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POLICY REPORT
SOCIAL DEVELOPMENT

Report Date: January 21, 2013
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VanRIMS No.: 08-2000-20
Meeting Date: January 29, 2013

TO: Vancouver City Council

FROM: General Manager, Community Services

SUBJECT: Farmers' Market Report Back and Recommendations

RECOMMENDATION

- A. THAT, to align the permit structure for farmers' markets located on streets with that for zoned lands, the General Manager of Engineering Services be instructed to:
 - i) align the Special Event Marketing Permit fee similar to the development permit fee for a farmers' market, by bringing forward Special Event Permit fee increases in concert with the Zoning and Development Fee By-Law increases; and
 - ii) allow one-year and multi-year permits on streets, similar to permit duration on zoned lands, in accordance with this report.
- B. THAT the General Manager of Park Board be requested to seek approval from Park Board to align farmers' market permits on Park lands with those on zoned lands and streets:
 - i) by setting the fee at \$529 per site for 2013 and by increasing it annually in step with the Zoning and Development Fee By-law increases; and
 - ii) by allowing permit duration for one year and multi-year, similar to permit duration on zoned lands, in accordance with this report.
- C. THAT Council approves one-time funding of up to \$45,000 towards infrastructure support for farmers' markets on Park Board sites as described in this report, with the source of funding being the "2012 Social Policy Capital Budget - Access to Nature", subject to a detailed cost budget being approved by the Director of Social Policy and the Director of Finance;

FURTHER THAT staff be instructed to work with Park Board's Local Food Asset Task Force in exploring opportunities for electricity and water as top priorities for farmers' markets on Park Board sites by spring/summer 2013.

- D. THAT Council approve the Guidelines for Farmers' Markets to streamline the application process as per Appendix B.

REPORT SUMMARY

This report builds on the 2010-2012 Interim Farmers' Market Policy that aimed to expand the number of markets and their viability, recognizing their contribution to residents and the City's economic, ecological, and social sustainability goals. The number of farmers' markets has increased from 4 in 2010 to 9 in 2012, advancing the current Greenest City local food target of 22 farmers markets by 2020. This target was created to align access to farmers' markets with our 22 Vancouver neighbourhoods. It will be continually assessed based on economic viability of farmers markets and the ability to locate markets in locations that are most accessible to residents. In order to enable additional farmers' markets in the upcoming years and to improve the operations of the existing farm markets, this report recommends aligning permit fees, providing multi-year permit options, and clarifying the application process. Further, capital funding will provide water and electrical access for markets on Park Board sites, and supports for further improvements for parking and shelter will be addressed through the Park Board Master Plan.

These policy amendments are proposed in concert with zoning and development by-law changes being brought forward concurrently in a separate report in the Policy Report entitled "Amendments to the Zoning and Development By-law Regarding Farmers' Markets" (RTS 9854).

COUNCIL AUTHORITY/PREVIOUS DECISIONS

- July 2010: Council approved the Interim Farmers' Market Policy (2010-2012). This interim policy expanded allowable sites for farmers' markets in all zones except in Comprehensive Development (CD-1) districts, reduced permit and licensing fees, and introduced a streamlined application process.
- July 2011: Council approved the Greenest City Action Plan (2020) to increase local food assets by 50% by 2020, increasing the number of farmers' markets from 4 to 22 by 2020.
- September 2009: Greenest City Action Plan identified farmers' markets as a high priority in its *44 Quick Start Recommendations* presented to Council.
- February 2007: Council adopted the Vancouver Food Charter.
- December 2003: Council adopted the Action Plan for Creating a Just and Sustainable Food System for the City of Vancouver.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager and Deputy City Manager recommend approval of the above.

REPORT

Background/Context

Farmers' markets contribute to a range of Council strategies and priorities, including:

- *Greenest City 2020 Action Plan*: Targets an increase to the number of farmers' markets and the creation of Vancouver's Food Strategy, both to improve access to healthy local foods in neighbourhoods and support green jobs;
- *Healthy City Strategy (expected: 2013)*: Identifies a healthy, just and sustainable food system as one of 20 Building Blocks of a Healthy City for All;
- *Vancouver Economic Action Strategy*: Farmers' markets contribute \$13 million to the local economy per year by providing opportunities for small food businesses and connecting local food producers directly with consumers;
- *Transportation 2040 Plan*: Supports local food production and distribution to reduce the need for large scale transport;
- *Housing & Homelessness Strategy*: Ensuring that availability of fresh foods and farmers' markets expand to meet expected increase to the supply and diversity of affordable housing.

In order to achieve Greenest City Action Plan targets, the City of Vancouver is expected to increase the number of farmers' markets to 22 by 2020. Nine currently exist in Vancouver. In 2010, five markets were operating. Since then, an Interim Farmers' Market Policy (2010) was adopted by Council that expanded farmers' markets as an allowable use on private property, opening up the potential for farmers' markets that were previously limited to streets and Park Board sites, to seek site options on private property. The Interim Policy also reduced permit fees. These changes resulted in an additional four farmers' markets in operation for a total of nine farmers' markets in 2012.

Farmers' markets are currently operated by various operators (see Table 1 below). Seven out of the nine markets are operated by Vancouver Farmers' Markets, a non-profit organization. These nine markets see up to 4,400 visitors per day and continue to be important public gathering space and significantly contribute to a vibrant and healthy community.

River District and Oak Street Farmers' Market also serve an important need in underserved areas and within growing communities that have expressed a demand for more local food options particularly in south (Oakridge) and southeast Vancouver (East Fraserlands). River District Farmers' Market has been so successful in their first year (2012) that the operators anticipate an expansion of their market onto Park Board sites for 2013 with the potential of an indoor location during winter months. Oak Street Market has leveraged the City's Interim Farmers' Market policy as the first to locate on private property where infrastructure and traffic management have facilitated their market.

Table 1: Farmers' Market Sites (2012)

Current Farmers' Market Sites	City Land, City Streets, Private Land, Park Board	Operator
Trout Lake Farmers Market	Park Board	Vancouver Farmers' Market Society
Kitsilano Farmers Market	Park Board	Vancouver Farmers' Market Society
Winter Farmers Market	Park Board	Vancouver Farmers' Market Society
West End Farmers Market	City Streets	Vancouver Farmers' Market Society
Kerrisdale Farmers Market	City Streets	Vancouver Farmers' Market Society
Main Street Farmers Market	City Streets	Vancouver Farmers' Market Society
Holiday Market	Private Land	Vancouver Farmers' Market Society
River District Farmers Market	City Streets	River District
Oak Street Farmers Market	Private Land	Oak Street Farmers Market

Strategic Analysis

Additional markets are needed by 2020 to meet GCAP targets and to ensure all neighbourhoods have access to fresh, local foods direct from farmers. Targets will continually be assessed to ensure that farmers' markets remain economically viable and that local farmers have the capacity to support each venue. Particular attention will continue to focus on facilitating the expansion of markets on private property and in growing neighbourhoods to support resident access.

During 2010-2012, a number of new and expanded farmers' market sites have been identified. Inquiries have come in for locations throughout the city—from indoor sites in downtown Vancouver—to others in southeast and southwest Vancouver. These inquiries are the result of careful analysis by farmers' market operators of site viability, resident demand for farmers' markets close to home, and by agricultural producers and small local food businesses that see an opportunity to provide healthy local foods direct to consumers.

To provide support for the growth of farmers' markets, particularly with locating on private property as an option for multi-year tenure, staff suggests the following changes to the process of establishing a market:

1. Recommendations for Farmers' Market Policy (2013 and beyond)

Following consultation with market organizers, key partners, and agencies (e.g., Business Improvement Associations), Council is asked to approve recommended policy changes in the table below. Proposed changes are summarized in Table 2 and will align permit fees across Streets, zoned land and subject to approval by Commissioners, on Park Board land, allow for multi-year permits, standardize business license requirements, and further streamline the application process to better support farmers' markets throughout Vancouver. Additional details and rationale is provided in Appendix A.

Table 2: Recommendations for Farmers' Markets:

Key Areas	Interim Farmers' Market Policy (2010-2012)	Recommendations for Farmers' Market Policy (2013 and beyond)
1. Align All Permit Duration for Zoned Lands, Streets, Park Land	<p>Interim policy was a pilot phase that allowed short-term permits.</p> <ul style="list-style-type: none"> • Zoned lands: 1 year time-limited development permits • Streets: 1 year special event permit • Park Board land: 3 to 6 month special event permit 	<ul style="list-style-type: none"> • Align permit duration on zoned lands, streets, and Park Board to: • Year 1: A one year permit is issued in Year 1 of operations. • Year 2: Based on feedback and monitoring, staff will assess and consider multi-year permits on a case-by-case basis. In Year 2 and beyond, permits will be renewed for a maximum of 10 years on a site-by-site basis. Permits may extend for 2 years, 5 years, 7 years, for up to 10 years.
2. Align All Permit Fees for Zoned Lands, Streets, Park Land	<ul style="list-style-type: none"> • Zoned land Development Permit (DE) at \$519 per season. • Street locations Special Event Market Permit (SEMP) at \$519 per block per season. • Park Board sites Special Event Permit (SEP) at \$1212 per 3 months. 	<ul style="list-style-type: none"> • All permit fees will be non-refundable at \$529 (\$519 + inflationary increase), for zoned land, street locations, and Park Land subject to Park Board approval.
3. Align Business License Fee By-Law (License By-Law No. 4450)	<ul style="list-style-type: none"> • \$10 annual business license only for farmers' markets on zoned lands. 	<ul style="list-style-type: none"> • All farmers' markets, regardless of location, must obtain an annual \$10 farmers' market business license.
4. Building Permits	<ul style="list-style-type: none"> • Building permits are not required for open-air markets. • Zoned lands and Park land: If markets require temporary shelters such as tents or new permanent structures, building permits are required from \$112-\$200. 	<ul style="list-style-type: none"> • No change for building permits.
5. Streamlined Operational Process for Zoned lands, streets, Park Board	<ul style="list-style-type: none"> • One staff liaison for applicants and internal departments. • Success of farmers' markets is largely due to way-finding signs that attract customers to markets. Staff reduced the cost of way-finding signs to a maximum of \$529 per site to assist markets; \$125 per block for hooded parking meters; \$125 per block for no-stop signs. 	<ul style="list-style-type: none"> • Further streamline application process (described in Appendix B). • No change from interim guidelines

2. Streamlined Application Process and Operational Management

The 2010-2012 Interim Farmers' Market Policy reduced permit fees and streamlined the application process. However, inconsistent fees across different locations and processing delays signal the need for further refinement. Following enactment of the amending by-law entitled, "Amendments to the Zoning and Development By-law Regarding Farmers' Markets" (RTS #9854), Council would approve the Guidelines for Farmers' Markets in Appendix B which would facilitate the expedited establishment of new markets and the ease of operations for existing markets, including:

- 2a. Clarified Application Process: This will assist applicants and staff.
- 2b. Aligned Internal Permitting Process: Development Services, Engineering, and Park Board to charge similar permit fees (\$529 per permit) and permit lengths (short-term and multi-year) as of 2013;
- 2c. Co-ordinated Implementation: Once permits are issued, Development Services staff will work with Engineering, Park Board, and farmers' market operators to ensure that parking, traffic, signage, equipment will be provided.

3. Infrastructure Support

Park Board sites host three popular farmers' markets in the city and are an appropriate place to begin infrastructure improvements. In addition to the improvements in the process and policies for establishing new farmers' markets, there are infrastructure supports that can improve the operations of farmers' market sites. Trout Lake Farmers' Market in John Hendry Park is one of the largest and longest-running farmers' market in Vancouver. Trout Lake sees approximately 4,400 visitors per day and contributes \$4.4 million annually to the local economy. Kitsilano Farmers' Market contributes \$4.2 million annually at 3,900 visitors per day, and Nat Bailey Stadium's Winter Farmers' Market continues to grow in popularity. A number of other Park Board sites have been identified as potential future opportunities for farmers' markets.

The following infrastructure design improvements will support operational efficiency while ensuring flexibility and adaptability for other users, including:

- 3a. *Electricity*: Market vendors purchase or rent electric generators; up to 10 generators plus several battery packs can be running consecutively at each farmers' market site. Increasing access to electricity will address negative environmental impacts, reduce noise pollution and unsightliness, and reduce costs for vendors.
- 3b. *Water*: Currently, vendors provide their own hot and cold water dispensing stations to meet health and safety requirements set out by Vancouver Coastal Health. Access to a central water dispensing station will support health and safety requirements, increase efficiencies, and reduce vendor costs.

Upon Council approval of Recommendation C, and subject to Park Board approval, up to \$45,000 each from Social Planning and Park Board can be allocated toward electrical and water hook up for farmers' markets on up to three farmers' markets on Park Board land in 2013. This amount is based on estimates for similar water and electricity support provided for community gardens (up to \$10,000-\$12,000 per garden), and contingent upon Park Board cost-sharing. Sites will be determined by City and Park Board staff based on analysis and consultation with operators based on appropriate and feasibility on different sites.

This report aims to promote longer tenure for farmers markets by extending permit options, particularly on zoned lands; parking and shelter for vendors are other challenges faced by farmers' markets. These larger capital improvements are being explored as policy recommendations by the Park Board Local Food Asset Task Force and within Park Board Master Plans:

3c. Parking: Adequate vendor parking and customer parking are integral to market operations. Vendors need safe locations to load, unload, and park. Sustainable transportation is encouraged, however ensuring special needs parking and that resident parking is not displaced requires attention to minimize negative impacts.

3d. Shelter: Farmers' markets currently provide their own temporary shelter (e.g., tents) and are without long-term structures (e.g., awnings). Various forms of multi-purpose shelter can increase market attendance and provide benefits as public gathering spaces, especially to rejuvenate social and economic activities during rainy and colder months.

4. Farmers' Markets within Official Development Plans (ODP's) and Community Plans

Farmers' markets will continue to be considered under retail and commercial use terms within Official Development Plan districts, including but not exclusive to, Arbutus Corridor, False Creek, False Creek North, First Shaughnessy, Downtown, Central Waterfront, East Fraserlands, Southeast False Creek, Downtown Eastside/Oppenheimer and B.C. Place/Expo. Farmers' markets can be considered as "retail use" within community plans and policy statements.

Implications/Related Issues/Risk (if applicable)

Financial

The Social Development Department will allocate up to \$45,000 from their "2012 Social Policy Capital Budget, Access to Nature" funds to support farmers' markets on Park Board sites. Park Board, subject to approval by Park Board Commissioners, will match this allocation. Funds will be made available following determination by City and Park Board staff of most appropriate sites.

CONCLUSION

As recognized by Council, farmers' markets provide numerous health, environmental, economic, and social sustainability benefits by improving access to local food, supporting green food jobs, reducing food transportation, and minimizing environmental impacts. To better meet City Council's Greenest City priorities, this report recommends: (a) aligning permit length and permit fees for markets on zoned lands, Park Board sites, and streets; (b) applying a business license fee for all farmers' markets; (c) continuing to streamline the application process; (d) better address neighbourhood traffic impacts; and (e) directing staff to explore infrastructure opportunities with Park Board. These directions are necessary to meet Greenest City targets and Vancouver's Food Strategy goals.

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Appendix A: Explanation for Farmers' Market Recommendations

1. Aligning All Permit Lengths

Interim Policy: All permits were issued per season for zoned lands, streets, and Park Board sites. This recognition of farmers' markets was beneficial, but short-term permits created a level of uncertainty for farmers' markets, especially as they see farmers' markets as a continuous use, not as a special event.

On zoned lands: Farmers' markets were allowed as a conditional-approval use within the Zoning and Development By-Law, within all District Schedules, except for Comprehensive Development (CD-1) districts. During the interim policy, development permits for farmers' markets on zoned lands were issued with a one year time limit.

On Streets: Farmers' markets were issued a 1 year permit.

On Park land: Farmers' markets were issued a 3 to 6 month permit.

Recommendation: To continue farmers' markets as a more permanent land use, all new farmers' market applicants would apply for a 1 year permit in their first year of operation. Based on feedback, monitoring and evaluation, farmers' market operators can apply for a multi-year permit in Year 2 and beyond.

For Zoned Lands and Streets: Permit duration will be determined on a case-by-case basis by the Director of Planning for zoned lands and the General Manager of Engineering Services for streets. This will depend upon lease agreements and other factors, within reason, that may vary from 1 year, to 3 years, 5 years, or 7 years. Staff will consider existing agreements when determining the length of permits. Once multi-year permits are issued, the city may revoke or suspend the business license should conflicts arise.

As is customary for other development permits, should farmers' market operations change after development permits are issued, markets will only require an amendment to the existing development permit. This minimizes city staff time to issue new permits and reduces time and fees for market operators.

The Director of Planning will continue to consider farmers' markets in CD-1 Districts should a reasonable opportunity arise. Farmers' markets applying to locate in a CD-1 District may require a text amendment and subsequent public hearing.

For Park Board land: To align processes, Park Board is encouraged to take similar action in exploring multi-year permits for farmers' markets on Park Board sites. Park Board staff will work with city staff to establish common criteria to assess length of time for permits.

2. Aligning All Permit Fees

Interim Policy: Development permit fees on zoned lands were reduced to \$519 per year per site; street special event permits were issued at \$519 per year per block; Park Board sites were granted special event permits at \$1212 per three months per site. These inconsistent fees created difficulty amongst operators. Some markets have inquired about extending their existing market on city streets or private property onto Park Board sites, but have discontinued efforts given the \$1212 permit fee for three months. As a result, even if there is consumer demand for expanded farmers' markets, operators have been hesitant to absorb the high costs associated with inconsistent Park Board fees. Farmers' market operators do not differentiate whether a suitable site is on zoned lands, streets, or Park land. As such,

inconsistent permit fees and lack of clarity have created a level of confusion and unexpectedly high fees for some operators.

Recommendation: Staff recommends aligning all permit fees to one similar \$529 fee for farmers' markets to:

On Zoned Lands: Development Permit (DE) fees at \$529 plus an annual inflation increase as per "Year 2013 CSG Permit License and Permit Fees";

On Streets: Special Event Marketing Permit (SEMP) at \$529 plus an annual inflation increase as per "Year 2013 Engineering Permit Fees";

On Park Land: Park Board to explore reducing permit fees to \$529 plus an annual inflation increase.

All permit fees are non-refundable. Once permits have been issued and unanticipated circumstances arise that may interfere with farmers' market operations, staff will work with operators to minimize disruption and support the viability of farmers' markets.

3. Business License Fee

Interim Policy: An annual \$10 farmers' market business license was created, and the interim policy noted that this licence applied only to farmers' markets on zoned lands.

Recommendation: Staff recommends that all farmers' markets must obtain an annual \$10 farmers' market business license. This is intended to ensure consistency and for monitoring and tracking purposes. The Licence By-law currently contains a provision for this licence.

4. Building Permits

Interim Policy: For zoned lands, building permits are not required for open-air markets. Farmers' markets wishing to construct a temporary shelter (e.g., tent) or add a new permanent structure, must obtain a building permit ranging from \$112-\$200.

Recommendation: No change to the building permit requirements.

5. Streamlined Application and Operational Process

Interim Policy: One staff liaison facilitated and streamlined farmers' market applications during the interim period. This liaison approved the site management plan and location of way-finding signs, which were sent to Film and Special Events for preparation, for a cost to farmers' markets of up to \$519 per site.

Recommendation: Following Council approval of recommendations, staff will consult the Streamlined Application Process in Appendix B. Staff will work with market operators to ensure operational clarity, and offering advice on permitting and approvals. For all locations, staff will approve the site management plan and location of way-finding signs, which were sent to Film and Special Events for preparation, for a cost to farmers' markets of up to \$529 per site.

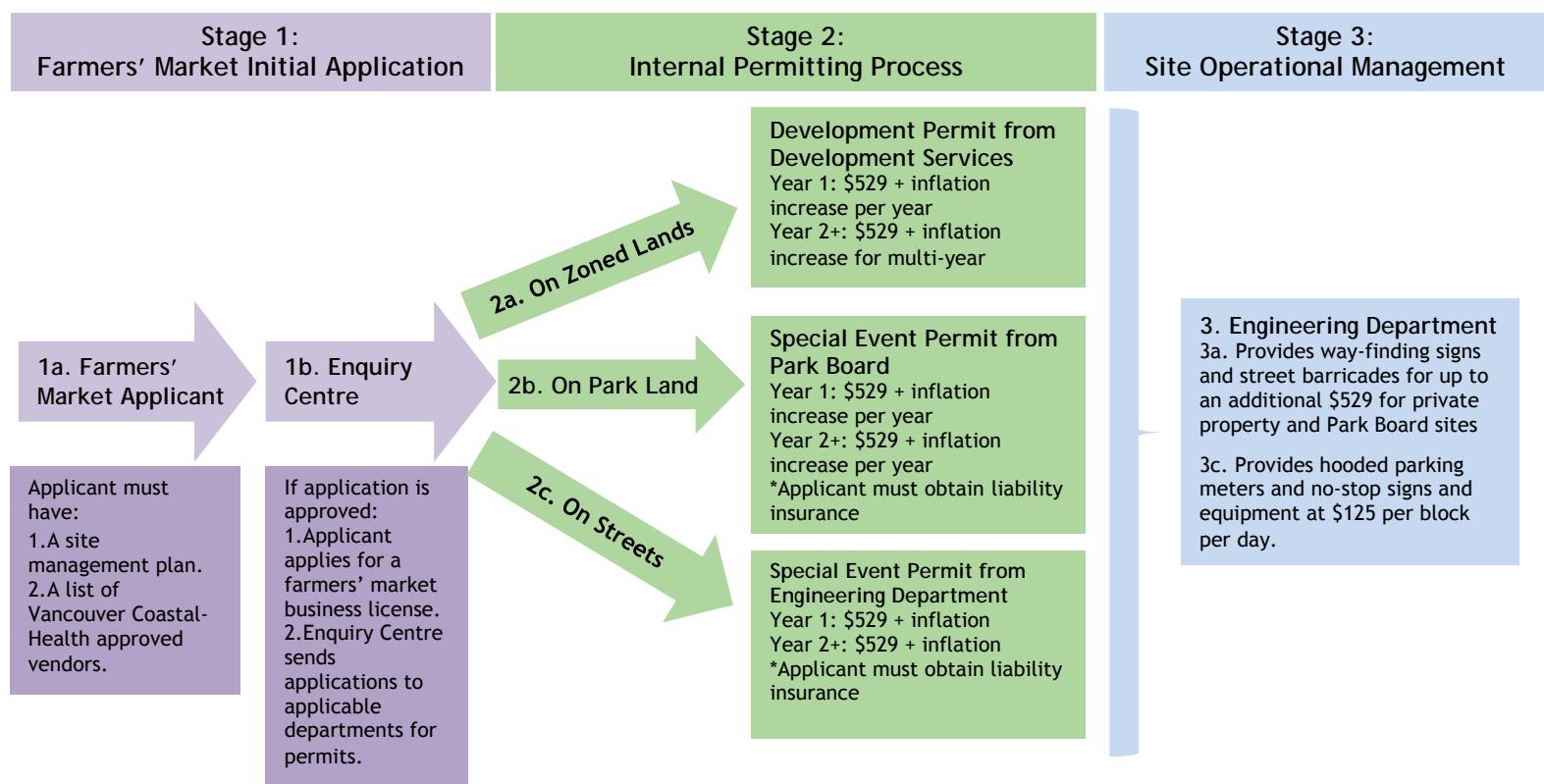
Appendix B: Guidelines and Streamlined Process for Farmers' Markets

These guidelines are to be used in conjunction with provisions and District Schedules of the Zoning and Development By-law and Official Development Plans that allow farmers' markets.

The following guidelines apply:

Following Council approval of recommendations, staff will provide support for a more streamlined application process. This includes liaising with market operators, providing informational workshops for internal departments and partners (e.g., Business Improvement Associations) to ensure operational clarity, and offering advice on permitting and approvals.

Streamlined Process for Farmers' Markets:



Stage 1: Farmers' Market Initial Application

Farmers' market applicants must first apply to the Enquiry Centre with:

1. *A Site Management Plan:* This plan identifies customer parking, vendor parking, location of way-finding signs on streets, location of street barricades, location of hooded parking meters should they be required, and location of recycling and composting facilities. Markets must adhere to good management practices to reasonably minimize impacts to neighbours: noise, parking, traffic management, customer and vendor traffic, and compatibility with nearby sites.
2. *Market Vendor List:* Farmers' markets must submit a vendor list that adheres to Vancouver Coastal Health and safety requirements.

Stage 2: Internal Permitting Process

The Enquiry Centre will review incoming applications to determine whether they meet farmers' market and community food market criteria.

Staff will encourage markets to locate on appropriate sites with consideration to: integration and compatibility with surrounding sites and uses; available on-site parking; opportunities for concurrent use of structures, water and parking facilities; proximity to transit and high-intensity areas; and multi-use of vacant lands.

Once application is submitted, one staff member from the Enquiry Centre to:

- *Determine Site and Facilitate Permits:* Staff will determine if the proposed site is on zoned lands, streets, or Park land. Staff will then internally direct applications to Development Services, Engineering, or Park Board for appropriate permits. Permits will apply only to the specified length of time.
- *Notification to Neighbours:* As is customary for development permits on zoned lands, market organizers must notify neighbours of market hours and duration.
- *Business License:* Staff will direct market operators to obtain a \$10 farmers' market business license.
- *Liability Insurance:* For markets on City property, market operators must provide staff with proof of liability insurance before the opening date.

Stage 3: Site Operational Management

Once permits are issued, one staff within the Enquiry Centre will work closely with the Engineering Department to minimize potential traffic impacts and facilitate street operations for markets. Staff will refer to the farmers' market traffic management plan that identifies the location of street calming measures, road closures, parking, and signage. Farmers' market operators must ensure that a representative is available to address any negative impacts and complaints at any time after permits are issued.

The Film and Special Events team will continue to provide operational management of sites. This includes:

- *Barricades and Way-Finding Signs:* For up to \$529 per site, way-finding signs (1m x 1.5m) to be installed on streets for the duration of farmers' markets at least prior to market opening dates. Barricades to be provided for each site.
 - Farmers' market organizers are responsible for managing barricades and equipment according to the approved site management plan. Market organizers are responsible for returning barricades and equipment to the Film and Special Events team when permits expire.
- *No-Stop Warning Signs:* City staff will install no-stop warning signs for a rate of \$125 per block per site if required by market organizers.
- *Hooded Parking Meters:* Staff will install hooded parking meters for a rate of \$125 per block per site if required by market organizers.

Farmers' market operators and community food market operators must adhere to:

- *Hours:* Operating hours are from 7:00 a.m. to 8:00 p.m., Monday through Sunday excluding holidays. These hours include moving in and out. The Director of Planning may approve a lesser operating time based on circumstances of each market.
- *"Local Foods" and "Local Prepared Foods":* "Local" means foods grown, raised, or produced on agricultural land in BC. "Local prepared" means foods that have been processed and considered value-added goods that include as much BC ingredients as much as possible. This includes preserved fruits and vegetables, jams, and jellies.
- *Agricultural Product Requirement:* Farmers' markets to adhere to the zoning and development by-law amendments that percentage of the total number of stalls or booths in a farmers' market may be used for the sale of local ready-to-eat foods and local artisan crafts.
- *Waste Management:* Market operators must provide easily identifiable bins for trash, recycling and composting. Market operators must remove all matter and debris from the area on a daily basis in a sustainable manner that includes recycling and composting.