



COMMUNITY DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

SUBJECT: FARMERS' MARKETS ON THE CITY HALL NORTH PARKING LOT

RECOMMENDATION:

1. **THAT** Council authorize staff to pursue an amendment to the Burnaby Zoning Bylaw to create a new sub-zone of P2(g), and to initiate a rezoning of the Burnaby City Hall north parking lot at 4949 Canada Way to permit the operation of a Farmers' Market at this location.
2. **THAT** subject to the approval of the bylaw amendment and rezoning, approval be given for the City to enter into a Licensing Agreement with a market manager to organize a Farmers' Market on the City Hall north parking lot, in accordance with the terms and conditions as outlined in Sections 4.2 and 4.3 of this report.
3. **THAT** a copy of this report be forwarded to the Environment Committee for information.
4. **THAT** a copy of this report be sent to Gord Stewart, Manager - Health Protection, Fraser Health Authority, 300-4946 Canada Way, Burnaby BC V5G 4H7.

REPORT

The Community Development Committee, at its meeting held on 2007 October 23, received and adopted the *attached* report seeking Council's authorization to pursue an amendment to the Burnaby Zoning Bylaw to create a new sub-zone of P2 (g), and to initiate a rezoning of the Burnaby City Hall north parking lot at 4949 Canada Way to permit the operation of a Farmers' Market at this location.

Respectfully submitted,

Councillor C. Jordan
Chair

Councillor D. Johnston
Vice Chair

Councillor G. Evans

Copied to:	City Manager Director Finance City Solicitor Director Planning & Building
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TO: CHAIR AND MEMBERS
COMMUNITY DEVELOPMENT COMMITTEE

DATE: 2007 October 18

FROM: DIRECTOR PLANNING & BUILDING

FILE: 76000-20
Reference: Farmers' Markets

SUBJECT: FARMERS' MARKETS ON THE CITY HALL NORTH PARKING LOT

PURPOSE: To seek approval for staff to pursue the establishment of a seasonal Farmers' Market on the City Hall north parking lot.

RECOMMENDATIONS:

1. **THAT** Council be requested to authorize staff to pursue an amendment to the Burnaby Zoning Bylaw to create a new sub-zone of P2(g), and to initiate a rezoning of the Burnaby City Hall north parking lot at 4949 Canada Way to permit the operation of a Farmers' Market at this location.
2. **THAT** subject to the approval of the bylaw amendment and rezoning, approval be given for the City to enter into a Licensing Agreement with a market manager to organize a Farmers' Market on the City Hall north parking lot, in accordance with the terms and conditions as outlined in Sections 4.2 and 4.3 of this report.
3. **THAT** a copy of this report be forwarded to the Environment Committee for information.
4. **THAT** a copy of this report be sent to Gord Stewart, Manager - Health Protection, Fraser Health Authority, 300-4946 Canada Way, Burnaby BC V5G 4H7.

REPORT**1.0 BACKGROUND**

On 2007 May 14, City Council approved a Green Alternatives Fair and Farmers' Market that took place on 2007 June 9 at Burnaby Central Secondary School gravel field (as part of Environment Week 2007). The purpose of this event was to raise awareness for locally-produced foods in Burnaby. A paper questionnaire was distributed at this event to gauge the level of public interest in establishing a recurring seasonal Farmers' Markets in Burnaby.

The results of 100 questionnaires revealed that those who attended the fair primarily reside in Burnaby (70%), and the majority of participants were interested in attending regular Farmers' Markets in Burnaby (84%). As well, almost half of all participants reported that they have attended other markets in the Region within the last year (45%). The results of this questionnaire, recent correspondence from a Burnaby resident, as well as other inquiries over the years

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regarding the desire for a Farmers' Market, suggest that it would be beneficial to establish a recurring seasonal Farmers' Market in Burnaby for the benefit of local residents.

City staff were also recently approached by the BC Association of Farmers' Markets to look into the feasibility of establishing a seasonal Farmers' Market in Burnaby. The non-profit group "Artisan Markets" was suggested as a potential market manager¹ to operate a Farmers' Market in Burnaby. Artisan Markets has established a positive presence on the North Shore for several years; having operated the Ambleside Farmers' Market in West Vancouver since June 2005, and the Lonsdale Quay Farmers' Market in the City of North Vancouver since April 2002.

This report presents a proposal to the Community Development Committee to request that Council authorize staff to initiate the process to permit a seasonal recurring Farmers' Market on the Burnaby City Hall north parking lot. This process would include amending the Burnaby Zoning Bylaw, initiating a rezoning of the City Hall north parking lot, and subsequently preparing a Licensing Agreement.

2.0 PROPOSED FARMERS' MARKET ON THE CITY HALL NORTH PARKING LOT

The BC Association of Farmers' Markets is interested in establishing a new Farmers' Market in the Burnaby City Hall north parking lot, where it will be able to serve a new clientele in Burnaby.

In 2007, Farmers' Markets were run in Coquitlam, Port Moody, Vancouver, West Vancouver, and City of North Vancouver. At each of these markets, nominal fees were collected in connection with administering Farmers Markets in these municipalities. Many other cities and towns also have weekly summer-time markets which in some cases result in temporary street closures. In Burnaby, the proposed location of a Farmers' Market on the City Hall north parking lot would preclude the need for street closures, and would not compete with any other uses of the facility on a weekend.

The aim of a Farmers' Market in Burnaby would be to support local farmers and small business people who make, bake or grow their own products locally, and to expand the variety and quality of local goods available to Burnaby residents. Thus, a recurring seasonal Farmers' Market in Burnaby would support local businesses, while also promoting social, economic and environmental sustainability within Burnaby.

Staff have reviewed a number of potential Farmers' Markets locations, and believe the north parking lot of Burnaby City Hall to be an ideal first location and worthy of further pursuit. As City Hall is generally equidistant from the City's four town centre areas, a Farmers' Market at this location would create a unifying event for Burnaby citizens at the symbolic heart of the community. The central location of City Hall, along with its proximity to nearby cultural amenities (Deer lake Park, Shadbolt Centre of the Arts, Burnaby Village Museum, and Burnaby Art Gallery), makes it a highly desirable future Farmers' Market location. This area has a unique combination of centrality, under-utilized parking, and linkages to major recreational facilities. The market's significant distance from other major shopping centres or similar commercial establishments, would also prevent any potential conflicts with other commercial areas. As City

¹ A market manager is defined as being in charge of the overall market operation. As such, market managers are responsible for ensuring that food vendors have obtained approval from the local Health Authority, and not allow sales by vendors unless they have produced a letter of approval.

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Hall is zoned P2 Administration and Assembly District, Farmers' Markets are not expressly permitted at this location. In order to facilitate a Farmers' Market on the Burnaby City Hall north parking lot, an amendment to the Burnaby Zoning Bylaw is required, along with a rezoning of the City Hall north parking lot (see *attached* map).

The proposed market would occupy only up to 60% of the City Hall north parking lot within the two western-most parking aisles (approximately 3,540 m²). The remaining two aisles would provide the appropriate required parking for the market area (approximately 2,340 m² or a minimum of 80 parking stalls). Additional parking would be available in the overflow parking lot (adjacent to the City Hall compound), and across the street at the Burnaby Central Secondary School gravel field. The availability of bike routes and transit at this location would also reduce the car-dependency of Burnaby residents traveling to the market.

If approved, a Burnaby Farmers' Market would take place on a weekend, either Saturday or Sunday from approximately 10 am to 2 pm, on a seasonal basis. The exact timing and duration of a Farmers' Market on the City Hall north parking lot would be established in consultation with an appropriate market manager. A Farmers' Market in Burnaby could begin as early as May/June to offer the sales of plants and early crops, and could potentially run until November/December, offering the sale of root vegetables and other late crops.

Notwithstanding potential future growth, a Burnaby Farmers' Market would be expected to accommodate approximately 30 vendors, with booths ranging in size from 10 x 20 feet to 20 x 20 feet. The sale of prepared foods (e.g. baked goods), meats, dairy, jams, honey, crafts and other items would be permitted if produced locally by farmers or artisans within BC, and approved for sale by the Fraser Health Authority, where applicable. The Fraser Health Authority has approved the overall operation of the proposed Farmer's Market, as specified in this report.

3.0 BENEFITS OF THE PROPOSED FARMERS MARKET

Overall, the benefits of a well-run Farmers Market include:

- Helping to support the economic vitality of agriculture and small business.
- Providing Burnaby residents with variety in retail selection through a choice of fresh produce and other agricultural goods in settings that allow them to interact with the people who grow the food they eat, fostering stronger connections between urban and rural dwellers.
- Helping create a sense of community and vitality for the City through a wholesome community event.
- Serving as a practical and accessible medium for public education around nutrition, agricultural policies and food policy issues.
- Improving markets for local foods, increasing awareness of local food issues, and ensuring equitable access to 'good food' for all residents.

According to the Ministry of Agriculture and Lands (2006), BC Farmers' Markets contribute \$118.5 million annually to the provincial economy. Specifically, British Columbians spend \$65.3 million directly at Farmers' Markets, and another \$53.2 million at neighbouring businesses. In addition, Farmers' Markets act as community gathering places — providing opportunities for residents to connect with friends and neighbours. This social aspect helps to strengthen communities in which Farmers' Markets are featured, and generates additional interest through word-of-mouth advertising.

Thus, a Farmers' Market located on the City Hall north parking lot and operated on weekends would create a regular, sustainable community focus that ties the urban residents of Burnaby to our agricultural base in the Greater Vancouver and Fraser Valley regions, based on food, entertainment, and commerce.

4.0 OPERATIONAL STEPS

4.1 Required Zoning Adjustments

Farmers' Markets in Burnaby are currently only allowed within the Agricultural District (A1), which permit Farmers' Markets for the retail sale of agricultural produce only. In order to permit the operation of a Farmers' Market in the City Hall north parking lot, it is proposed that the Burnaby Zoning Bylaw — Section 502 Administration and Assembly District (P2), which is the current zoning of the parking lot, be amended to include a new sub-zone of P2(g). The establishment of the P2(g) sub-zone would permit the operation of a Farmers' Market within an urban setting, and allow for the retail sale of a wider variety of locally produced goods than currently allowed under the A1 Agricultural District, including crafts and prepared foods. Following the bylaw amendment to add the P2(g) sub-zone, it is recommended that a rezoning be initiated for the City Hall north parking lot from P2 to P2(g) to allow for the operation of a Farmers' Market at this location.

A Farmers' Market established at City Hall would not preclude the consideration of other market locations in future (such as in the town centre areas). However, it is noted that it is difficult to find other potential market locations that are both attractive and do not have potentially negative ramifications on their surrounding communities. As a result, it is recommended that a Farmers' Market permitting the sale of a broader range of products, be permitted only in the new P2(g) sub-zone.

4.2 Selection of a Market Manager

With respect to creating a well-run Farmers' Market in Burnaby, an experienced market manager such as Artisan Markets would be solicited to undertake the organization of a seasonal market. Specifically, a market manager would be requested to contribute the following to a Farmers' Market in Burnaby:

- Membership through the BC Association of Farmers' Markets.
- Group insurance coverage, which includes City of Burnaby cross-liability protection.
- Knowledge of province-wide health regulations to ensure the safety of prepared foods sold at Farmers' Markets.
- Access to existing distribution lists and vendor contacts throughout southern BC.
- Solicitation of local business and artisan participation (e.g. Big Bend farmers, the Burnaby Arts Council).
- Provision of rent-free table space for City of Burnaby and/or community use.
- Rental of portable bathroom and hand-washing facilities for on-site use.
- Rental of generator to provide any electrical power needs.
- Provision of garbage and recycling facilities, and removal of all waste generated.
- Advertising and signage.

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In turn, the market manager would be permitted to collect standard table fees from each of its vendors. For example, Artisan Markets currently collects \$35/week for a 10 foot stall or \$55/week for a 20 foot stall, from its vendors on the North Shore. All vendors would be required to supply their own tents, tables, scales and other equipment as needed to conduct their business. All vendors would also be required to be members of the BC Association of Farmers' Markets; ensuring adequate insurance coverage. The City's Risk Manager has reviewed the group insurance coverage available to all BC Association of Farmers' Markets members, which offers \$2 million liability coverage at a reasonable cost.

4.3 City Licensing Agreement

As most market managers are non-profit organizations, they would be exempt from business licensing. However, due to the nature of a Farmers' Market and the need to assign responsibility to a coordinating agency, the City would enter into an annual Licensing Agreement with an appropriate market manager. Individual vendors would then be allowed to operate under the supervision of the market manager. At a minimum, the Licensing Agreement would stipulate:

- Goods sold must be grown, baked, or otherwise made locally by the vendors.
- Timely reporting to the Fraser Health Authority and adherence to all requirements.
- Annual fees to be charged to cover any administrative and/or maintenance costs.
- The days and hours that markets would be permitted to operate on City property.
- The minimum number of parking stalls and the availability of entry/exit routes.
- Provision of one or more portable toilets and other necessary equipment.
- Garbage removal and general site cleanliness.
- Set-up and take-down procedures.

Responsibility for administering the Farmers Market and adhering to the Licensing Agreement would rest with the market manager. Burnaby Licensing staff would administer the Licensing Agreement. Also, the Fraser Health Authority would ensure compliance with all applicable health regulations. Provincial guidelines require that the market manager retains the responsibility for ensuring that all food vendors have obtained the appropriate approvals from the local Health Authority, where applicable.

With respect to the annual fee to be charged as part of the Licensing Agreement, it is proposed that a nominal fee of \$50 be charged. This approach would be consistent with other municipalities, where nominal fees are collected for administering Farmers' Markets in those cities². Should Council authorize staff to pursue the establishment of a Farmers' Market on the City Hall north parking lot, staff would monitor the operation of a Farmers' Market during its first season, and report back to Council on recommendations for continued market operation, including any adjustments to the licensing fee, as required.

² The City of Vancouver charges \$10 for non-profit groups to operate, the District of West Vancouver charges \$124, and the City of North Vancouver charges \$54 for half a year.


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5.0 CONCLUSION AND SUMMARY

As there is a strong interest in establishing a recurring seasonal Farmers' Market in Burnaby, it is recommended that Council authorize staff to pursue the establishment of a Farmers' Market on the City Hall north parking lot. Farmers' Markets provide a variety of benefits to their host municipalities, including increasing awareness for local agriculture, and teaching residents about healthy eating and sustainable living. In addition, Farmers' Markets provide direct economic benefits to the communities they serve; making them a desirable addition to the City of Burnaby.

A Farmers' Market in the north parking lot of Burnaby City Hall would foster a sense of community, and bring together residents in a central, easily accessible area that is often under-utilized on the weekends. Permitting a Farmers Market in the City Hall parking lot would add a family-oriented event focused on food and agriculture, and provide linkages to the nearby cultural amenities of Deer Lake Park.

This report recommends that the Community Development Committee request that Council authorize staff to initiate the process to establish a seasonal Farmers' Market on the Burnaby City Hall north parking lot. This would include amending the Burnaby Zoning Bylaw, initiating a rezoning of the City Hall north parking lot, and subject to Council's approval of the required bylaw amendment and rezoning, preparing the Licensing Agreement. Should Council authorize staff to pursue the establishment of a Farmers' Market on the City Hall north parking lot, staff would monitor the operation of a Farmers' Market during its first season, and report back to Council on any recommendations for continued market operation.


B. Luksun, Director
PLANNING & BUILDING

YH/sla/sa
Attachment

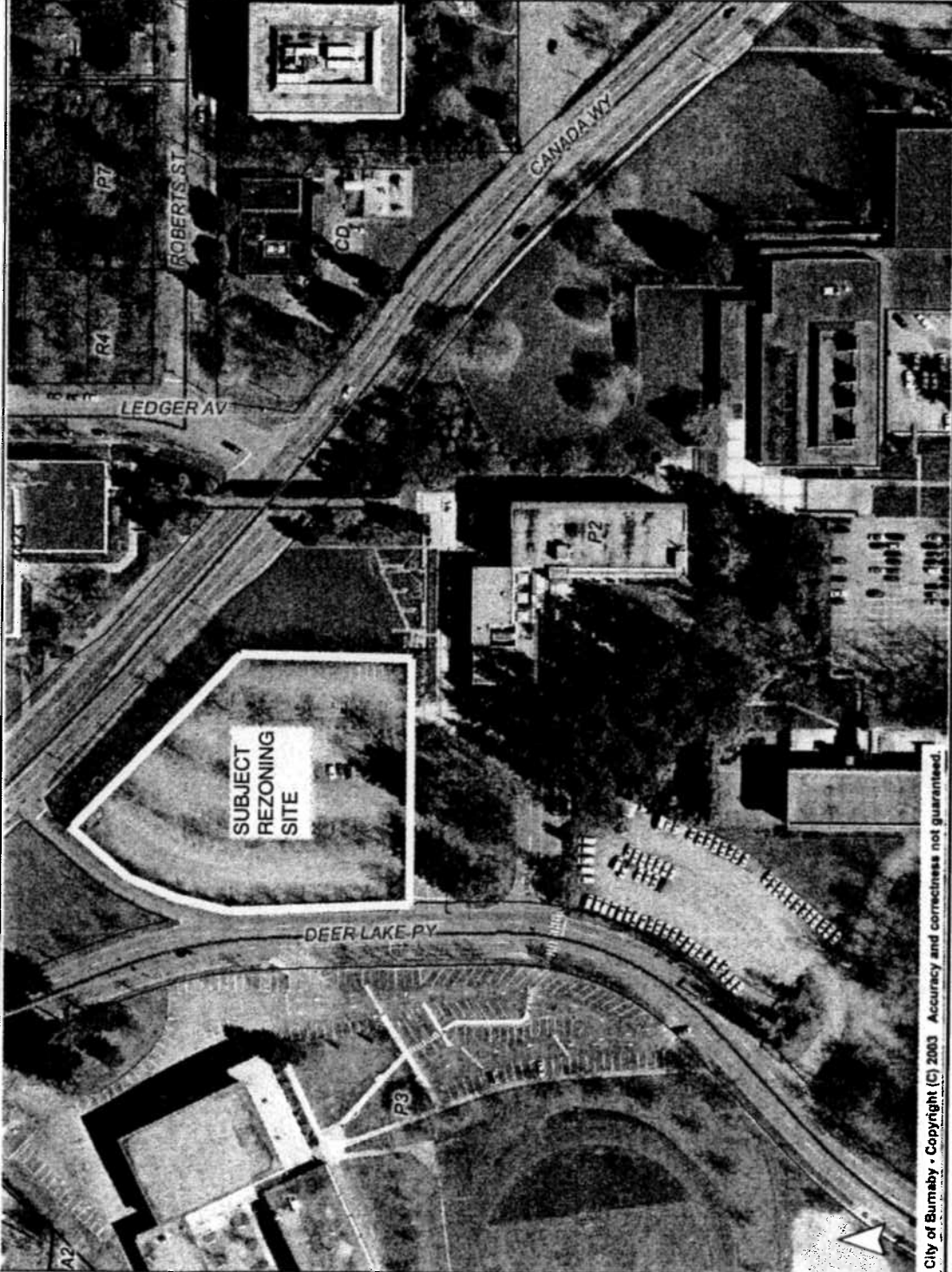
Copied to: City Manager
Risk Manager
City Solicitor
Chief License Inspector
Director Engineering
Director Parks, Recreation & Cultural Services

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Burnaby City Hall - North Parking Lot (4949 Canada Way)

October 17, 2007



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This information has been gathered and assembled on the City of Burnaby's computer systems. Data provided herein is derived from a number of sources with varying levels of accuracy. The City of Burnaby disclaims all responsibility for the accuracy or completeness of information contained herein.



- Strata Units
- Skytrain Stations
- ✈ Skytrain Lines
- Strata Addresses
- Addresses
- Lot
- Street Intersections
- Traffic Signal
- Speed Humps
- Zoning
- Roads
- Private
- Residential
- Collector
- Arterial
- Freeway
- Colour 2006
- Hydrology
- Parks (cont)
- Parkland To Be Acquired
- Parkland
- Boundary

Map Scale
1 : 2000