



RED TAPE,

GREEN VEGETABLES:

*A Plan to Improve New York City's Regulations
for Community-Based Farmers Markets*

April 2011



Office of the Manhattan
Borough President

Scott M. Stringer
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EXECUTIVE SUMMARY

New York City is faced with a health crisis: 700,000 New Yorkers have diabetes and over 3.1 million residents are obese or overweight, as are 43 percent of elementary school students.¹ Numerous studies have shown the link between positive health outcomes and consumption of fresh fruits and vegetables, but disturbingly, 37 percent of New Yorkers live in areas without adequate access to healthy food.² Residents need affordable ways to introduce more fruits and vegetables into their diets.

Community-based farmers markets are created by community members to address the lack of healthy and affordable food at the neighborhood-level and are tightly connected to community development efforts. These markets represent a critical pipeline for bringing fresh fruit and vegetables into some of the City's most under-served neighborhoods. However, too often that pipeline is clogged by bureaucratic red tape, creating a negative regulatory framework that runs counter to the City's larger goals of improving public health and access to fresh foods.

Indeed, a market operator who hopes to open in one of these high-need neighborhoods can expect to pay up to \$1,660 annually in city permitting fees – just for the right to sell a freshly-grown head of lettuce to the New Yorkers who need it most. This is more than 22 times the cost of a two-year operating permit for a Green Cart (mobile produce carts that are part of a Mayoral initiative intended to improve access to healthy food in targeted, high-need neighborhoods). Further, in some cases, operators must also apply for permits in the preceding calendar year, months before opening.

This report explores the vital role these community-based farmers markets play in the city's food system, as well as the steep challenges they face as a result of City policies and procedures. As part of the study, the Office of the Manhattan Borough President surveyed all of the city's community-based market operators and received responses from 64 percent of the market operators. The respondents manage 74 percent of the City's community-based markets.

An investigation of the operating environment for community-based farmers markets in New York City revealed:

- **Red Tape:** The permitting process for markets is decentralized, inconsistent, confusing and expensive. In some cases, a market starting in July would have to apply for permits a full seven months in advance.
- **High Cost of Entry:** Permit fees are based on the number of days a market will operate for an entire season. The cost of the entire season must be paid upfront, with a single permit often exceeding \$800. When combined with required insurance coverage, a market operator, in many cases, must pay over \$1,300 before the market season begins in order to obtain a permit. This can be a heavy financial toll for small market operators with limited resources for whom running markets is often not their primary job.
- **Lack of Operational Procedures for Parking:** Because traveling to the city for market days is expensive for farmers, free parking is critical to the success of a market. However, the Department of Transportation has no official operating procedure for requesting signage or issuing placards to reserve parking on market days. Some markets reported waiting years to receive reserved parking signage. Others reported inconsistent enforcement by New York Traffic Po-

¹ Going to Market: New York City's Neighborhood Grocery Store and Supermarket Shortage

New York City, Department of City Planning, NYC Department of Health and Mental Hygiene, NYC Economic Development Corp.

² Going to Market: New York City's Neighborhood Grocery Store and Supermarket Shortage

lice. Authorized farmers vehicles were often ticketed while other, unauthorized vehicles were allowed to park ticket-free.

Within the five boroughs, there are 28 different operators of community-based farmers markets, running a total of 60 markets. Seventy-three percent of these markets operate in low-income areas as defined by the Federal Community Development Block Grant (CDBG) program. Between 2009 and 2010, low-income residents redeemed almost half a million dollars in government nutrition coupons at these markets.

Despite limited resources, community-based market operators persist because they are passionate advocates for the health of their communities. These operators are tackling the same problems that many City officials are trying to address, but they are doing it with on-the-ground knowledge of the most in-need neighborhoods at no cost to the City. The passion and dedication of community-based farmers market operators is a resource that New York City government should be actively promoting. Unfortunately, rather than supporting these community revitalizing endeavors, the City creates a confusing, expensive, decentralized and time-consuming process for establishing and maintaining farmers markets.

New York City should support existing community-based farmers markets and promote the establishment of new ones. The City needs to cut red tape, streamline permitting processes, establish clear procedures where current systems are ad hoc, and align fees with the policy goal of increasing access to fresh fruits and vegetables in underserved communities.

Specifically, in order to improve the operating environment for community-based farmers markets, the City should:

1. Eliminate Daily Permit Fees for Markets in Low-Income Areas

2. Simplify and Clarify the Process

- Assign oversight of farmers markets to a single City entity
- Create a uniform application process
- Create a guide to operating a farmers market

3. Create Standard Procedures for Farmers Market Parking

- Department of Transportation must create a clear policy for requesting signage
- Appropriate agencies must develop farmers market parking placards
- NYPD traffic officers must be trained regarding enforcement for farmers market parking

4. Create Information and Outreach Campaign About Using Federal and State Nutrition Supports at Farmers Markets

5. Increase Access to Urban Land for Farming

- Assess land availability and suitability for urban agriculture
- Create a citywide urban agriculture program
- Ensure the permanence of community gardens

6. Increase Access to Commercial Kitchen Space

- Explore use of City-owned kitchens
- Create online portal of available kitchen space

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I. INTRODUCTION

New York City is faced with a health crisis: 700,000 New Yorkers have diabetes and over 3.1 million residents are obese or overweight, as are 43 percent of elementary school students. One recent national survey ranked the South Bronx as having the worst hunger problems in the nation.³ Numerous studies have shown the link between positive health outcomes and consumption of fresh fruits and vegetables. Yet disturbingly, 37 percent of New Yorkers lack the necessary resources within their neighborhoods to improve their diets; approximately three million New Yorkers live in areas without adequate access to healthy food, or food deserts.⁴ Residents need affordable ways to introduce more fruits and vegetables into their diets.

A. Community-Based Farmers Markets

Community-based farmers markets are working to address the shortage of healthy foods by bringing fresh, local produce to New York's neediest neighborhoods. Just Food, a New York City based non-profit organization working on food justice issues since 1995, defines a community-based market as one that "exist(s) for and because of the community in which it is located and is the result of a community's response to a lack of fresh, affordable, local food in their neighborhoods. These farmers markets are run by community groups to inspire better health, pride, and a sense of neighborly unity while encouraging community development and empowerment."⁵

Within the five boroughs, there are 28 different operators of community-based farmers markets, running a total of 58 markets. Seventy-three percent of these markets operate in low-income areas as defined by the Federal Community De-

velopment Block Grant (CDBG) Program.

Data suggests that these markets are successfully reaching the City's most vulnerable populations. By looking at data released by government nutrition programs – such as Women Infant and Children (WIC), Supplemental Nutrition Assistance Program (SNAP - formerly Food Stamps), Farmers Market Nutrition Program (FMNP), and Health Bucks – it is possible to see the volume of produce purchased at community-based farmers markets by program participants (for more information on these program, see the text box in the section Operating a Community Based Farmers Market). In 2009 and 2010 combined, SNAP participants spent at least \$300,000 in benefits at community-based farmers markets in New York City. Further, in 2010, SNAP participants who shopped at these markets received and spent an extra \$135,579 in Health Bucks coupons, a City program that offers incentives for using SNAP benefits at farmers markets.⁶

"The market feeds the neighborhoods and the families. When you're growing food, you're not only growing food, you're growing people. Sometimes people come to the market for the conversation and sometimes for the education. A lot of kids in the city don't know where the food comes from. They think it comes from a super market."

- **Bobby Watson**, Market Manager, Taqwa Community Farm, Bronx

State-level data also points to farmers markets being an effective delivery method of fresh fruits and vegetables for low-income communities. In 2010, WIC recipients and seniors redeemed roughly \$5.3 million worth of FMNP coupons statewide.⁷

Unfortunately, despite evidence proving their efficacy, these markets have been largely overlooked as a tool in the fight against food deserts and diet-related illnesses.

3 <http://www.nytimes.com/2010/03/14/nyregion/14hunger.html>

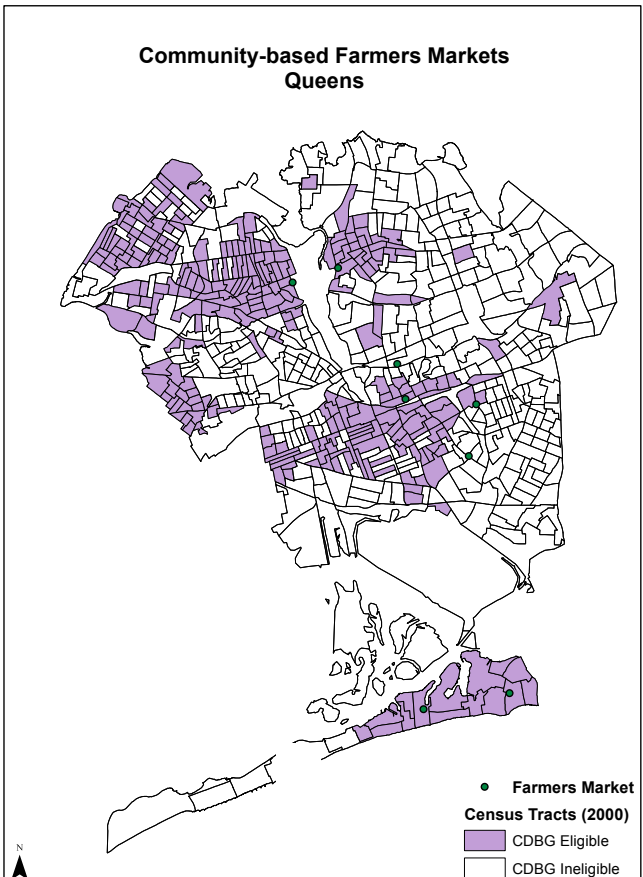
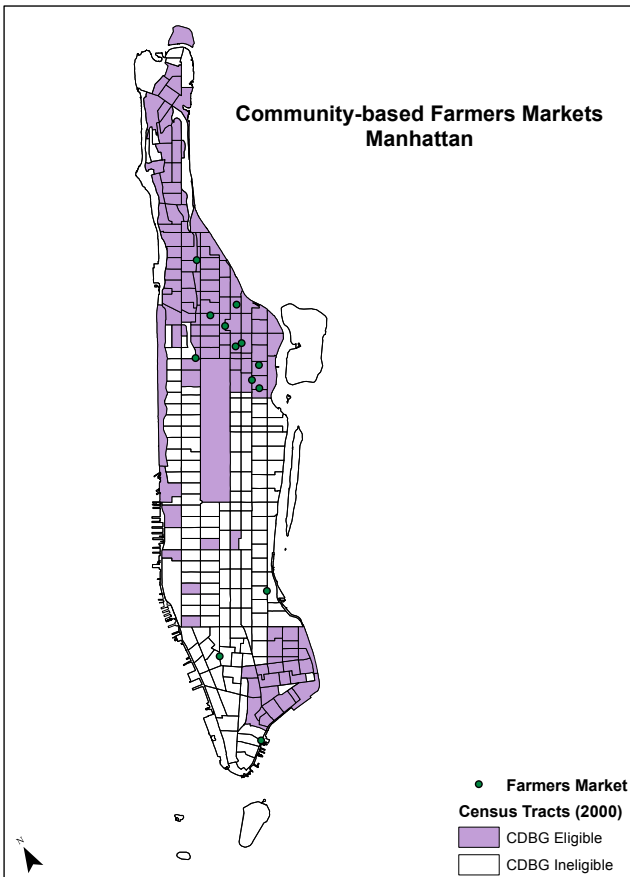
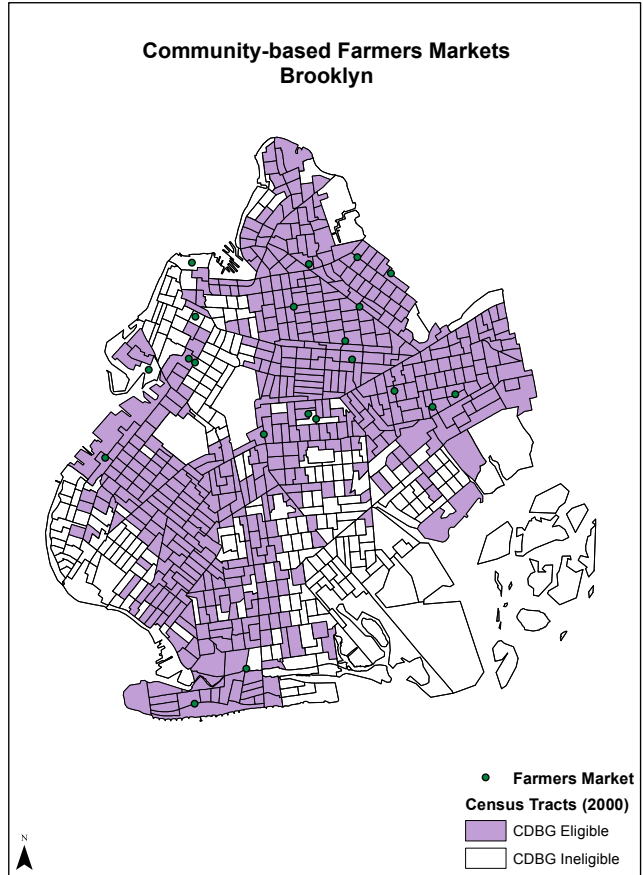
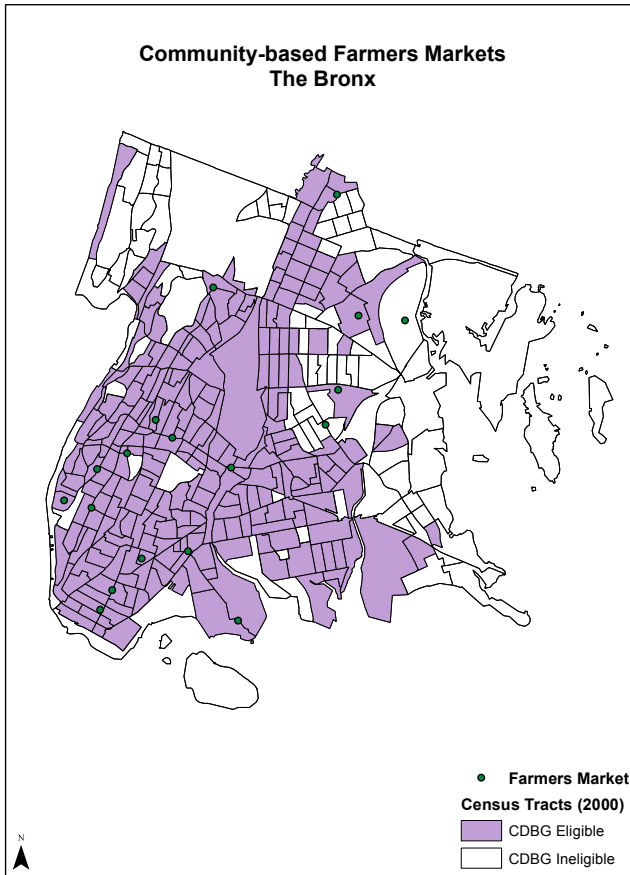
4 Going to Market: New York City's Neighborhood Grocery Store and Supermarket Shortage

5 The City Farms Market Guide, Just Food, p.11

6 Data from Farmers Markets Federation of New York

7 Data from NYS Department of Agriculture and Markets on 2010 FMNP usage

Locations of Community Based Farmers Markets by Borough



For a list of market names and addresses see Appendix A

B. The Current Approach

While the City has undertaken several laudable policy initiatives in recent years to expand healthy food options in low-income neighborhoods, results have been mixed. Two key City initiatives that merit discussion are FRESH and Green Carts.

i. FRESH

To date, a cornerstone of the City's effort has been the Food Retail Expansion to Support Health program, or FRESH. This program seeks to draw grocery stores to low-income neighborhoods by offering incentives to developers of new projects or building expansions. If a full-line grocery store is included in a project's scope, developers can receive both financial and zoning benefits.⁸

Increasing the number of grocery stores in food deserts is important. However, the strategy employed by FRESH has risks. It is highly dependant on real estate market fluctuations. Without capital for new projects, there is no avenue for increasing access to fresh fruits and vegetables. This limitation was made apparent in the most recent economic downturn. Since 2008, as a result of FRESH, only three grocery stores are currently under construction and two more are awaiting final financing approval.⁹

ii. Green Carts

The Green Cart program is another initiative intended to improve access to healthy food. Local Law 9, signed by Mayor Bloomberg on March 13, 2008, created 1,000 permits for mobile produce carts, otherwise known as Green Carts. The Green Carts are allowed to operate only in certain low-income, high-need neighborhoods. For example, in Manhattan, the carts are restricted to above 96th Street. As of March 2011, the Department of Health and Mental Hygiene (DOHMH) has issued only 450 of the available permits. The fee for a two-year permit is \$75.¹⁰

"We noticed that there was a need within the community. There was a lack of close access to grocery stores. Also, we felt it was part of our mission to bring that aspect of history alive and make it relevant."

-Market Operator, Bronx

Despite these geographic designations, it is unclear whether Green Carts have been effective in bringing produce to underserved areas. The Korean-American Small Business Center has voiced opposition to the program, claiming that rather than locating in underserved areas, Green Carts locate next to small green grocers to siphon customers. Because Green Carts have minimal overhead costs as compared to brick and mortar stores, they are able to sell at cheaper prices.¹¹ According to these critics, rather than bringing fresh produce to neighborhoods without access to healthy food as intended, the program pits mobile vendors against small business owners.

C. Community-Based Farmers Markets as a Resource

Community-based farmers markets represent another strategy for increasing access to fresh fruits and vegetables in underserved areas. These markets are tailored to the needs of individual neighborhoods because they are developed by the community, for the community. They are born out of a hyper-local drive to improve neighborhood conditions, and unlike FRESH and Green Carts, these markets are predicated on community buy-in. They are started by community members and almost always begin by securing Community Board support.

Community-based farmers markets face many challenges operating in high-need neighborhoods with minimal resources. Despite the difficult environment in which they operate, community-based market operators persist because they are passionate advocates for the health of their communities. The City should

⁸ For more information on the FRESH program visit <http://www.nyc.gov/html/dcp/html/fresh/index.shtml>

⁹ Email correspondence with NYC Economic Development Corporation, March 24, 2011

¹⁰ http://online.wsj.com/article/SB10001424052748704425804576220692726202066.html?mod=googlenews_wsj

¹¹ http://www.nydailynews.com/opinions/2011/03/27/2011-03-27_going_bananas.html; http://online.wsj.com/article/SB10001424052748704425804576220692726202066.html?mod=googlenews_wsj

be harnessing their dedication and energy: these operators are tackling the same problems that many City officials are trying to address, but they are doing it with on-the-ground knowledge of the most in-need neighborhoods at no cost to the City.

As such, the City should support existing community-based farmers markets and promote the establishment of new ones. Such a shift would require local government to cut red tape, streamline permitting processes, establish policies and procedures where current systems are ad hoc, and align fees with the policy goal of increasing access to fresh fruits and vegetables in underserved communities. To that end, this report will:

- Outline the decentralized, confusing, and expensive permitting process currently in place
- Highlight some of the operational challenges community-based farmers markets face
- Share the experiences of community-based farmers market operators and
- Recommend avenues for improving the status quo and leveraging community-based farmers markets as a tool in the effort to improve the health and nutrition of all New York City residents.

In order to deepen our understanding of the role these markets play in the food system and

of the challenges they face operating in New York City, the Office of the Manhattan Borough President reached out to community-based market operators citywide. An online questionnaire was designed and distributed to all operators.¹²

Interviews with market operators were also conducted. Operators representing 43 individual markets – or 74 percent of all community-based markets citywide – responded. What emerged was a picture of operating environments that are extremely challenging and costly for operators with limited

resources. [See Section VI for details on methodology]

The market operators that responded to the questionnaire or were interviewed provided a venue for over 120 farmers (92 rural and approximately 30 urban) to sell their fruits and vegetables and represented a collective 110 years of experience running markets. In addition to supporting scores of farm-related and market-stand jobs, they directly employed some 60 people and benefited from the help of over 65 dedicated volunteers. Their first-hand experiences are highlighted throughout the report.

“Sometimes we would go to the Housing Projects with our market t-shirts on and invite the people to use their FMNP coupons at our market. It made the recipients comfortable with us and when they visited the market they felt no stigma associated with using the coupons. It helped us get more traffic and it helped the farmers.”

- **Sonya Simmons**, Grassroots Farmers Market, Market Manager, Hamilton Heights Manhattan

12 Markets connected to GrowNYC, the operator of the New York City Greenmarket program, were not included in the questionnaire. GrowNYC has a contract with the City of New York to operate farmers markets across the five boroughs. Examples of these popular markets include those at Union Square Park, W. 77th Street in Manhattan, Grand Army Plaza in Brooklyn, and Jackson Heights in Queens. This contract with GrowNYC establishes a set of distinct operating procedures. As such, GrowNYC does not face the same set of regulatory challenges faced by community-based farmers markets.

II. THE CHALLENGES

Markets operating in underserved communities face many unique challenges. Recruiting farmers is a challenge that all farmers markets face. For community-based markets in low-income areas, this is compounded as many farmers willing to travel to the city may seek better returns at markets in more affluent neighborhoods. Community-based farmers markets operating in high poverty areas often have to grapple with issues of crime and public safety. Finally, many have to work hard to build a customer base through outreach and education. Residents in these communities may not always be aware that there are government programs that offer a considerable discount for shopping at farmers markets. Educating customers, and sometimes farmers, about how to leverage these programs (see text box below) is often time intensive.

Unfortunately, the above hurdles are not the only ones community-based markets face. They also face numerous challenges created by the City of New York. Rather than supporting these community revitalizing endeavors, the City creates a confusing, expensive and time-consuming process for establishing farmers markets. The hurdles fall into two broad categories: permits and parking.

A. Permits

No where is the needless red tape more evident than in the permitting process for community-based farmers' markets – a process that forces residents to navigate layers of bureaucracy and distinguish the domains of multiple City agencies.

If the market is going to be in or adjacent to parkland, the operator will require permits from the New York City Department of Parks and Recreation. If the market is on a sidewalk not adjacent to a park, then the operator will need permits from the Mayor's Street Activity Permit Office.¹³

i. New York City Department of Parks and Recreation

The maze for procuring a permit starts with the decision of where to site the market. The Parks Department makes a distinction between:

- Markets located on or adjacent to City Parks Department land that are in higher-income

¹³ In some rare instances, markets located on City property are managed by other agencies, such as the Department of Education. In these instances, an arrangement is reached with the relevant agency. Because this is uncommon, the process is not explicated in this report.

GOVERNMENT NUTRITION PROGRAMS

Women Infants and Children (WIC): Federal program that targets low-income, nutritionally at risk women and children. Participants in the program receive checks that can be used for the purchase of healthy foods. The monthly WIC Fruit and Vegetable Voucher can be used at farmers markets.

Supplemental Nutrition Assistance Program (SNAP): Federal program that provides low-income households with electronic benefits they can use like cash at most grocery stores. The average SNAP benefit is \$100 per person per month and \$200 or more for families. All community-based farmers markets accept SNAP.

Farmers Market Nutrition Program (FMNP): Federal program that provides coupons to WIC participants and seniors. These coupons can be used to buy eligible foods from farmers, farmers markets or roadside stands that have been approved by the State. All community-based farmers markets accept FMNP.

Health Bucks: Health Bucks, worth \$2 each, are developed and distributed by NYC Health Department District Public Health Offices and can be used to purchase fresh fruits and vegetables at participating farmers markets.

areas

- Markets located on or adjacent to City Parks Department land that are in lower-income areas
- Markets operating out of a City Parks Department GreenThumb community garden.

Each type of land has a distinct permitting process outlined below. A flow-chart graphic can also be referenced on page 8.

1. Farmers Markets in Higher-Income Areas

The Parks Department designates a market as operating in a lower-income area if the market falls within a federal Community Development Block Grant (CDBG) eligible neighborhood. If the market falls outside a CDBG area, operators must submit a Special Events Permit Application, either by mail or in person (no online process exists), to the Borough Permit Office of the borough where the market will operate. If the operator intends to run multiple markets in different boroughs, then they will need to visit the relevant office in each borough, submit multiple applications, and pay multiple fees. Each application comes with a non-refundable \$25 fee. Applicants must attach to the application a certificate of insurance with market liability coverage in the amount of \$1,000,000. This insurance, when purchased through The Farmers Market Federation of New York, generally costs \$560 for the year.

This application will then be processed in 21-30 days and will result in a Facilities Permit. Once an applicant has acquired the Facilities Permit, the next step is to contact the Revenue Division at the Parks Department in order to apply for a Temporary Use Authorization permit (TUA). The waiting period for a TUA is a minimum of 14 days. According to the Parks Department website, a

“fee for the TUA will be assessed based upon the nature and size of the event.” There is no further detail given about the factors used to determine the fee. A call to the TUA office revealed that the fee is \$15 per day.¹⁴

Adding another constraint to the planning process is the fact that once issued, a TUA only allows the market to operate for 29 non-consecutive days. That means that if an operator wanted to open a market twice a week, their market season would last three and a half months – about half the time markets operating in CDBG areas are allowed to stay open (see next section). In order to have a longer season, the operator would need to apply for a new TUA.

If an operator wanted to run a market under one TUA, the cost would be \$460 for a three and a half month season. *At the other end of the spectrum,*

“Last year we worked with a local church to sell dinners from their location and the proceeds went to try and get us our insurance. This year we don’t have money for our insurance and we’re going to have to do something to raise that money. We’re going to have to do something to build that money up. We don’t just take donations.”

-Sonya Simmons, Grassroots Farmers Market, Hamilton Heights Manhattan

it would cost \$1,660 to run a year-round market twice a week- – more than 22 times what a Green Cart operator pays for a two-year permit. Operators have to pay for the permits up front, in addition to the \$560 for market insurance which had to be obtained prior

to applying for the Facilities Permit.

One market operator in Northern Manhattan discussed the challenges of securing enough capital. Each year the market runs a deficit and is forced to organize fundraisers to meet basic operating costs.

RECAP: Markets in Higher Income Areas

- ✓ Permits Required: Facilities and TUA
- ✓ Proof of Insurance
- ✓ Lead Time Necessary: At least two months
- ✓ Maximum Potential Cost: \$1,660

¹⁴ Telephone conversation with Revenue Division, Department of Parks and Recreation, March 8 and 23, 2011

2. Farmers Markets in Low-Income Areas

In a laudable effort, the Parks Department has introduced a slightly streamlined process for markets wishing to operate in underserved communities, which are defined by the agency as neighborhoods eligible for CDBG. Rather than two permits, markets located in low-income, CDBG areas only need a Farmers Market Permit from the Borough Permit Office, for which they still have to pay a \$25 application fee, as well as a \$15 a day permitting fee. No TUA is required.

New restrictions accompany the newly developed Farmers Market Permit. Before applying to the City for a permit in a CDBG area, the market operator must become a participant in the New York State Farmers Market Nutrition Program (FMNP), a free program which is managed by the New York State Department of Agriculture and Markets. The market can have no fewer than three and no more than eight farmers. It can only operate between May 15th and November 15th for no more than two days a week, bringing the total possible market days to 54 per year. That is nearly double the 29 days allowed under the TUA. The price tag charged by the Parks Department is still \$15 a day, the same exact rate used for markets in higher income areas. If a market in a CDBG area does not want to comply with these restrictions, they must use the process described in the previous section.

This works out to \$835 for a market with a six month season operating two days a week. Just as with the TUA, the entire sum must be paid upfront with proof of market insurance. *This is more than eight times what the Green Carts program charges vendors to operate in the same neighborhoods for a two-year period.*

For a market that would like to operate for the full six-month season, this means coming up with over a thousand dollars before selling its first head of lettuce. Community-based markets have minimal resources. Generally, their main source of revenue for operating costs comes from participation fees levied on farmers. If a market wanted to pass the cost to their farmers, under the limits set by the new Farmers Market Permit, this can mean a fee of between \$104 and \$278 per farmer.

“The market itself does not have enough money. This year we are going to charge more fees to the farmers because otherwise we wouldn’t be able to stay afloat.”

“For certain neighborhoods that have taken on the burden of providing fresh food for their community, the City could forgo some fees since organizations are doing this service for the community. We’re not making money . . . We are just doing it for the community.”

– Market Operator, Harlem

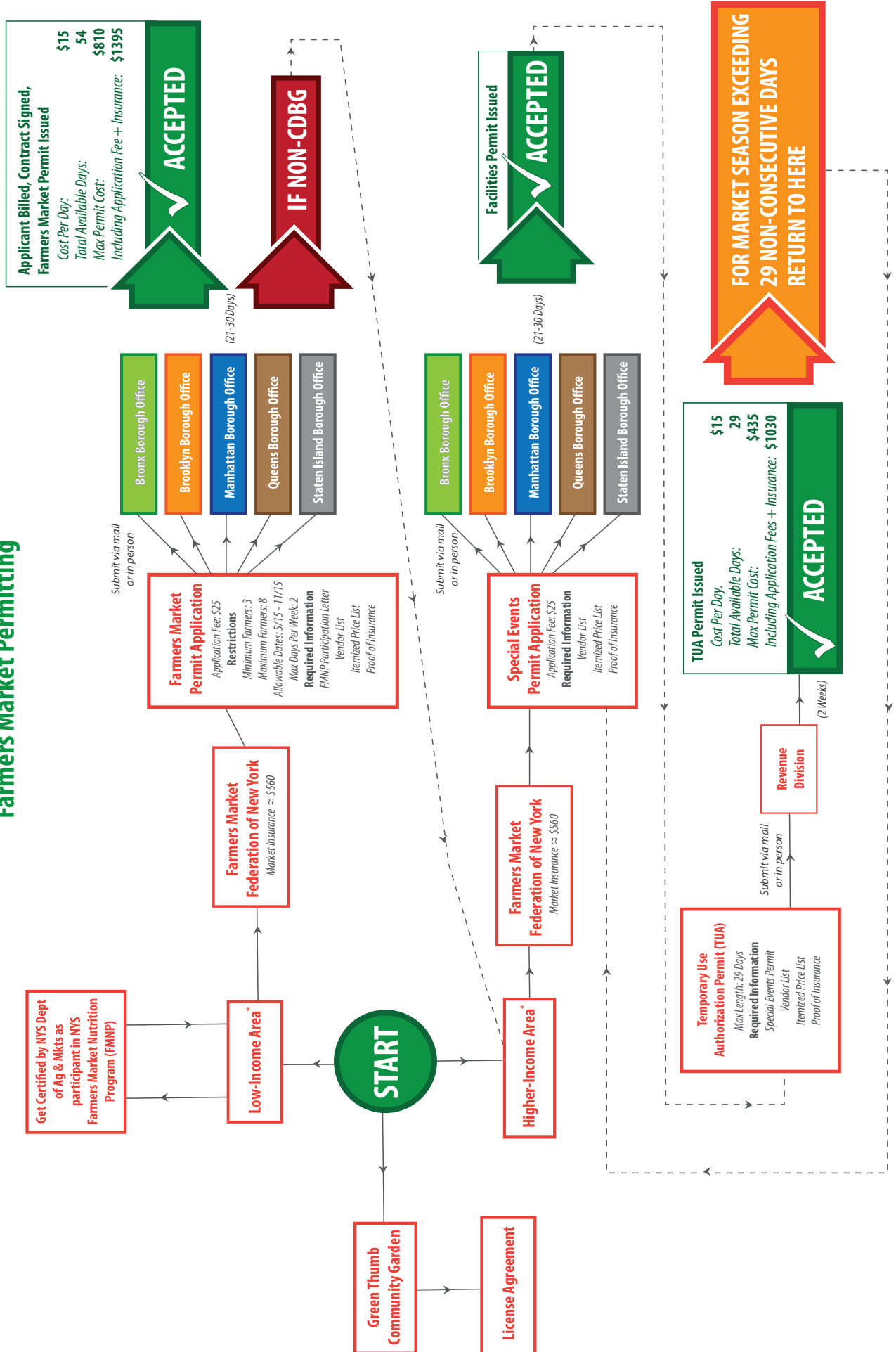
The omission of one step from the permitting process is commendable. However, these changes do not go far enough. The upfront costs associated with the new permit are still high and are a disincentive to operators of limited resources. Further, the fee does not reflect that the activity being permitted creates benefits for the entire community.

Several operators reported that the Parks Department frequently did not process permits within the required timeframes and were unfamiliar with the new permitting process. Rather, the deadline would pass and operators would be forced to repeatedly call the appropriate Borough Office. Some described having their permit faxed at the last minute. The delay in the issuance of the permit created problems with their promotional plans. They did not want to begin advertising until they had their permits, but delays by the Parks Department often left little or no time for campaigns or community outreach.

RECAP: Markets in lower Income Areas

- ✓ Permits Required: Farmers Market Permit
- ✓ Proof of Insurance
- ✓ Proof of Participation in FMNP
- ✓ Lead Time Necessary: At least one month
- ✓ Maximum Potential Cost: \$835

New York City Department of Parks and Recreation Farmers Market Permitting



* As defined by the federal Community Development Block Grant Program

3. *Farmers Markets in GreenThumb Community Gardens*

For gardeners wishing to operate a farmers market out of one of the 600 community gardens operated by the GreenThumb division of the Parks Department, the process is much simpler. GreenThumb, unlike other divisions at the Parks Department, allows community gardens to sell agricultural produce as long as proceeds are used to directly support the operation of the garden. This information is included in each garden's license agreement, but unfortunately does not appear on the GreenThumb website.

ii. Mayor's Street Activity Permit Office (SAPO)

If an operator wants to open a community-based farmers market on a sidewalk that is not on park land, this requires a permit from the Street Activity Permit Office (SAPO), housed within the Mayor's Office of Citywide Event Coordination and Management. Before applying for a SAPO permit, the market operator will need to get sign-off from the relevant Community Board.

Unlike with the Parks Department, there is no cap on the number of days the market can operate. *However, operators must submit their application by December 31st of the preceding year.* Most community-based markets have shoestring budgets and minimal staff. Requiring them to have all their farmers secured and a large portion of capital raised in the middle of winter – months before the market season typically begins in New York – is an undue burden. Further, despite this early deadline, SAPO has no internal standards for how quickly applications must be processed.

SAPO has created an online application process which they encourage the public to use by making hard-copy applications available only at their downtown office. There is a \$15.50 application fee. Again, operators looking for clear, easily accessible information about permitting fees will be disappointed. Though staff was friendly

and helpful once reached, it took several calls to SAPO to determine that a farmers market permit costs \$15 a day. An operator wishing to operate a twice weekly year-round market would be required to pay \$1,575 in permitting fees.

RECAP: Sidewalk Not on Park Land

- ✓ Permits Required: SAPO Permit
- ✓ Lead Time Necessary: December 31st of preceding year
- ✓ Maximum Potential Cost: \$1,575

B. Parking

Another challenge created by the City relates to securing parking for vendors. In order for most markets to operate effectively, they need reserved parking for their farmers. Farmers incur many costs on their drive into the City for market day, from gas to on-farm labor in their absence, to child care. The additional cost of parking tickets can be the factor that turns a worthwhile venture into a waste of time and resources, many operators reported. Therefore, access to free parking is critical to the success of a market.

i. Reserving Parking Spaces: Department of Transportation

Unfortunately, while the Department of Transportation (DOT) has jurisdiction over street signs and parking policies, there is no clear system for markets to request signage that reserves parking for market vendors on market days. The topic is not mentioned on the DOT website. Calls to each of the six Borough Commissioner Offices (Manhattan has two offices) resulted in different responses. Representatives at each borough office were friendly and diligent in researching answers. Unfortunately, each office gave conflicting information about the process for requesting signs. All offices agreed that the request should be put in writing. However, some stated that it was unnecessary to provide copies of SAPO or Parks Depart-

ment permits, while others said it was required. Yet another office said it was necessary to produce a permit from the Mayor's Community Affairs Unit – a reference to a process that has been obsolete for four years. A common denominator among all the responses was the acknowledgment that there is no official process or policy for requesting signage for farmers markets.¹⁵

One market operator in Northern Manhattan reported requesting parking signage annually over a four year period with no success.¹⁶ The operator submitted the request in writing with copies of the correct permits. The operator also obtained and submitted a letter from her Community Board because they were advised that it was necessary. Another operator with markets in the Bronx reported that it took three years to receive signage from DOT. The operator also was told that they needed approval from her Community Board.¹⁷

Markets operating out of a GreenThumb garden face a Catch-22. DOT will not issue signs for reserved parking without a permit, but GreenThumb does require a permit. Rather, the license agreement authorizes the garden to operate a market. Unfortunately, DOT does not recognize the license as a valid permit and therefore will not issue these markets reserved parking signage.¹⁸

Further complicating the process is the fact that there is no protocol in place around placards

for the farmers' vehicles. Representatives at the DOT Borough Commissioner offices believed that SAPO was responsible for issuing such parking placards. Conversely, representatives at SAPO

were under the impression that it was DOT's responsibility to issue parking placards.¹⁹ As a result, operators are forced to create their own placards. Many operators discussed working with their local police precinct to create temporary reserved parking signs. One operator in the Bronx gives photocopies of its Parks permit to the farmers to place in

the windshields, a custom that is not always effective in preventing parking tickets.

ii. Enforcement: New York Traffic Police

The result of this haphazard system is the frequent ticketing of farm-related vehicles, with fines reaching as high as \$100 for a single ticket. These tickets are issued despite the fact that vehicles are operating in designated areas with City approved permits.

New York Police Department (NYPD) Traffic Division is responsible for enforcing all DOT signage. For the

markets that have procured signage, some respondents reported that NYPD does not adequately or consistently enforce the parking restrictions estab-

"We had to put up a couple thousand dollars in the beginning of the season. For a small operation like us, that was a lot. We have a small budget. It was definitely a burden in the beginning. One of our markets is on a corner on two streets, so we had to pay for two permits. We had to pay for two for each day because it's technically on two streets even though it's the same size as other markets. So it's \$30 day and it adds up. Especially when you have to fork it over in the beginning."

-Travis Tench, Market Manager, Bushwick Farmers' Market

"Parking's been a headache, too. Because we didn't have the market permit enough in advance, DOT wasn't able to give us signs. The precinct said they would enforce it and reserve the parking for the farmers. But problems came up when people would park there anyway [despite signs from NYPD] and we would call the precinct. They would come out and say that they couldn't issue tickets because the sign isn't from DOT even though the precinct gave us a permit. It was a permit that they couldn't enforce."

- Market Operator, Brooklyn

15 Telephone conversations on March 22 and 23, 2011

16 Telephone interview, March 10, 2011

17 Questionnaire response completed on March 1, 2011

18 Telephone interview, December 9, 2010

19 Telephone conversations with DOT Borough Commissioner Offices, March 22, 2011 and telephone conversation with SAPO, March 23, 2011

lished by the DOT signs.

For example, one operator, with multiple markets across Brooklyn, the Bronx, Manhattan and Queens, has found that at certain market locations, NYPD will give farmers tickets for parking in spots reserved for the market.²⁰ The operator takes the time to contest each ticket. In the instances where the ticket is upheld, the operator absorbs the cost so as to maintain positive relationships with her farmers and minimize the risk that the farmer will stop participating in the market. Other operators complained that NYPD failed to ticket or tow unauthorized vehicles that parked in the spots reserved for the farmers.

C. Other Operational Challenges

i. Access to Commercial Kitchen Space

The market operators that responded to the survey and were interviewed talked about other challenges that they faced. Many shared the aspirations of their community members to sell

added value products such as homemade jams and fresh baked breads. They viewed this as an opportunity for community members to earn extra income by drawing on their culture's culinary traditions. However, without access to commercial kitchen space, these plans were stymied; the

"I am a sole person trying to start this market. I borrowed \$20,000 to do it . . . and . . . still have not started paying myself. I have 26 small New York City food startup businesses as vendors (in addition to farmers). I have created a lot of economic activity. I had wanted more low-income people doing startups, but they could not afford the commercial kitchen fees . . . If there was a commercial kitchen nearby, we could really go to town."

- **Market Operator**, Brooklyn

”

New York State Department of Agriculture and Markets requires the majority of value-added products to be prepared in commercial kitchens if sold at markets.²¹

ii. Access to Land for Urban Farming

Some market operators who responded to the survey discussed the difficulty they faced in recruiting farmers to their markets. Perceptions about the safety of the neighborhood and the spending power of the residents kept many farmers away. Operators wanted to reduce their dependency on rural farmers by drawing on the gardening and farming skills of their communities. Unfortunately, lack of access to land for urban farming made it difficult to transform these visions into realities.

²⁰ Telephone interview, February 23, 2011

²¹ For more information on home processor licensing visit: <http://www.agmkt.state.ny.us/fs/consumer/processor.html>

III. BEST PRACTICE: SEATTLE

In 2008, farmers markets in Seattle began to feel pressure from real estate development. Markets had been operating on vacant private property and were rapidly losing their sites to new developments. Market sponsors asked local government for help securing stable locations on public property. Seattle's city government agreed because they recognized the public benefits the markets conferred. Local officials viewed the "public benefits brought by these simple, popular markets (to) include improved access to high quality fresh fruits and vegetables, a regular gathering place for people to interact in their neighborhood business districts, increased commerce for adjacent businesses due to greater foot traffic on market days, and preservation of local farm land from redevelopment."²²

However, the expense of city permits was a hurdle many markets could not overcome. Seattle assembled a team of representatives from the Department of Transportation, Parks Department, Fire Department and Office of Economic Development (OED) to create a program that would promote the use of public sites for farmers markets. The team created a set of reduced permitting fees and housed the oversight and coordination of the farmers market program in the OED.

The Seattle Parks Department reduced its annual permit to \$1,475,²³ down from a high in some in-

stances of \$8,000.²⁴ Though still high, the fee is more affordable than a year-round permit from the NYC Department of Parks and Recreation. For markets operating on city streets, Seattle's Department of Transportation changed from a monthly to an annual permitting process with a price tag of only \$251. To operate a year-round market on a New York City street, an operator would have to pay \$1,620 – more than seven times higher than in Seattle. Finally, the Seattle Fire Department decided to completely waive its public assembly fee in order to support farmers markets.²⁵

In addition to lower fees, Seattle offers market operators a simplified process and a single point of contact for their interactions with local government. Twice annually, the OED hosts a meeting for operators. At the first meeting, OED provides the operators with the most up-to-date versions of the necessary forms and answers any questions. At the second meeting, the OED collects forms, payments, and again takes questions.²⁶

²² "OED Farmers Market Program: Policies to Stabilize and Strengthen Neighborhood Farmers Markets"

²³ There is an additional fee if an electrical or water hook-up is required. These are services New York City does not offer to farmers markets.

²⁴ www.seattlepi.com/local/361290_nickels01.html

²⁵ "OED Farmers Market Program: Policies to Stabilize and Strengthen Neighborhood Farmers Markets"

²⁶ Telephone interview with Karen Selander, Business Services Team, Office of Economic Development, Seattle, March 21, 2011

IV. RECOMMENDATIONS

1. Eliminate Daily Permit Fee for Markets in Community Development Block Grant Areas:

Markets in underserved areas provide a valuable and much needed service to city residents. Providing fresh produce to underserved neighborhoods represents a clear community benefit that directly combats obesity and health-related illness. Therefore, markets operating in low-income areas, as delineated by the CDBG program, should not be charged a permitting fee. The fee provides only a nominal revenue stream to the City while creating a major burden for community-based farmers markets. Alternatively, the City should consider aligning permitting fees for farmers market with the \$75 two-year permitting fee levied on Green Cart vendors.

2. Simplify and Clarify the Process: The current operation and permitting process is decentralized, cumbersome and confusing. The onus should not be on a prospective market operator to gather all the necessary information about permitting and operations from multiple city agencies.

- *Assign Oversight of Farmers Markets to a Single City Entity:* The City should designate a centralized entity to oversee the permitting and regulation of farmers markets. This entity should act as a clearinghouse for all relevant information. One logical designation would be to assign this responsibility to the Mayor's Food Policy Coordinator, housed in the Office of the Deputy Mayor for Health and Human Services. As in Seattle with the Office of Economic Development, the Food Policy Coordinator could collect all the relevant applications and guide market operators through the application process. In the long term, the City should create a Department of Food and Markets to coordinate and lead systemic reform of the City's food and agricultural policies and programs.

- *Create a Uniform Application Process:* The Department of Parks and Recreation and Street Activity Permit Office should work together to create one, uniform application as both agencies collect similar information from applicants. Further, the protocols for applying should be streamlined. It does not make sense to have three different standards for the times of year when a market can open, how frequently a market can operate, and the length of time it takes to approve the permit. These processes should be standardized across all agencies and the five boroughs.

- *Create a Guide to Operating a Farmers Market:* The lack of upfront, clear information about permitting and operating procedures creates needless financial and planning burdens. Permitting fee structures should always be transparent and accessible. As such, all agencies with a role in permitting and overseeing farmers markets should participate in the creation of an easy-to-understand guide to opening and operating a farmers market. This guide should be made available online and in print. Additionally, all agencies with a role should post relevant information on their websites.

3. Create Standard Procedures for Farmers Market Parking:

- *The Department of Transportation Must Create a Clear Policy for Requesting Signage:* The lack of a clear policy for requesting signage and responding to requests is causing confusion and delays. To increase efficiency, DOT should create an official policy for requesting signage. A contact person should be designated for farmers market requests.
- *Appropriate Agencies Must Develop Farmers Market Parking Placards:* Market operators need authorized parking placards to distrib-

ute to farmers and clear instructions about where the placard should be displayed. As such, one agency must take responsibility for designing and distributing such placards.

- *NYPD Traffic Officers Must Be Trained Regarding Enforcement for Farmers Market Parking:* NYPD Traffic Officers need clear training on parking policies for farmers market in order to prevent the incorrect issuance of tickets to farmers authorized to park at the markets. Vehicles not authorized by the farmers market should be ticketed and towed if they park in spaces reserved for markets.

4. Create an Information and Outreach Campaign about Using Federal and State Nutrition Supports at Farmers Markets: Millions of dollars in federal aid is lost annually because of low participation rates in FMNP and SNAP. For example, in 2010, only 57 percent of all FMNP WIC and Seniors checks and WIC vouchers were redeemed statewide.²⁷ That represents a loss to the New York economy of over \$2.8 million designed to be spent by low-income residents at farmers markets.

New York City should design a comprehensive information campaign about state and federal programs that supports shopping at local farmers markets. This information campaign should be integrated into the current process used by social service agencies, such as the Human Resource Administration, to enroll residents in SNAP, Temporary Assistance to Needy Families and other government support programs. Further, teams should be sent to do outreach at Department of Homeless Service shelters, New York City Housing Authority properties and City-managed senior centers.

5. Increase Access to Urban Land for Farming: Community-based farmers markets face particular challenges in recruiting rural farmers to their communities. New York City should help them achieve self-sufficiency by supporting urban agriculture. The Office of the Manhattan Borough President continues to support the recommenda-

tions outlined in its 2010 report, “FoodNYC: A Blueprint for Sustainable New York,” for establishing urban food production as a priority in New York City.

- *Assess Land Availability and Suitability for Urban Agriculture:* The New York City Council should pass legislation mandating that City agencies conduct an annual assessment of City-owned property and nominate suitable sites for urban agriculture. This effort is similar to the “Diggable City” project in Portland, Oregon, that integrated urban agriculture into planning and policymaking. Based on a preliminary analysis of data provided by the Department of Housing Preservation and Development in 2008, there are 454 total vacant lots above 110th Street in Manhattan. Of those, over 100 are owned by the City and many have no development plans.
- *Create a Citywide Urban Agriculture Program:* The Mayor should establish a citywide Urban Agriculture Program to support the creation of food growing spaces. The program should be similar to Capital Growth, London’s campaign to plant 2,012 growing spaces by the 2012 Olympics by connecting people to land, providing funding, and offering practical guidance on how to grow food.
- *Ensure the Permanence of Community Gardens:* The City should preserve community gardens as parks, as proposed in a resolution introduced in the City Council to help establish the permanence of existing gardens in perpetuity. Cleveland, Boston and Seattle have all established similar initiatives.

6. Increase Access to Commercial Kitchen Space: Many markets would like the opportunity to sell added-value products at their markets, but are unable to expand their business models because they lack access to commercial kitchens.

²⁷ Data from NYS Department of Agriculture and Markets on FMNP

- *Explore Using City-Owned Kitchens:* The Department of Education and the Department for the Aging, as well as other appropriate City agencies, should undertake an inventory of full service kitchens in schools and senior centers and assess the feasibility of allowing community members to use the kitchens during non-operational hours.
- *Create an Online Portal of Available Kitchen Space:* The Food Policy Coordinator, or other appropriate New York City governmental entity, should provide technical support to markets looking for commercial kitchen space. By performing outreach to organizations, such as religious institutions or nonprofits,

which would be willing to rent or open their kitchens during off-hours, the City can help markets to maximize available resources. The information gathered should be made available through an online portal that lists available sites and the types of equipment that are available. The Northeast Center for Food Entrepreneurship at the New York State Food Venture Center at Cornell University provides this service in a limited capacity and can be used as a model.²⁸

²⁸ The Center does not do outreach or research on possible locations, rather they post availability when contacted. Telephone Interview, March 23, 2011. <http://www.nysaes.cornell.edu/necfe/CoPackerKitchen/ny.html>

V. QUESTIONNAIRE METHODOLOGY

The Manhattan Borough President's Office questionnaire was developed and distributed to all community-based farmers markets in the five boroughs by email. Questionnaire respondents were provided with an open-ended response format in an effort to facilitate the richest possible qualitative responses.

The questionnaire was made available from 1/24/2011 to 3/31/2011 with 18 out of 28 (64 percent) community operated farmers markets participating. Those operators represent 43 individual markets – or 72 percent of all community-based farmers markets citywide. A copy of all survey questions is reprinted in Appendix B.

When information detailing official New York City policies related to community-based farmers markets was not available on agency websites, calls were placed by the Borough President's Office researchers to relevant agency staff in order to obtain details on City policies. Certain market operators were also called for follow-up conversations. Calls were placed on December 9, 2010, February 23, 2011, March 3, 2011, March 10, 2011, March 21, 2011, March 22, 2011, March 23, 2011, and March 31, 2011.

VI. CONCLUSION

Community-based farmers markets are New York City at its best. These markets represent the tenacity of residents who are committed to improving the health of their communities despite limited resources and multiple challenges. Unfortunately, through an inefficient maze of expensive red-tape, the City is making it even harder for community-based farmers markets to help their communities. This can and should change. By making simple, good-government changes that improve efficiency and accessibility and by bringing fees in-line with policy priorities, the City can increase access to fresh fruits and vegetables, combat diet-related illness, and improve relationships with underserved communities.

APPENDIX A: COMMUNITY-BASED FARMERS MARKETS IN NEW YORK CITY

Market Name	Market Location	Borough
Bissel Gardens Farmers Market	Baychester Ave. & E. 241 St.	Bronx
Bronx Terminal Farmers Market (wholesale to public)	New Fulton Fish Market at Hunts Point, 800 Food Center Drive	Bronx
Harvest Home Co-op City Farmers Market	Pkg. lot # 3, West side of Co-op City Blvd. North of Bellamy Loop	Bronx
Harvest Home Echo Park Farmers Market	Ryer St. and Burnside Ave.	Bronx
Harvest Home Forest Ave. Farmers Market	Forest Ave. between Westchester Ave. & E. 156th St.	Bronx
Harvest Home Jacobi Hospital Farmers Market	1400 Pelham Pkwy. at Eastchester Rd.	Bronx
Harvest Home Jerome Ave. Farmers Market	Plaza Drive between 170th St. & Elliot Place	Bronx
Harvest Home Mt. Eden Farmers Market	Mt. Eden & Morris Avenues near Bronx-Lebanon Hospital	Bronx
Harvest Home North Central Bronx Farmers Market	Mosholu Parkway North & Jerome Ave.	Bronx
Harvest Home Sunday Farmers Market	Grand Concourse & E. 165th St. at Bronx Museum of the Arts	Bronx
Harvest Home West Farms Farmers Market	Drew Gardens E. Tremont Ave. between Boston Rd. & E. 177th St.	Bronx
Hunts Point Farmers Market	E. 163rd St. and Hoe Ave.	Bronx
La Familia Verde Farmers Market	Tremont Park, E. Tremont & Lafontaine Aves.	Bronx
Mott Haven Farmers Market	Padre Plaza Garden, E. 139th St. & 283 Saint Ann's Ave.	Bronx
Northeast Bronx Farmers Market	Haffen Park, Hammersley & Wickham Avenues	Bronx
South Bronx Community Farmers Market	450 St. Ann's Ave. at E. 146th Street	Bronx
Taqwa Community Farmers Market	90 W. 164th St. at Ogden Ave. (in garden)	Bronx
Brownsville Community Farmers Market	BMS Family Health Center Lot, 592 Rockaway Ave.	Brooklyn
Bushwick/Broadway Farmers Market	Linden St. between Broadway and Bushwick Ave.	Brooklyn
Bushwick/Maria Hernandez Park Farmers Market	Knickerbocker & Willoughby Avenues	Brooklyn
Bushwick/Myrtle-Wyckoff Farmers Market	Myrtle & Wyckoff Aves. at Myrtle-Wyckoff MTA station	Brooklyn
Coney Island Farmers Market	KeySpan Park, Surf Ave. & W. 16th St.	Brooklyn
DUMBO Farmers Market	The Triangle between Pearl St. & Anchorage Place	Brooklyn
East N.Y. Farms Farmers Market I	New Lots and Schenck Avenues	Brooklyn
East New York Farms Farmers Market II	New Lots Ave. between Alabama & Georgia Avenues	Brooklyn
Flatbush-Caton Merchants Mart Farmers Market	794-814 Flatbush Ave. at Caton Ave. (in courtyard)	Brooklyn
Foodshed Market at the Commons	388 Atlantic Ave. between Hoyt and Bond Sts.	Brooklyn
Graham Avenue Farmers Market	Cook St. between Graham Ave. and P.S. 257 playground	Brooklyn
H.S. for Public Service Farmers Market	600 Kingston Ave. between Rutland & Winthrop Rds.	Brooklyn
Harvest Home Coney Island Farmers Market	Ocean Parkway between Ave. Z & Shore Parkway	Brooklyn
Harvest Home Lutheran Hospital Farmers Market	55th St. off Second Ave. inside gate	Brooklyn
Hattie Carthan Community Garden Farmers Market	Marcy Ave. between Lafayette Ave. & Clifton Pl., at Tomkins Park	Brooklyn
Malcolm X Blvd. Community Farmers Market	Malcolm X Blvd. between Chauncey & Marion Streets	Brooklyn
Park Slope Indoor Farmers Market	Old American Can Factory, 232 Third St. at Third Ave.	Brooklyn
Park Slope-Fifth Ave. Farmers Market	Fifth Ave. between 3rd & 4th Streets at Washington Park	Brooklyn
Red Hook Farmers Market	Red Hook Farm, Columbia & Sigourney Streets	Brooklyn
Urban Oasis Farmers Market	Market Pavilion, Clarkson & Troy Avenues	Brooklyn
Weeksville Heritage Center Farmers Market	1698 Bergen St. btw. Buffalo & Rochester Avenues	Brooklyn
Fulton Stall Market at South Street Seaport	South St. between Fulton & Beekman Streets	Manhattan
Grass Roots Farmers Market	Jackie Robinson Park, W. 145th St. & Edgecombe Ave.	Manhattan
Harlem Harvest Madison Ave. Farmers Market	East side of Madison Ave. & E. 112th St.	Manhattan
Harlem Harvest State Office Bldg. Farmers Market	W. 125th St. & Adam Clayton Powell Blvd.	Manhattan
Harvest Home Bellevue Farmers Market	E. 27th St. between 1st Ave. & Carmel Place	Manhattan
Harvest Home Go Green E. 106th St. Farmers Market	Franklin Plaza E. 106th St. & Third Ave.	Manhattan
Harvest Home Metropolitan Hospital Farmers Market	East side of Second Ave. between E 99th & E 110th Sts.	Manhattan
Harvest Home Mt. Morris Park Farmers Market	Marcus Garvey Park, E. 124th St. & Fifth Ave.	Manhattan
Harvest Home Union Settlement Farmers Market	E. 104th St. & Third Ave.	Manhattan
Harvest Home Youth Stand at Children's Store Front School	E. 129th St between Park & Madison Aves.	Manhattan
La Marqueta (NYC Public Retail Market)	E. 115th St. & Park Ave. under Metro North tracks	Manhattan
Morningside Park Farmers Market	W. 110th St. & Manhattan Ave.	Manhattan
South Village Farmers Market	Sixth Ave. at Carmine St.	Manhattan
Corona/New York Hall of Science Farmers Market	Hall of Science Plaza, 111th St. & 48th Ave., Corona	Queens
Culinary Kids Garden Farmers Market II	1908 Brookhaven Avenue	Queens
Flushing/Queens Botanical Garden Farmers Market	College Pt. Ave. and Blossom Ave.	Queens
Harvest Home Farmers Blvd. Farmers Market	109-53 Farmer's Blvd. between 109th & 110th Rds.	Queens
Jamaica Farmers Market	90-40 160th St. off Jamaica Ave.	Queens
Joseph Addabbo Family Health Center Farmers Market	6200 Beach Channel Drive, rear parking lot, Arverne	Queens
Queens Hospital Center Farmers Market	82-68 164th St. in front of Ambulatory Care Pavilion	Queens

Source: New York State Department of Agriculture and Markets

APPENDIX B: COMMUNITY-BASED FARMERS MARKET SURVEY

I. Background

1. Please provide information on your market:
 - a) What is your market season typically?
 - b) How many people do you employ at your market(s)?
 - c) How many people volunteer at your market(s)?
 - d) How many rural farms sell at your market(s)?
 - e) How many urban farms sell at your market(s)?
 - f) What were the annual sales at your market(s) for the 2010 season?
 - g) What were the annual profits for your market(s) for the 2010 season?

II. Permits

1. In order to operate your market, from which State/City agencies do you need permits? Please write the name of the permit and the cost (including how often you pay - seasonally, daily, weekly) in the box next to each agency that applies.

Community Board
MTA
NYS Dept. of Health
NYC Dept. of Health and Mental Hygiene
NYC Dept. of Parks and Recreation
NY Police Dept.
Street Activities Permit Office (SAPO)

2. What is the total amount you spend each season on permits?
3. For each permit, explain the challenges (if any) that you face in obtaining it (please makes sure to identify which permit you are discussing).

Community Board
MTA
NYS Dept. of Health
NYC Dept. of Health and Mental Hygiene
NYC Dept. of Parks and Recreation
NY Police Dept.
Street Activities Permit Office (SAPO)

4. How, if at all, would you improve the permit process?

III. Parking

1. Do you work with Department of Transportation to reserve parking spaces for your market?
2. If yes, please explain the process and include whether or not you have permanent or seasonal signage.
3. How much does reserving parking cost you?
4. Enforcement

Do unauthorized drivers park in spots reserved for the market?

- Yes No

If drivers park in reserved spots, does NYPD issue tickets?

- Yes No

Do farmers ever receive tickets from NYPD even if they have the correct parking permits?

- Yes No

Additional Comments

IV. Public Safety

1. Is public safety an issue that affects your market? Please explain.
2. If you have ever requested assistance in improving public safety at your market from NYPD or other local officials, please explain the process and outcome.
3. Please share any successes in or ideas for improving public safety.

V. Operations

1. Does your market experience difficulty recruiting and/or retaining rural farmers? Explain.
2. Would you be interested in having more urban-produced food sold at your market?
3. If yes, select all of the following that would help increase the amount of urban-produced food at your market.
 - More urban land to grow food
 - Access to commercial kitchen space
 - Access to refrigeration and storage
 - Other/Additional
4. What does your market do with left-over produce at the end of the market day?
 - Throw it away
 - Donate to food pantry
 - Sell to retail outlet
 - Other

5. Which of the following does your market accept? Please check all that apply.

- EBT/Food Stamps/Supplemental Nutrition Assistance Program (SNAP)
- Health Bucks
- Farmers Market Nutrition Program (FMNP) WIC & Seniors
- Monthly WIC Fruit and Vegetable Vouchers

6. Please describe any challenges you face participating in any of the above programs.

7. If the City offered tax incentives to expand or support farmers markets, would take advantage of the financing? Explain.

8. Please share any additional comments or ideas for how the City could support community operated farmers markets.



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