the next 10-year plan. *Recommended Lead: City of Toronto*
- Establish a Toronto Markets Task Force that brings together City of Toronto divisions and the sector to advance this work. *Recommended Lead: City of Toronto*

- Reduce the complexity of regulation and permitting processes. *Recommended Lead: City of Toronto*

- Integrate an evaluation framework into the city’s permit processes to capture the impact of public markets annually. *Recommended Lead: City of Toronto*

- Integrate all public markets under one city division and assign staff as the primary contact for public markets in the city. *Recommended Lead: City of Toronto*

RECOMMENDATION #2: **Increase education and promotion of public markets and their role in city building.**

- Declare a Public Market Week to promote all public markets across the city, building the Market City Toronto brand. *Recommended Lead: City of Toronto*

- Launch an “I Love Toronto Markets” campaign. *Recommended Lead: Public Market sector and City of Toronto*

- Make public markets visible in our urban landscape by creating permanent signage on city streets. *Recommended Lead: City of Toronto*

- Make public markets hubs for food and climate change education, as well as places to access information about the City’s programs and resources. *Recommended Lead: City of Toronto and interested public markets*

- Increase education and support Indigenous peoples to encourage their participation in Toronto public markets as vendors, market managers, and teachers of Indigenous foodways. *Recommended Lead: City of Toronto*

RECOMMENDATION #3: **Build current and new public markets to offer equitable access to both economic opportunities and fresh, locally produced food, especially for those most impacted by systemic marginalization.**

- Support Good Food Market partners or equity-seeking groups in the delivery of

current and new markets at the neighbourhood level, especially in areas most impacted by food insecurity. *Recommended Lead: City of Toronto*

- Promote existing City of Toronto training and supports for small and medium businesses and integrate them into public markets. *Recommended Lead: City of Toronto*

• Remove barriers for existing BIPOC business owners and support BIPOC entrepreneurs interested in selling at public markets across the city. *Recommended Lead: City of Toronto and public market operators.*

• Request that the Medical Officer of Health review Regulation 562: Food Premises for farmers markets and amend it to include fresh food markets and urban farm stands in the flexible definition of a food premise. This will enable urban growers and food artisans to process low-risk foods in non-commercial kitchens. *Recommended Lead: City of Toronto*

• Prototype a local currency program at public markets that brings together social assistance and COVID-19 economic recovery efforts.

Recommended Lead: City of Toronto and public market sector

RECOMMENDATION #4:

Help managers, operators, vendors, and regulators realize the industry's full potential by investing in their professional development.

• Enable consistent access to municipal training certifications (first aid, food handling, mental health, conflict resolution, etc.) and skill-building programs at low or no cost to market operators and vendors. *Recommended Lead: City of Toronto*

• Create a Market City Toronto organization or coalition that can work in partnership with the City of Toronto to build and strengthen the sector. *Recommended Lead: public market sector*

• Develop a monitoring and evaluation framework to capture the impact of public markets annually. *Recommended Lead: City of Toronto and public market sector*

• Support existing and create new opportunities for BIPOC market managers across the city. *Recommended Lead: City of Toronto and public market sector*

• Host an annual Market City Toronto conference that brings the sector together, including City staff, funders, and academics. *Recommended Lead: City of Toronto and public market sector*

RECOMMENDATION #5:

Build public market infrastructure to enable the delivery of local and culturally appropriate food.

• Enable existing infrastructure or build new semi-permanent, flexible, and multi-use infrastructure in parks and civic facilities that support outdoor programming, including public markets. *Recommended Lead: City of Toronto*

• Review the Parks & Recreation Facilities Master Plan and adjust plans based on lessons learned from COVID-19, especially related to the delivery of essential services like farmers markets and fresh food markets. *Lead: City of Toronto*

• Foster public-private partnerships to increase the number of public markets by leveraging underutilized public buildings, especially in neighbourhoods that do not have public markets. *Recommended Lead: City of Toronto*

• Broker relationships between developers interested in including public markets in their developments and nonprofit and civic-society organizations delivering markets. *Recommended Lead: City of Toronto*

• Prototype a public or private partnership to deliver a public market at St. Patrick's Market and use it to test a model that provides both equitable access to locally produced, culturally diverse food and economic opportunities for small- and medium-sized businesses. *Recommended Lead: City of Toronto and public market sector*

RECOMMENDATION #6:

Integrate public markets into city and regional strategies.

• Include public markets in the City of Toronto Emergency Plan. *Recommended Lead: City of Toronto*

• Include public markets in the Toronto Office of Recovery and Rebuild Plan. *Recommended Lead: City of Toronto*

• Identify areas of collaboration between public markets and the Golden Horseshoe Food and Farming Alliance. *Recommended Lead: City of Toronto*

• Integrate public markets and food infrastructure into the City's Official Plan. *Recommended Lead: City of Toronto*

• Strategically integrate the Ontario Food Terminal into the public market sector, to restore and renew the public wholesale market's essential role in aggregating and distributing local food and supporting short and medium food supply chains in our city and region. *Recommended Lead: City of Toronto and public market sector*

MARKET CITIES PILOT PROJECT PRIORITIES & ACTIONS MOVING FORWARD

Overarching Priorities

One goal of the Market Cities Initiative is to identify the best practices that define existing successful Market City strategies. As mentioned in earlier sections, the Initiative partners have identified seven guiding principles to becoming a Market City:

1. A Market City includes a wide variety of types of markets in a city as part of one market system.
2. A Market City organizes a diverse coalition of partners and stakeholders who can collaborate and take action together to achieve common policy objectives.
3. A Market City measures the value of their markets and understands how they function.
4. A Market City has distribution networks that prioritize and support healthy, affordable, and safe food and other goods produced in the region.
5. A Market City regularly invests in its market facilities and the management skills of market operators.
6. A Market City helps diverse types of vendors start and grow their businesses.
7. A Market City recognizes that its markets are also public spaces that welcome different kinds of people and maintain important cultural heritage.

While all seven principles are needed to become a Market City, the pilot projects have provided valuable insight into the challenges of applying these principles in different real world contexts. Taking into account the findings and recommendations from all three pilot cities, we recommend cities prioritize the following strategic actions in order to begin working towards the full set of Market City characteristics outlined above. Market supporters and stakeholders are critical to advocating for these actions, but the city or regional government must be involved in order to implement them.

STRATEGIC ACTION 1:

Appoint an individual or group (council, body) to represent and advocate for markets at the highest levels of government in the city or region.

In order to integrate public markets into existing policies in the city/region and develop new policy to recognize markets as essential services, a designated group or person must be able to represent the interests of public markets at the city and/or regional scales in an official capacity on an ongoing basis. This recognition is necessary for the public markets sector to leverage existing resources, build mutually beneficial partnerships, and establish regular evaluation of markets to further deepen our understanding of their impact and their potential. For example, in 2017, the Mayor of London formed the [London Markets Board](#)—a team of industry experts, business leaders, and market representatives to help oversee the execution of a citywide strategy for public markets.

STRATEGIC ACTION 2:

Increase investment in market management capacity and infrastructure.

The worldwide survey Project for Public Spaces conducted in January 2020 (which received submissions from 60 cities and 20 countries) identified that a lack of management capacity and a lack of infrastructure investment, are key challenges facing markets across the globe. (Infrastructure includes market sheds, restrooms, storage, utilities, buildings, etc.) All three pilot cities also identified these challenges and emphasized the need to address them in each of their recommendations. For example, in Toronto, the majority of market management positions are part-time or volunteer, which severely limits opportunities for market operators and managers to build institutional knowledge, share best practices with peers, or take a more long-term strategic approach to their work. The pilot project research also revealed how important it is for markets to have access to infrastructure, either permanent or semi-permanent, to make markets viable and resilient, increase their economic and social impacts and participate meaningfully in providing food access on a city or regional scale.

STRATEGIC ACTION 3: Recognize markets as a key tool for creating equity in our cities/regions.

Markets provide:

- Vending Opportunities**

From previous Project for Public Spaces' [studies](#) we know that public markets can provide opportunities for upward mobility to vendors because the costs of starting a business in a market are lower compared to other types of business ventures. This reduced barrier to entry is especially important for immigrants, BIPOC, and women entrepreneurs. However, the pilot city surveys revealed that participation from immigrants, BIPOC, and women vendors varies widely in each city. In Toronto, more than half of markets responded that their vendors were majority women and about a quarter of markets responded that the majority of their vendors are immigrants. Meanwhile, in Seattle only 15% of markets reported having majority women vendors, and 30% of markets reported having majority BIPOC or immigrant vendors.

Despite some [outstanding efforts](#), the market sector and policy-makers should support more meaningful vending opportunities for immigrants, BIPOC, and women. More representation is needed for immigrants, especially since they are the backbone of the [US food system](#). However, these efforts require time and resources from partners and government. By having a better understanding of existing markets and programs that are successful in creating equity at the local level, policy makers and citywide market stakeholders can better identify strategies and partners for strengthening this work system wide.

- Food Access**

The mapping of markets and other data layers revealed gaps in market access for many neighborhoods in each of the three cities. In many cases, a dearth of markets is spatially correlated with neighborhoods that are lower income, predominantly BIPOC, or have limited access to open space or transportation. As an exception to this trend, Seattle's Columbia City Farmers Market, which has one of the highest SNAP/EBT redemption rates in the city, is located in one of the

most disadvantaged areas according to the City's Racial and Social Equity Index. Data and mapping can also highlight markets that are particularly successful at fulfilling community needs in disadvantaged areas and open up opportunities for them to share best practices with partners or scale up their operations to expand their impact.

- Community Gathering Places**

[Social infrastructure](#) is critical to the health of our communities. It is certain the world will continue to experience climate change impacts, including more frequent natural disasters and public health crises. Public spaces, and markets in particular, can serve as important [hubs for recovery](#). Not only do they serve as critical distribution points, but they are spaces for communities to gather and organize. Even during a pandemic, where we cannot gather, a community's ability to respond collectively is often reflective of the social capital that has been built up before the crisis.



*Customers at Bloomfield Saturday Market on opening day, May 2020.
Credit: Bloomfield Development Corporation*

Actions Moving Forward

The pilot projects provided the chance to better understand the opportunities and pitfalls of beginning a Market City process. In future Market Cities engagements, which the Initiative partners hope to undertake, we will keep the following key takeaways top of mind:

BEGIN WITH OR SUPPORT THE ESTABLISHMENT OF A STRONG NETWORK OF MARKETS.

Without a strong existing formal or semi-formal network of market stakeholders and operators, it is difficult to get buy-in from all city and regional markets and the work often falls on individual champions. The process must begin with a campaign to engage market operators in the work of becoming a Market City. In future Market Cities processes, we recommend kicking off with a workshop to fully lay out the concept and benefits of creating a robust and coordinated market network. This workshop could take place at an existing conference or be paired with another relevant opportunity. As discussed in previous sections, management capacity is a pervasive challenge. This means managers typically have limited bandwidth to think in “big picture,” strategic terms, so it is important to consider offering some kind of incentive for their involvement.

ENGAGE ALL TYPES AND SIZES OF MARKETS IN THE STRATEGY.

The pilot projects also revealed the difficulty in engaging different types of markets in this work. The first guiding principle of becoming a Market City is that a wide variety of types of markets are included as part of one market system. In North America, most market networks have been led by farmers markets, due in part to their greater number and to the presence of the national Farmers Market Coalition in the US. However, it is important that farmers markets are not siloed in this effort—all markets stand to gain from a larger, coordinated advocacy effort. This is especially true in a post-COVID world, where markets of all types face similar challenges, such as increased expenses to comply with public health requirements and loss of stall fees due to fewer vendors and/or less vendor space. The Market City kickoff workshop described above could be a good opportunity to explore the common challenges faced by different types of markets locally, and to ensure that all markets are clear on the value of a collective effort.

DATA COLLECTION AND EVALUATION ARE POWERFUL.

Perhaps one of the least surprising takeaways from these pilot projects is that markets rarely evaluate their impact, let alone consolidate any evaluation they do conduct to show the overall impact of markets at the city or regional scale. The data collection and mapping completed through the pilot projects helped identify unique challenges and opportunities in each city. It painted a more complete picture of what is happening within the market system, and the visualization of the data through maps has the potential to garner attention from government, media, and partners. In the future, it would be helpful to engage a partner with even greater data analysis expertise and put more time towards analyzing the survey results and maps. It would also be advantageous to consider collecting data that can be easily compared with metrics from other established industries, such as food and beverage, hospitality, and retail. This will help further elucidate where markets may be surpassing other industries and contributing to the economy, but falling behind in terms of support and funding.

MARKETS ARE BOTH AGILE AND FRAGILE.

The coronavirus pandemic highlighted the adaptability and the precariousness of markets that advocates have been emphasizing for years. While markets have been lauded by the media for their benefits over the last decade, they have received even more [attention](#) during the pandemic for their readiness to adapt in the face of new challenges: they not only strengthen local economies and provide shortened supply chains, which are critical in times of crisis, but they [demonstrate](#) the ability to innovate and disseminate best practices in times of crisis and uncertainty. Despite this attention, markets continue to face roadblocks and receive little institutional support, and it is unclear if markets will be able to survive the additional operational pressures in our new reality. The economic strain on markets to adapt to pandemic requirements is just now being discovered—the Farmers Market Coalition is currently conducting a [nationwide survey](#) to explore this topic, which closes at the end of October 2020. If we want markets to continue evolving and growing to benefit our communities well into our uncertain future, they will need much deeper and broader support from those with power and resources.



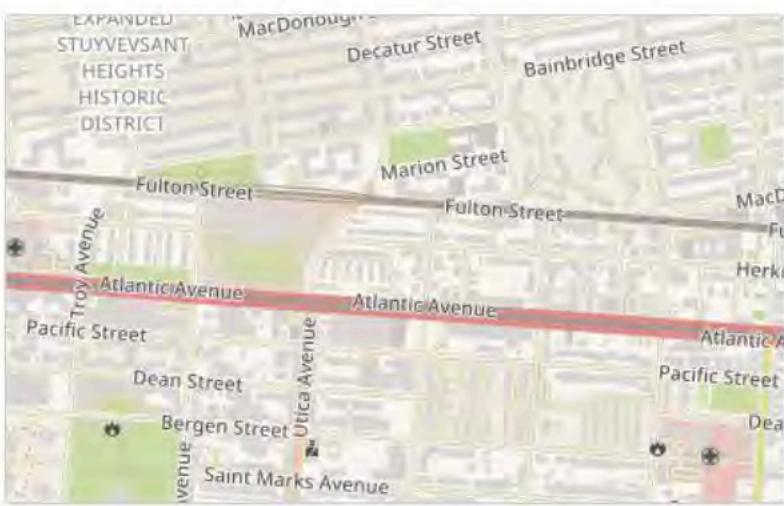
*Information stall at Bloomfield Saturday Market, Pittsburgh, PA. Market opening day during COVID-19, May 2020.
Credit: Bloomfield Development Corporation.*

APPENDIX

- A. Pilot Project Survey
- B. Seattle: Farmers Market Operations and Collaboration Agreement

Appendix A: Pilot Project Survey

Market Cities Pilot Project Survey - Individual Markets

Your name:	*
Today's date:	*
yyyy-mm-dd	
City:	*
<input type="radio"/> Pittsburgh	
<input type="radio"/> Seattle	
<input type="radio"/> Toronto	
Name of market:	*
Name of the entity/organization that operates this market:	*
Market location: Enter the market's address in the search bar. Zoom in and drop a pin on the map where the market is located.	
latitude (x.y °)	
longitude (x.y °)	
altitude (m)	
accuracy (m)	
	

Type of market: *

- Indoor
- Outdoor, shed or similar structure
- Outdoor, uncovered (or pop-up tents)
- Wholesale
- Food hall (prepared food, ready-to-eat)
- Mobile market (travels to multiple areas/neighborhoods on a set schedule)
- Farm stand
- Food hub (aggregates, distributes, and markets regional food to wholesale, retail, and institutional clients)
- Organized or semi-organized street vending

Number of years or seasons this market has been in operation (please specify): *

How many customers on average attended this market per market day in 2019? *

Total number of vendors that sold at this market in 2019: *

Vendor Types	Check each vendor type that sold at this market in 2019	Number of vendors of this type in 2019
Re-sellers (food)	<input type="radio"/> Yes	
Re-sellers (non-food)	<input type="radio"/> Yes	
Producers (grow, raise, forage, fish their own products)	<input type="radio"/> Yes	
Value-added and specialty producers (cook, bake, preserve, roast their own products)	<input type="radio"/> Yes	
Craft/artisans (sell their own handmade non-food items)	<input type="radio"/> Yes	

Prepared food (ready-to-eat)	<input checked="" type="radio"/> Yes	
Approximately what percentage of this market's vendors were women in 2019? *		
<input type="radio"/> 1-25% <input type="radio"/> 26-50% <input type="radio"/> 51-75% <input type="radio"/> 76-100%		
Approximately what percentage of this market's vendors were immigrants in 2019? *		
<input type="radio"/> 1-25% <input type="radio"/> 26-50% <input type="radio"/> 51-75% <input type="radio"/> 76-100%		
Approximately what percentage of this market's vendors were minorities in 2019? *		
<input type="radio"/> 1-25% <input type="radio"/> 26-50% <input type="radio"/> 51-75% <input type="radio"/> 76-100%		
What products were sold at this market in 2019? (Select all that apply) *		
<input type="checkbox"/> Fresh food (e.g. fruits, vegetables, meat, fish) <input type="checkbox"/> Prepared food (ready-to-eat) <input type="checkbox"/> Value-added products (e.g. bread, baked goods, jams, soaps, salsa) <input type="checkbox"/> Antiques and collectibles <input type="checkbox"/> Artisan crafts/goods <input type="checkbox"/> Beer/wine/spirits <input type="checkbox"/> Consumer goods (e.g. clothing, products for the house, stationery, books, etc.) <input type="checkbox"/> Flowers <input type="checkbox"/> Other		
If you selected "Other," please list the other products sold:		

Market seasonality in 2019 (Select "year-round" or all months the market operated):

*

- Year-round
- January
- February
- March
- April
- May
- June
- July
- August
- September
- October
- November
- December

January market frequency in 2019:

- Daily
- Weekly
- Every 2 weeks
- Monthly

February market frequency in 2019:

- Daily
- Weekly
- Every 2 weeks
- Monthly

March market frequency in 2019:

- Daily
- Weekly
- Every 2 weeks
- Monthly

April market frequency in 2019:

- Daily
- Weekly
- Every 2 weeks
- Monthly

May market frequency in 2019:

- Daily
- Weekly
- Every 2 weeks
- Monthly

June market frequency in 2019:

- Daily
- Weekly
- Every 2 weeks
- Monthly

July market frequency in 2019:

- Daily
- Weekly
- Every 2 weeks
- Monthly

August market frequency in 2019:

- Daily
- Weekly
- Every 2 weeks
- Monthly

September market frequency in 2019:

- Daily
- Weekly
- Every 2 weeks
- Monthly

*

October market frequency in 2019:

*

- Daily
- Weekly
- Every 2 weeks
- Monthly

November market frequency in 2019:

*

- Daily
- Weekly
- Every 2 weeks
- Monthly

December market frequency in 2019:

*

- Daily
- Weekly
- Every 2 weeks
- Monthly

Market operating days in 2019 (Select "every day" or all days the market operated):

*

- Every day
- Monday
- Tuesday
- Wednesday
- Thursday
- Friday
- Saturday
- Sunday

Monday market hours of operation in 2019 (Select all that apply):

*

- Morning
- Afternoon
- Evening

Tuesday market hours of operation in 2019 (Select all that apply):	*
<input type="checkbox"/> Morning	
<input type="checkbox"/> Afternoon	
<input type="checkbox"/> Evening	
Wednesday market hours of operation in 2019 (Select all that apply):	*
<input type="checkbox"/> Morning	
<input type="checkbox"/> Afternoon	
<input type="checkbox"/> Evening	
Thursday market hours of operation in 2019 (Select all that apply):	*
<input type="checkbox"/> Morning	
<input type="checkbox"/> Afternoon	
<input type="checkbox"/> Evening	
Friday market hours of operation in 2019 (Select all that apply):	*
<input type="checkbox"/> Morning	
<input type="checkbox"/> Afternoon	
<input type="checkbox"/> Evening	
Saturday market hours of operation in 2019 (Select all that apply):	*
<input type="checkbox"/> Morning	
<input type="checkbox"/> Afternoon	
<input type="checkbox"/> Evening	
Sunday market hours of operation in 2019 (Select all that apply):	*
<input type="checkbox"/> Morning	
<input type="checkbox"/> Afternoon	
<input type="checkbox"/> Evening	
Type of entity that operates this market:	*
<input type="radio"/> Non-profit	
<input type="radio"/> For-profit	
<input type="radio"/> Vendor Cooperative	
<input type="radio"/> Government owned and operated	
<input type="radio"/> Other	

If you selected "Other," please specify the type of entity: *

Does this entity operate more than one market? *

- Yes
- No

How many markets does the managing entity operate? *

Do each of the markets have their own operating budget? *

- Yes
- No

If available, what was the total combined operating budget for the markets in 2019? *

If available, what was the total 2019 operating budget for this market? *

What were the vendor stall fees for this market in 2019 (e.g. \$40 per market day, 10 percent of total sales, etc.)? Please describe the fee ranges, if they exist. *

The market manager position is:

- Paid full-time
- Paid part-time
- Volunteer

On average, how many hours per week does the market manager spend doing this job? *

Has the market manager participated in any professional training or education in the last 12 months? *

- Yes
- No
- Not sure

What type of training or education program did they participate in? Please describe.

What type of site does this market operate on? *

- Park
- Parking lot
- Sidewalk
- Street closure
- Plaza
- Building
- Other

Please describe the type of site this market operates on:

What is the ownership of this market site or building? *

- Market-owned
- Publicly-owned
- Privately-owned
- Non-profit-owned
- Collectively/cooperatively-owned

Does this market have a formal lease or other agreement with the owner of the site or building? *

- Yes
- No

What does this market pay for the use of the site or building (if any)? *

Please list all major partners of this market in 2019: *

Please list all sponsors and/or funding sources in 2019: *

What was this market's biggest revenue source in 2019? *

- Stall fees
- Government subsidies
- Government grants
- Private foundation funding
- Individual donations
- Sponsorships
- Other

If you selected "Other," what was this market's biggest revenue source in 2019?

What was this market's biggest expense in 2019? *

- Labor
- Cost of market space
- Capital improvements
- Market amenities (e.g. tents, tables, equipment)
- Promotion and advertising
- SNAP/EBT operations
- Other

If you selected "Other," what was this market's biggest expense in 2019?

Market Programs	Check each program this market participated in in 2019	If available, what were the total sales in 2019 for each of these programs?
SNAP/EBT	<input type="radio"/> Yes	
WIC	<input type="radio"/> Yes	
FMNP	<input type="radio"/> Yes	
Incentive programs	<input type="radio"/> Yes	
Market coupons/discounts	<input type="radio"/> Yes	

Other	<input checked="" type="radio"/> Yes	
<p>If you selected "Other," what other nutrition or incentive programs does this market participate in?</p>		
<p>What types of evaluation has this market conducted? (Select all categories that apply) *</p> <ul style="list-style-type: none"> <input type="checkbox"/> Local economic impact <input type="checkbox"/> Pounds/kilograms of food sold <input type="checkbox"/> Number of vendors <input type="checkbox"/> Number of visitors <input type="checkbox"/> Number of start-up businesses <input type="checkbox"/> Employment <input type="checkbox"/> Local food access <input type="checkbox"/> Environmental impact <input type="checkbox"/> Total acreage in production <input type="checkbox"/> Public health <input type="checkbox"/> Other <input type="checkbox"/> None 		
<p>What other types of evaluation has this market conducted? *</p>		
<p>What city agencies does this market regularly work with to operate, if any? (Select that all that apply) *</p> <ul style="list-style-type: none"> <input type="checkbox"/> Economic Development <input type="checkbox"/> Public Health <input type="checkbox"/> Parks Department <input type="checkbox"/> Transportation <input type="checkbox"/> Planning <input type="checkbox"/> Sanitation <input type="checkbox"/> Small Business Services <input type="checkbox"/> Administrative Services <input type="checkbox"/> Cultural Affairs <input type="checkbox"/> Environmental Protection <input type="checkbox"/> Other <input type="checkbox"/> None 		

What other agencies does this market regularly work with?

What city, municipal, state policies and permits allow this market to operate? (Please list)

Upload a picture of the market (with free usage rights) *

[Click here to upload file. \(< 5MB\)](#)

Upload a picture of the market

[Click here to upload file. \(< 5MB\)](#)

Upload a picture of the market

[Click here to upload file. \(< 5MB\)](#)

Appendix B: Seattle Farmers Market Operations and Collaboration Agreement



SFMA

Seattle Farmers Market Organizers: Operations and Collaboration Agreement

Seattle has a strong network of farmers markets that adhere to the standards established by both the City of Seattle (Appendix A) and the Washington State Farmers Market Association (Appendix B).

These Seattle markets are extremely popular in the neighborhoods where they take place and provide valuable public benefits that include:

- Contributing to Seattle's economic and cultural life
- Providing fresh regionally produced farm products directly to consumers
- Increasing access to locally grown high quality fruits and vegetables for low-income customers (Fresh Bucks, EBT, WIC and Senior FMNP, food bank donations, etc.).
- Supporting direct market opportunities for regional small farms, providing a vitally important source of revenue that enables these farms to stay in production
- Preserving local farmland for farming
- Enhancing the economic vitality of rural communities
- Provide a regular gathering place for people to interact in their neighborhoods
- Increasing commerce in business districts adjacent to market locations

In the interest of promoting shared success and maximizing the social, financial and environmental benefits provided by farmers markets across the City of Seattle the Neighborhood Farmers Market Alliance, Seattle Farmers Market Association, Queen Anne Farmers Market and Pike Place Market Preservation and Development Authority (*Market Organizers*) have developed the following guidelines for operations and collaboration.

1. New Market Development

- a. Many neighborhoods, community groups and organizations throughout Seattle are interested in hosting a farmers market. However, it may not be feasible to conduct a successful market in every location and, in fact, may be harmful to the existing network of markets.
- b. When considering an opportunity or request for new market development, Market Organizers agree to consult among the partner organizations regarding potential conflicts or partnerships before establishing a new market location.
- c. As appropriate, Market Organizers may seek guidance and assistance from the City of Seattle's Office of Economic Development to help clarify issues and resolve conflicts that may arise.

2. Consumer Outreach

- a. Market Organizers agree to work together towards our shared mission of supporting local farmers and increasing sales and shoppers through efforts such as:
 - Regional or city-wide marketing
 - Consumer education, including through the Seattle School District
 - Consumer research
- b. Market Organizers will also share information and resources on the potential development of alternate direct sales opportunities such as mobile farm stands or wholesale arrangements utilizing markets as aggregation sites.
- c. Market Organizers will also work to provide affordable access to healthy, local foods through participation and support of SNAP/EBT and SNAP incentives such as Fresh Bucks, WIC, and FMNP programs.

3. Joint Advocacy and Resources

- a. Market Organizers agree to partner on grants, sponsorships, fundraising and special events that support our shared mission of supporting local farmers and increasing market sales and shoppers.
- b. Market Organizers will also work together to advocate for policies and programs that support the continued viability of all markets, and to communicate informed dissent for policy decisions that are harmful to market operations or the ability of vendors to participate in our markets.
- c. Our shared resources include, but are not limited to:
 - WSU Small Farms Team
 - King County Office of Agriculture Program
 - Seattle's Office of Sustainability and the Environment
 - Seattle's Office of Economic Development
 - Washington State Farmers Market Association
 - Washington State Department of Agriculture
 - Cascade Harvest Coalition

4. Farm Vendor and Resource Development

- a. Market Organizers agree to work together on programs that support local farmers and enhance their participation in Seattle farmers markets:
 - Farmer education and marketing training
 - Vendor integrity and inspections
- b. Market Organizers agree to explore opportunities for shared infrastructure projects that increase market access by local farmers such as:
 - Cold storage
 - Processing facilities

By signing this agreement below, Market Organizations affirm their commitment to the terms and vision outlined above for a period of not less than two years. Acceptance of this agreement does not imply any contractual obligation or financial commitment between the Market Organizations.

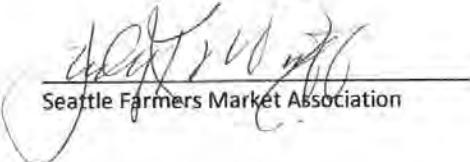
IN WITNESS WHEREOF, the undersigned parties have affirmed this Agreement as of April 23, 2015.



Neighborhood Farmers Market Alliance



Queen Anne Farmers Market



Seattle Farmers Market Association



Pike Place Market PDA