

To: COUNCIL

Meeting Date: 10/19/2021

Subject: Community Level Business Planning Report Cambridge Farmers' Market

Submitted By: Lesley Head, Director of Recreation and Culture

Prepared By: Alix Aitken, Manager of Recreation Older Adult Services and Farmers' Markets

Report No.: 21-154(CD)

File No.: C1101

Recommendations

THAT Report 21-154(CD) be received;

AND THAT the attached Community Level Business Planning Report Cambridge Farmers' Market be received;

AND FURTHER THAT staff be directed to incorporate the Community Level Business Plan where appropriate into future business planning for market operations and Galt core area growth initiatives along with future operating and capital budget considerations.

Executive Summary

Purpose

- The purpose of this report is to provide staff comment and recommendations on the Cambridge Farmers' Market (CFM) Community Level Business Planning Report.

Key Findings

- With growth expected in the Galt core over the next few years the CFM Community Level Business Planning Report is an exploration into options for Council's consideration for future projects and alignment with corporate space allocation planning.

- Connecting the CFM to everyday patterns of activity for both citizens and businesses would provide opportunity for the Galt core by supporting both our future revitalization and placemaking initiatives.
- Options for future consideration as outlined in this plan will position the City to have sustained and increasingly intensive use of Market Square and the market building itself. Recognition and support for the Market as a centre of food-related ideas and activity hub and the broadening of the CFM as a long-standing community tradition with forward looking stewardship.

Financial Implications

Items from the plan will be prioritized and proposed through future capital and operating budget plans.

Background

The CFM Advisory Committee wants to have a plan for future considerations. In order for the Market to continue to thrive in the Galt core it needs to continue to respond to trends and consumers demands.

The CFM Advisory Committee, staff team and vendors want the market to be known in Cambridge as this City's "Community Food Hub". When residents think "Food" we want them to think Cambridge Farmers' Market.

Over the past number of years, the CFM has completed a CFM Master Plan Review, a Heritage Conservation Master Plan, a Building Condition Assessment and a Structural Review of the Market Building. Each report has its own focus and together they will help guide us in our decision making. Creating a cohesive plan to care for this Cambridge feature is important.

The Cambridge Farmers' Market received \$500,000 in Capital Dollars in 2019/2020. This investment ensured the CFM was meeting the standards for Food Safety through the Ministry of Health and Long-Term Care. It also addressed structural issues that were identified in the structural review.

The CFM Community Level Business Plan is the next step in the planning process. The plan provides Council, the Market Advisory Committee and staff the strategy to help determine the role the CMF can play in the Galt core and community for years to come.

Analysis

Strategic Alignment

PEOPLE To actively engage, inform and create opportunities for people to participate in community building – making Cambridge a better place to live, work, play and learn for all.

Goal #5 - Parks and Recreation

Objective 5.1 Work with the community to provide the right mix of recreational opportunities that meet the needs of a changing and diverse population.

The CFM identifies most with “People” and has chosen it as its primary priority as people (vendors, shoppers, performers and community groups) are the reason why it has become a Community Hub in Cambridge. But it is important to note that the CFM identifies strongly with the cities other two main priority objectives - Place and Prosperity.

- **PLACE:** To take care of, celebrate and share the great features in Cambridge that we love and mean the most to us.

The CFM dates back to the 1830's with the current market building holding its seat on Dickson Street since 1887. The CFM building's continued use as a market is unique in Ontario. When other markets either remain outdoors only, or the original buildings have been converted for other uses, the CFM has continued to flourish in its original location in its original building for its original intended use and this should be recognized and celebrated.

- **PROSPERITY:** To support and encourage the growth of a highly competitive local economy where there is opportunity for everyone to contribute and succeed.

The CFM is a place of commerce but it goes beyond the transaction between vendor and shopper. Markets are considered small business incubators; the CFM works closely with individual vendors to help them establish themselves in the food system and achieve their personal business objectives.

The Community Level Planning Report addresses how the CFM can play a role in each of the three priorities through the different options within the report for Council's consideration.

Comments

The CFM possesses a wonderful combination of charm, tradition, challenge and possibility. There is no doubt of the positive attachment that market-goers, vendors, community leadership and downtown stakeholders feel for the facility, its traditions, and its market-day atmosphere.

The report outlines who and what the CFM is, it defines its current placement in the community, and it describes what it can and can't be based on a comprehensive understanding of the building envelope. The Community Level Business Plan provides a strategy for future capital investment and future planning. The report gives no time lines on potential projects but rather provides options for Council to consider as the Galt core develops and see's interest or opportunity in increasing the role of CFM for future uses.

An outcome of the report was to explore how best to utilize the space in and around the market for CFM related initiatives with a focus on increasing market operational revenue and being identified as a community food hub in within the community.

Markets are and have been for decades an ideal example of public placemaking. Markets stand out for many reasons; the most notable benefits are how they bring people together. Markets serve as a public gathering place bridging cultural, generational and socioeconomic divides.

Food can be a powerful community builder; many markets in Ontario consider food as a vehicle or asset that can be leveraged. Food has the ability to strengthen our community through shared stories, food literacy, collective cooking/kitchens, community gardens, urban farming, and healthy active living.

The CFM Community Level Business Planning Report is a comprehensive look at how to increase the use of this City owned asset to positively impact our community.

Existing Policy/By-Law

By-law No. 161-09 as amended regulates the operation of the Cambridge Farmers' Market, including requirements for how vendors operate, what vendors may sell, and safety measures.

Financial Impact

- Potential long-term rental and program revenue options have been explored in the report, both would however require an investment in the building to advance. These costs are further explored in Appendix A.
- As part of the Community Level Business Plan staff worked on some financial assumptions to help with the planning process. The greatest opportunity for revenue generation comes with enhanced utilization of the space by the community, vendors and programs/events.
- Items from the plan will be prioritized and proposed through future capital and operating budget plans.

Public Input

The CFM hosted a community engagement session on April 11, 2019 to share the strategy being considered and to elicit feedback. Invitations were sent out to a wide range of people including key stakeholders. During the session the group considered three questions, the answers of which helped inform the strategies and recommendations identified in the report.

Internal/External Consultation

Focus Groups and Interviews:

- Economic Development
- Small Business Centre
- Idea Exchange -Old Post Office Branch
- Blair Road Neighbourhood Association
- Downtown Galt BIA
- Kitchener, Guelph and Brantford Markets
- Cambridge Farmers' Market Advisory Committee

Community Consultation:

- Community Consultation was held on April 11, 2019 at City Hall – Vendors and Community Members invited
- The raw data is available in a chart in the appendix of the CFM Community Level Business Planning Report.
- The Market Advisory Committee has been actively involved in the development of this plan and annual operating plans which support the future of the CFM. At the July 8, 2021 meeting of the Cambridge Farmers' Market Advisory Committee the Community Level Business Planning Report was presented with the following recommendation:

THAT the Cambridge Farmers' Market Advisory Committee support the vision and strategy of the Cambridge Farmers Market Community Level Business Plan and looking forward to hearing from Council on next steps." Carried.

Conclusion

It is staff's recommendation that Council receive and endorse the CFM Community Level Business Plan in principle; that council direct staff to work within the existing Capital and Operating budget framework to explore each of the options in detail; and to present through the budgetary process project request forms for the expansion of services at the CFM as the downtown core grows.

Signature

Division Approval



Reviewed by the CFO

Reviewed by Legal Services

Name: Lesley Head

Title: Director of Recreation & Culture

Departmental Approval



Name: Hardy Bromberg

Title: Deputy City Manager- Community Development

City Manager Approval



Name: David Calder

Title: City Manager

Attachments

- Appendix A - CFM Community Level Business Planning Report



Cambridge Farmers' Market

Community Level Business Planning Report

June 2021

John MacDonald Architect
care communication construction community

The Courtyard @ Bonnie Stuart, Suite 101-141 Whitney Place Kitchener, ON N2G 2X8

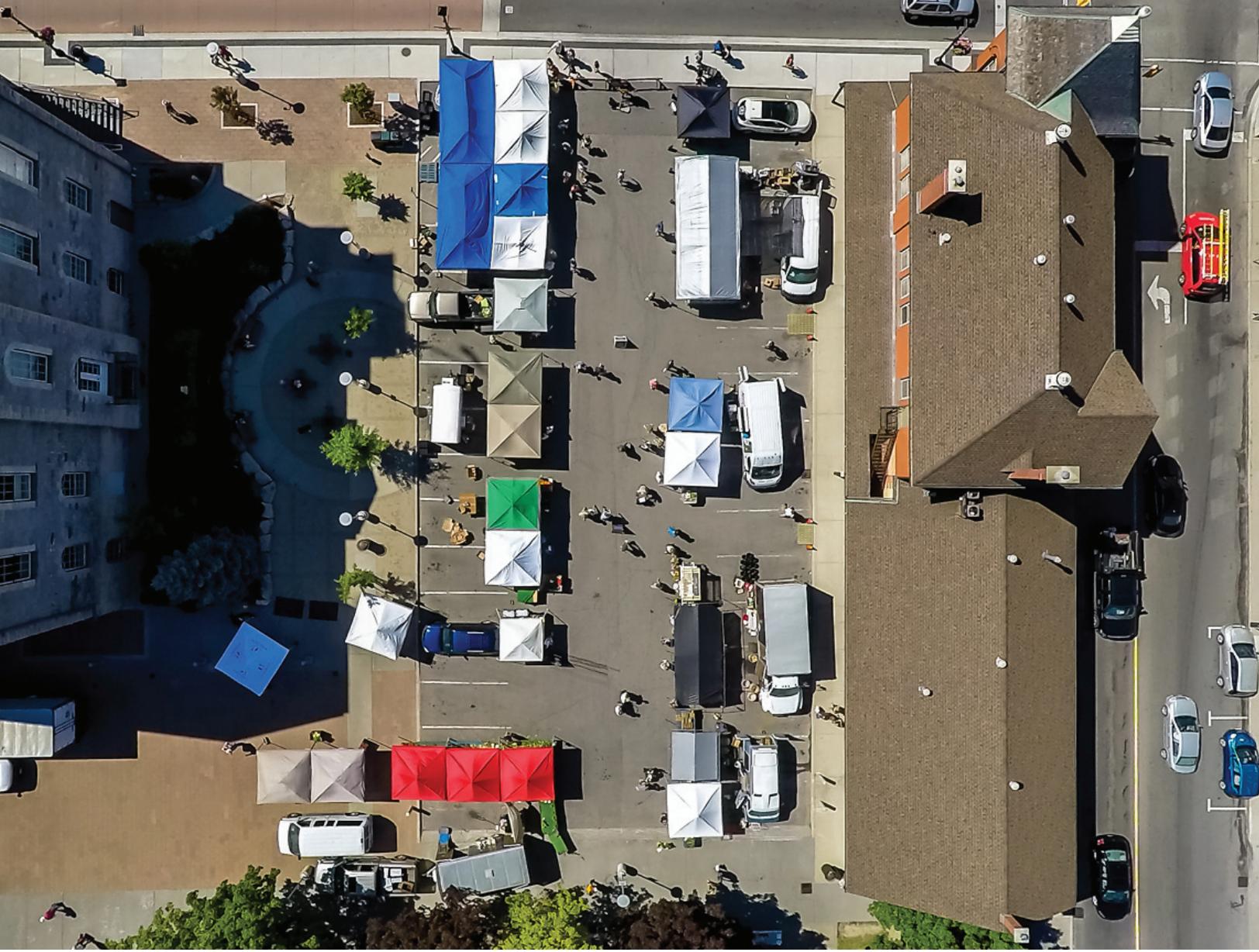


Table of Contents

Executive Summary	Page i.1
Summary of Recommendations	Page i.9
One Introduction The Cambridge Farmers' Market Project Team and Process Background Information	Page 1
Two The Need, and Opportunity Analysis of Present Conditions Food Hub and Entrepreneurship Model	Page 5
Three Interviews and Outreach Summary of Input Community Consultation Workshop	Page 8
Four Strategic Decision Tree	Page 17
Five Financial Projections	Page 21
Six Example Programming Entrepreneur, Farm-to-Table, Public and Patron	Page 24
Seven Conclusion	Page 25
Diagrams	
Food Hub Entrepreneurial Continuum	i.2 / i.11
Proposed Market Level Floor Plan	i.7
Proposed Community Level Floor Plan	
Community Consultation Promotion	follows p. 20
Financial Matrix: Revenue Targets	follows p. 23

Note: All photos courtesy of Cambridge
Farmers' Market, unless noted otherwise







Executive Summary

Executive Summary

John MacDonald Architect (JMA) is pleased to submit its report regarding enhanced use for the Cambridge Farmers' Market (CFM) and its context, and more particularly for the upper level of this important historic and community facility.

We have worked forward from the many years of planning that the Market Advisory Committee and staff have accomplished, including the vision for the Market as a Food Hub within the Downtown Cambridge and larger community. This vision has been extensively set out in the Market's Annual Reports to Council over the past several years, and forms the basis for:

- animation of the Market and its environ as a hub of economic and cultural activity related to food, and as community connector;
- a capital project, now contemplated in 2025, that would have provided the accessibility necessary for any use of the building's Upper Level in accordance with regulatory norms;
- and in turn the leveraging of this upper floor space for meetings, engagement and revenue generation through direct rentals and programming of the spaces (allocated as part of the 2025 capital budget program),
- all in accordance with the Business Planning developed over the past years and further developed in this planning process, as set out in this Report.

This business planning exercise has been undertaken simultaneously with the schematic design for accessibility to the Upper Level, so that possibilities and design can be co-ordinated for best fit. For example, the investigation of the structural capacity and response to building code and human rights regulations has been undertaken by JMA in its work under separate contract for the capital project, although this work clearly informs the potential list of activities and uses which the Upper Level can (literally) support. This is true of approaches to fire protection for the historic asset as well.

Stakeholder Input and Resources

In addition to consultations and surveys undertaken prior to the commencement of this latest planning exercise, a specific stakeholder and communication plan was developed by the Business Plan Project Team (Consultant & Market Leadership) for this. It identified key partners and stakeholders:

- internal to the City's organizational structure (Economic Development, Community Development, CFM Advisory Committee membership);
- leadership within the Downtown Cambridge community (Business Improvement Area , Idea Exchange);
- outreach and consultation with neighbours and neighbourhoods, including the City's liaison with neighbourhoods; and
- a publicly advertised and promoted afternoon and evening set of consultations seeking input from the public, market-goers and users, and market vendors.

These sources of input have provided valuable feedback and support for the strategic initiative developed in this business plan and the CFM's Food Hub Entrepreneurship support model developed in this exercise. In addition, we have interviewed market leadership in other communities (Brantford, Kitchener, Guelph) and looked at examples of other market and food entrepreneurship support models that are contemplated or underway in other communities.

We canvassed and reviewed publicly available literature, studies and business plans for other community markets, both in Ontario and other provinces, to assist in the further development of the vision and strategy that is set out in this Report, and to provide a broad cross-section of background and ideas within the sector.

The consulting team appreciates the contribution of background, ideas, and discussion from all sources. Thank you to everyone for your input.



Executive Summary (cont'd.)

The Vision

Input has been clear from the Market leadership and Advisory Committee that the Market Building and Square should support and further the established objective for the CFM: *to be recognized as a Food Hub within and beyond the Cambridge community, and as a leader in this community and cultural sector.* This report has developed a strategy for achieving this objective in the mid-term, and several specific recommendations to City and Market to further the goals of the City of Cambridge Strategic Community Plan (Cambridge Connected) and Business Plan (People, Place, & Prosperity).

Equally clear is the desire on the part of the Market Advisory Committee, City staff and leadership, and the vendors, to implement a strategy that increases use of, and revenue from: Market Square, the building and especially its Upper Level, through all days of the week. This should be accomplished by leveraging the existing asset in combination with the vibrancy of market-day and CFM's strong identity.

The vision is for community connection and support for citizens through an enriched experience of food and its culture, for grass-roots economic initiative, equity of opportunity, and attention to food security.

This focus includes use of the Upper Level and Market Square as an integral part of the CFM and Civic Precinct, to foster and support local food entrepreneurs, startups, and their growth along a continuum:

- from early idea and interest,
- to experimentation and first steps,
- to startups and emerging small businesses and cultural initiatives, and for some
- as larger enterprises and our major employers of tomorrow,
- *with success at each stage.*

The foundation for the strategy and recommendations of this Report are the tremendous knowledge, creativity, and diversity of cultures in our midst, that forms an amazing grass-roots resource. Combined with the Market identity, assets and tradition, and enhancement of the Market's physical infrastructure, these can be leveraged through the Food Hub Vision, to grow our Community's future.



for a larger version of this figure, see page i.11

Executive Summary (cont'd.)

The Market as Place

The existing Market Building, and indeed the Civic Precinct of which it forms part, are a wonderful combination of charm, tradition, challenge, and possibility. There is no doubt of the positive attachment that Market-goers, vendors, community leadership and downtown stakeholders feel for the facility, its traditions, and its market-day atmosphere.

That said, it is important to note that the building sorely lacks vibrancy at all other times than Market Day. It projects an image of abandonment for much of its interaction with community. Investment in its possibilities for use throughout the week and evenings, modernization, and connection to everyday patterns of activity for citizens and businesses is sorely needed.

Attention and investment will enhance the Civic and Market identity within the Downtown, and more broadly connect our diverse community to its heart. The resulting vibrancy will further engage the Civic Precinct more broadly with citizens and community. Pro-active investment in supportive infrastructure will provide leadership and important evidence of the City's dedication to the Downtown as the heart of a broader whole, and the push for ongoing private investment in the core and community.

There is clear opportunity to bring the facility to life, in its best sense, and to drive connections beyond wall, portico, and square: into community, connected to the everyday lives of its citizens.

An Important Project "Given" and Project/Plan Boundary

The consulting team, through its parallel design contract for capital improvements to the Upper Level of the Market and its accessibility, has identified that the Upper Level of the present building is not suitable for larger occupant load than its existing 50 person authorized capacity. Changes to the structure to accommodate more occupancy or different uses such as large scale assembly or a mercantile market use would not be at all cost-effective. The structural capacity does not support an extension of the market-day operation to the Upper Level for food or craft vending.

The Developed Strategy

The Business Plan builds from its existing foundation of identity, physical asset, and overall Cambridge Farmers' Market Strategic Plan and as support for the City of Cambridge Business Plan. The plan assumes that making the building accessible, stewardship for its architectural heritage, and investment in renewal and upgrade of fire protection for the asset are undertaken through a separate project initiative and planning. We believe these investments are properly the responsibility of ownership, care and control of the civic asset. They should not excessively burden a plan for use of the Market building or Market Square by imposing traditional real estate ROI or asset management costs on an operational plan seeking public goals. A plan for animation and vibrancy of this public asset should be seen as an investment in economic and community infrastructure.

The business plan therefore takes these Landlord responsibilities as an accomplished "given" that sets the stage for efficient use of the Upper Level spaces and better animation of Market Square. Our Study and strategy builds from there. The body of the Report sets out in more detail the decision-tree that arrives at the recommended strategy. The result proposes a focus on the Upper Level as a newly branded "Community Level" of the Cambridge Farmers' Market, integral to it, and provides:

- flexible support for smaller-scale & multiple uses, to leverage the existing three room layout and capacity restrictions, with an emphasis on grass-roots facilitation and support for individual initiative from across the diverse spectrum that is our community;
- exposure for users and passersby to the Cambridge Farmers' Market as a centre of food-related ideas and activities through all days of the week and evening, with increased vibrancy that includes a Market Level café / shop and Market Square Community Oven;

The Existing Market Condition

Saturday Summer Morning - within the Market



Evenings and Weekdays - within the Downtown



The Vision



Images courtesy of

Wolfville Front Street Community Oven
Emily Harbourne, Purdue University
Cambridge Farmers' Market
John MacDonald Architect

Executive Summary (cont'd.)

- a demonstration kitchen, to support innovation and exchange of food ideas and skills; and
- a combination of programs in partnership with the community at large, initiated directly by the CFM, its management and advisory leadership, vendors present and future, downtown business community, to grow diverse connections.

We believe the developed strategy, as outlined in the Report which follows, will provide for:

- sustained and increasingly intensive use of Market Square and the new Community Level;
- recognition and support for the Market as a centre of food-related ideas and activity; and
- most importantly, for a broadening of Cambridge Farmers' Market's long-standing community tradition within the hearts and minds of citizens, with forward-looking stewardship.

The revitalized building and proposed activities will help the Market extend its reach throughout the Downtown, generate additional revenue, support the broadest variety of uses that can be accommodated by the structure, and act as catalyst for economic and community development.

Although designed for Cambridge's context, there is clear precedent in other communities for similar strategies. Of particular note are the stories of CFM vendors who have successfully navigated the early stages of the entrepreneurship continuum. Market staff and leadership are well aware of these successes, and wish to support many more.

Infrastructural Investment and Operational Plan

Briefly, the operational plan builds from infrastructural investment for the reconfiguration of the Community Level to support an occupant load of 50 with appropriate accessibility. Upon completion, the Cambridge Farmers' Market Community Level (as distinct from the Market Level) can then be marketed as a series of spaces for community and entrepreneur use, with preference for activities related to food and culture. Examples include skills demonstrations and development, meetings of groups that pursue food-related initiatives, and camps for both children and adults. With appropriate resources, the Farmers' market management team is well-placed to lead this effort from its existing base of Market operation: with market-day events, courses, day and week-long camps, and symposia for food and food-entrepreneurship.

A sample design and floor plan layout has been considered and approved by the Project Team and CFM Advisory Committee. It has been developed in response to the historic and physical context, the regulatory context, and to inform the strategy for the Upper Level Operating Plan. It is attached following this Executive Summary.

This first step also reconfigures the Portico and southern portion of the Market Level, so that it functions as a combination Market café and full-time showcase for the products of vendors and local start-up entrepreneurs. This model builds from the present Market café and the increased exposure and vibrancy that Community Level uses will bring to the portico / stair / elevator entry area.

We believe that the construction of a community oven at the western edge of McIntyre Square (and central to the overall Market Square) is an initiative that can quickly be leveraged to animate the Square with uses and events year-round, and help change its identity from parking lot to multi-functional Place.

A second step to support the operational model is the further fit-up of the present Galt Room as a demonstration kitchen. Current capital allocation (in the 2025 City budget forecast) supports renovation to the upper level, including for accessibility, but not for the kitchen. Capital funding for this fit-up should be put in place as soon as possible following the base renovation, or indeed (and more economically) as an integral part of it. The kitchen will broaden the potential food-related uses, food-culture exchanges, and skills demonstrations that can be offered directly and through community partnerships developed by the management team and its resources.

Executive Summary (cont'd.)

The Community Level will also form a resource for other civic and staff meetings, but booking preference should be given to uses that support the Food Hub and Community Connection objectives.

Present use of the floor for Market-related storage will be replaced with more active and appropriate use. As such, the planning must include for development of dedicated storage space for the CFM, nearby but not within the building. Space at 17 Cambridge Street is suggested as one possibility for dedicated Market seasonal storage.

Finally, success will mean putting in place a driving force for connections, promotion, program design and engagement, to actively leverage the capital investment and achieve targets. The plan recommends the creation of a part-time position, integral to the CFM team, to provide the dedicated and focused outreach necessary for success. Funding for this position is included in the financial projections that relate to increased revenue as the plan bears fruit.

Proposed Implementation Schedule

- Year 1 Complete the Capital Project for Accessibility/Café-Market (subject to approved capital)
scope and cost is dependent upon fire protection decision
Procure Dedicated Storage Space for the Market (existing space, remote location)
Half-time equivalent (HTE) for Market Community Co-ordinator hire completed
Launch Community Level Promotion and Final Design of Program of Uses/Partnerships
Animate Market Square through Purchase and installation of Community Oven
Commission the Oven & create events in partnership with the Community.
- Year 2 Start of Community Level Use
dependent upon timing of promotion and programs/partnerships
Partial recovery of cost of HTE through Community Level use and revenue,
Construct Demonstration Kitchen, Galt Rm Upgrade (lighting, ceilings, interior renewal)
- Year 3 Increase in revenue from programs and bookings, achieve Plan utilization targets
First Evaluation Phase, Provide Reporting and Update Plan
Revenue growth to offset cost of half-time equivalent new market staffing cost
target revenue dependent upon timing of Demonstration Kitchen
Consider further Community Level upgrades, Preston, Hespeler (HVAC, Lighting, Ceilings, Interior Restoration)
Use and Leadership for programs and events linked to cost recovery for each program, as part of individual business plans for courses, programs, and events

Executive Summary (cont'd.)

Years 4/5 Full Leverage of the Upper Level for Food Hub and Market related programming
Overall Farmers' Market operating cost surplus or revenue neutral
HTE and programs funded through the established revenue base

Financial Projections for Revenue and Expense

Section 5 of the Report contains more detailed evaluation of revenue assumptions for use of its spaces once the Community Level is fully operational.

The Operational Plan proposes four new revenue streams for the Market Building, as follows [with reference to the preliminary floor plans]:

- rental of the present Galt (demonstration kitchen), Preston (multi-functional), and Hespeler (small meeting) Rooms separately for simultaneous use by different users and programs;
- rental of the entire Community Level for uses, camps and programs;
- a leased space on the Market Level, with the operator controlling consignment sale of Market and local artisanal food products; and
- three potential take-out stalls operating facing the square from two of the existing market spaces (by those Market vendors) and a space immediately adjacent exterior doors.

These revenues are in addition to the present Market revenues for vendors, and revenue-neutral operation of the community oven.

Revenue from sale of product within the Market leased space would accrue to the operator, which in turn funds the lease revenue for this interior marketplace and Community Level entry space.

The study has based its financial projections on assumptions regarding rental rates for the Community Level (see Section 5 of the Report). The reader is cautioned that significant variance in these assumptions will affect overall revenue, and these assumptions are dependent upon dedicated promotion, marketing of the spaces, and development of partnerships.

- **Total utilization of the three spaces for rentals, is projected weekday 40%, weekend 40%, evening 35% (exclusive of direct programming and nine weeks of camp uses)**

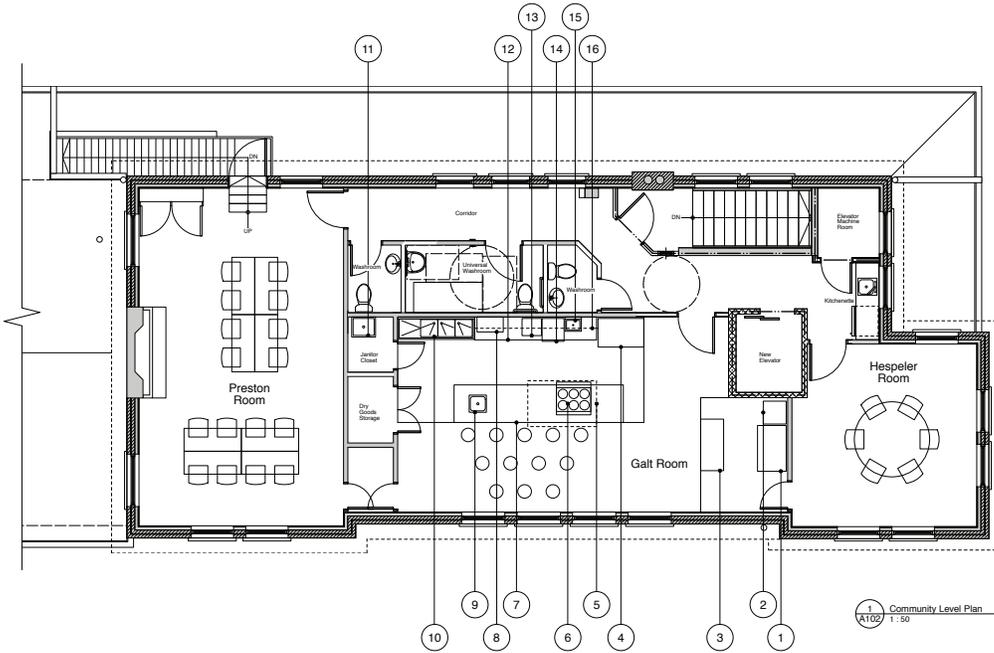
Total net revenue at target occupancy utilizations and target space rental rates is **approximately \$145,000 per annum. (See Section 5 for Breakdown)**

Projected increased operating costs **of approximately \$103,000** (including \$52,000 for Part Time new market staffing position 25 hrs. / wk.). (See Operating Cost Chart, in Section 5 of this Report)

Net of increased revenue over expenses at target occupancy utilization and target space rental rates is projected at **approximately \$42,000 per annum.**

Potential Capital cost for the Community Oven project has been identified at **\$30,000** (dependent upon access to nearby utilities and type of oven). Where this initiative is funded together with facilitation of vendor sales from Market facade and Market Level into the canopied area fronting onto the Square, this may require a further \$20,000 of renovations to support this vending and revenue opportunity.

Executive Summary (cont'd.)



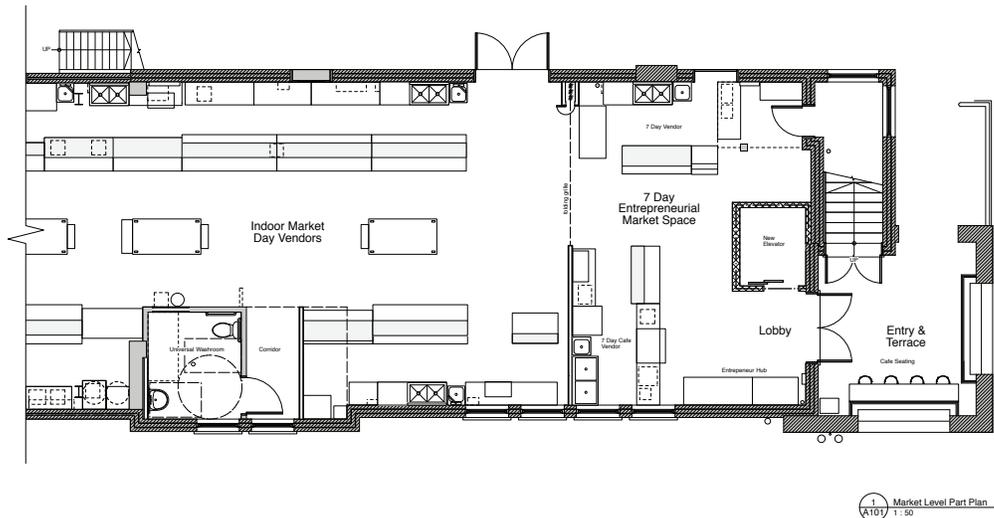
Community Level Plan General Notes:

- Galt Room - Demonstration Kitchen & Entrepreneur Food Hub
Rentable room for use by 14-16 persons
- Hespeler Room - Community Meeting Space
Rentable room for use by 4-8 persons
- Preston Room - Community Activity Room
Rentable room for use by 20-24 persons

Demonstration Kitchen Equipment Schedule

General	Room #	Equip. Name/Model No.	Equipment Supply	Dimensions (mm)		
				W	D	H
1	Galt Room	Standup Cooler 1	by City	1219	762	-
2	Galt Room	Standup Freezer	by City	610	610	-
3	Galt Room	Stainless Steel Table	by City	1312	610	-
4	Galt Room	Standup Cooler 2	by City	1219	762	-
5	Galt Room	Food w/Fire Suppression	by City	1659	1219	-
6	Galt Room	Hand Wash Station	by City	314	610	-
7	Galt Room	Stainless Steel Storage Cabinet	by City	600	1060	-
8	Galt Room	Stainless Sink	by City	710	400	-
9	Galt Room	Vegetable Wash Sink	by City	457	457	-
10	Galt Room	3 Compartment Sink	by City	2045	557	-
11	Janitor Closet	Mop Sink	by City	635	533	-
12	Galt Room	Stainless Steel Table	by City	3283	610	-
13	Galt Room	Microwave	by City	520	458	-
14	Galt Room	Handwasher	by City	334	120	-
15	Galt Room	Hand Sink	by City	332	381	-
16	Galt Room	Stainless Steel Upper Shelf	by City	3283	300	-

Community Level Plan



Market Level Part Plan General Notes:

- Proposed renovations to support Business Plan include:
 - Accessible entry into the Lobby & Community Level
 - New Elevator for Community Level access by separate project
 - Dedicated Entrepreneur Hub vending space
 - Folding grille to separate Cafe/Lobby (potential for operating 7 days a week) and Market Vendors (operating on market days)

Part Market Level Plan

Executive Summary (cont'd.)

Conclusion

We believe that the Vision and Objectives for the Cambridge Farmers' Market as a food hub, a centre of activity and vibrancy for the Civic Precinct, and support for entrepreneurship in the community, will have long-lasting benefits that flow beyond its walls. The financial projections are, we believe, achievable with respect to the revenue assumptions and space utilization rates associated with the planning, while leaving room for future increases in the utilization rates.

The planning has deliberately included for the cost of further Market staffing in order to drive the vision forward, on a mid-term cost recovery basis. The investment and planning have been geared to community benefit, as a further component in planning for quality of life, citizen well-being, and careful stewardship of our community. Notwithstanding, this investment in dedicated planning and promotion will, we believe, produce a net gain of revenue over operating expenses associated with achievement of its goals.

The Cambridge Farmers' Market can support food entrepreneurship and its development, particularly through an upper floor Community Level configured to support the needs of emerging food entrepreneurs. A redesign of this upper floor should take into consideration the inclusion of:

- A commercial food prep / processing community and demonstration kitchen at small scale;
- Ability to undertake events celebrating food skills and culture;
- Exploration of a diversity in food options both dietary (vegan, veggie meats, for instance) and across cultures;
- Programs for idea sharing, and/or assisting with product development; and
- Offering business tutorials that support entrepreneurship in the food sector.
- Partnering with Ideas Exchange and local businesses looking to expand.

The Market itself can contribute through seasonal or monthly stalls for specialty producers and tasting opportunities / events, and support for community and special event use of the Community Oven.

The initiative can mitigate the fear that arises from a lack of understanding the risks of being a food entrepreneur through development of skills, transfer of knowledge, mentorship, and opportunities for small-scale risk. This can release further economic initiative, informed risk-taking, and nurture growth from within a tremendous and diverse pool of talent: Cambridge's citizens.

The Cambridge Farmers' Market (CFM) can reach beyond its location to connect with the community. Through its relationships with its farmers and vendors, the Market has unique assets, product and resources to assist in community development. This approach allows the Market to fulfill its role beyond its physical identity. With adoption of this Report's recommendations, it can engage with community organizations and partners, throughout the Downtown and beyond, to grow this key area of community life.

The Summary of Recommendations following this Executive Summary sets out the Key Recommendations of the Report.

The Report that follows the Executive Summary and Summary of Recommendations provides further detail regarding the Business Plan Development process, the analysis and development of the Strategy to Support the Vision, and details of this Strategy.



Summary of Recommendations

Summary of Recommendations

The following Key Recommendations have been pulled forward from the body of the Report, to complement the Executive Summary

Leverage the Square, Cambridge Farmers' Market (and its Market and Community Levels) for the broadest variety of everyday uses in addition to supportive space for food entrepreneurship

The building must be literally and aggressively “brought to life”, so that members and leaders across all slices and spectra of the community experience the building often, and positively, in their everyday lives. This constant drive will increase the profile of the Cambridge Farmers' Market, the Downtown and our community, leveraging the historic asset and tradition for public benefit:

- so that citizens and community increasingly identify the Market and Square as vibrant and connected rather than closed and abandoned;
- so the physical asset is used to its fullest potential, to support the vibrancy of the Civic Precinct; and
- to support the community's developing sense of centre, in conjunction with Downtown Cambridge and the river / watershed system.

Ensure that the Upper Level is modernized under separate capital project so that

- it can be occupied in accordance with existing norms (Human Rights, Building Code, Life Safety) for access and with accommodation for citizens and staff of all abilities;
- **the heritage asset is used** (i.e. connected to community rather than isolated bricks and mortar; and
- the heritage asset is protected (by re-establishing the demolished protection to its roof structure and by installing a sprinkler fire suppression system to the building).

Continue to endorse the CFM Food Hub model, and support specific focus on

- leveraging the Cambridge Farmers' Market and its facility for bottom-up, grassroots activation of creativity and interest by potential food entrepreneurs:
- support, skill development, mentorship, and knowledge exchange through direct programming,
- that The Cambridge Farmers' Market have three spaces: the Market Level, the Market Square and the Community Level
- that the Building be branded consistently as The Cambridge Farmers' Market
- that the lower level be consistently referenced as the “Market Level” of the CFM
- that the upper level be consistently referenced as the “Community Level” of the CFM
- that Market Square be more actively programmed using a Community Oven as focus for events and food connections across diverse cultures, turning parking lot into vibrant Place

Further Refine, Adopt, and Promote the Food Hub Entrepreneurship Continuum

- hold an annual symposium in the upper Community Level of the Cambridge Farmers' Market, to explore this continuum and points along it where support is critical, knowledge transfer and skill development or help is needed from partners and community, with a Report to the Community that identifies potential action items for the following year;
- celebrate, reward, and recognize existing and successful examples of foods, growth, innovation, and creativity within our community, in relation to food culture and food entrepreneurship; and
- establish a mentorship program and convene events that introduce the curious to the active entrepreneurs who are just ahead along the path from idea to reality.

Summary of Recommendations (cont'd.)

Support Emerging and Growing Food Entrepreneurship

- configure the entry area to the Community Level so that the Market Level has a 6-day-a-week presence with a café / delicatessen that can promote Market Vendors and emerging food entrepreneurs' early steps and market testing, on a consignment basis;
- configure the Community Level for demonstrations, meetings and courses that support emerging food entrepreneurship with skills development and community-building;
- create events, courses, and programs in this sector, using the existing Market's knowledge base, network, partnerships, and newly pursued resources, and the Community Level spaces;
- explore the potential for rentable commercial food preparation space in a Downtown Cambridge location near the Market, to support next steps for entrepreneurs.

Use the Market Building & its Community, to Support Interaction Among Citizens, Vendors, & Building

- Offer seasonal or monthly stalls for specialty producers; and
- Introduce tasting opportunities, particularly for new products.
- Actively promote the building as THE CENTRE of food and food-related ideas in our downtown and community.
 - Include metrics for recognition in annual market surveys and outreach
 - Standardize and reinforce branding, and incorporate the Upper Level Business Plan into a single, integrated Cambridge Farmers' Market Plan that involves the Square.
 - Work across all City Departments and with partners at BIA, Idea Exchange, as well as at Regional, Provincial and Federal levels to reinforce the CFM as Cambridge's centre and nexus for food and food ideas

Make Community Level Spaces Available at Rates that Ensure Vibrancy (see Financial Appendix)

- seek out groups and individuals that connect to diverse networks within the community, to offer use of the Community Level such that the Cambridge Farmers' Market building and Food Hub message gains widest possible exposure into these networks:
 - aboriginal groups and leadership
 - industry groups
 - cultural groups
 - arts and club/sport groups whose demographics cross age, gender, and ethno-cultural boundaries (chess club, for example)

Facilitate and Animate, with a Pro-Active Approach under CFM staff management of the Facility

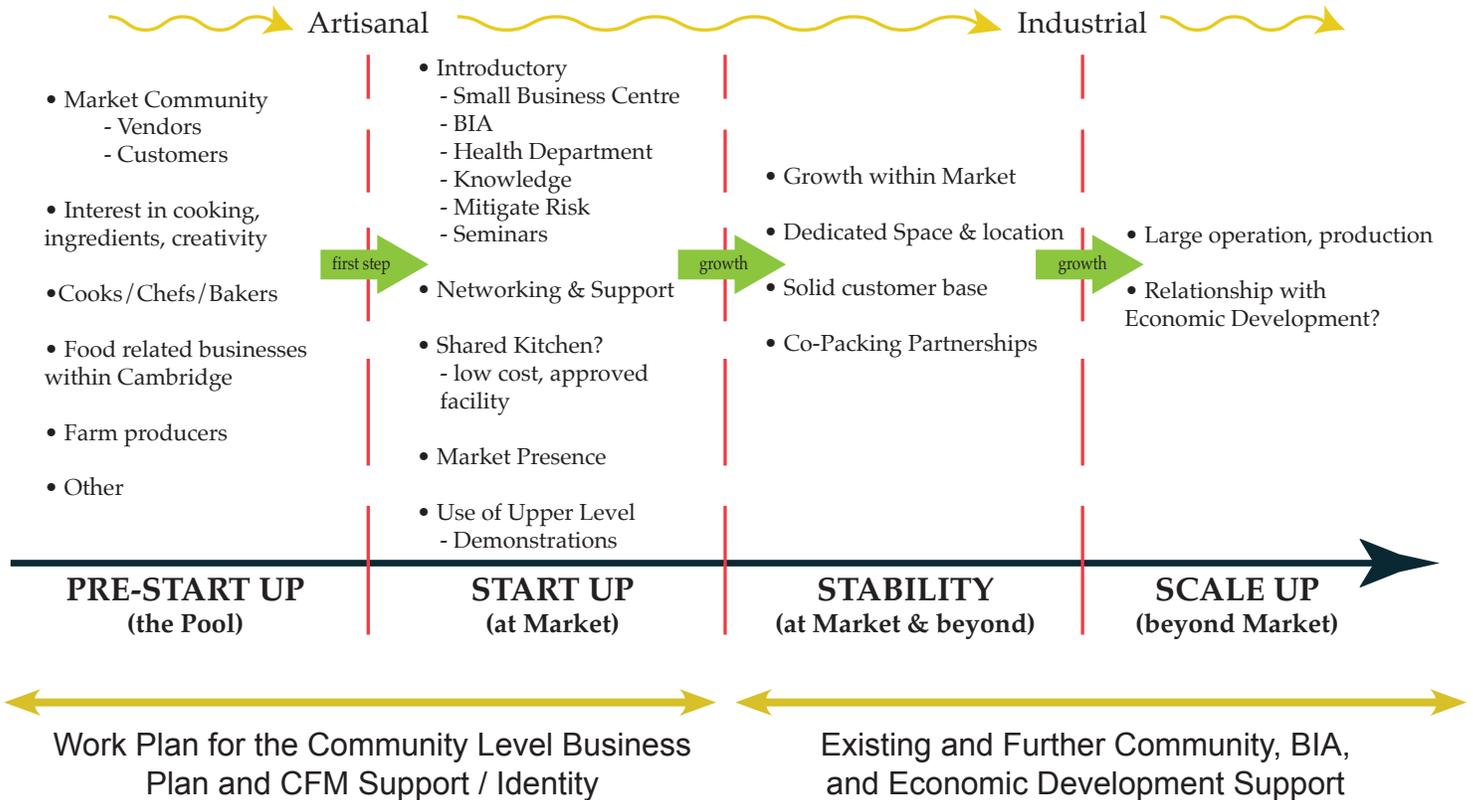
Create programming on a cost-effective basis to support the Community Level and food culture.

- Develop the CFM website as a resource centre and community hub, expressed through food.
- Examples include:
 - March Break, PD Days, and Summer Camps;
 - Spice and Seed Clubs, databases and exchange events;
 - local food and gardening knowledge exchanges;
 - Next Chef or similar clubs / programs for evening use and animation of the facility; or even
 - Food Fusion challenges where individual groups can explore traditions, use of ingredients and spices, and tasting events that build cross-cultural ties.

Summary of Recommendations (cont'd.)

Cambridge Farmers' Market
 Food Hub Entrepreneurial Continuum

Preliminary for Discussion
 January 17, 2019
 JMA/Ewing



The CFM Upper Level Business Plan exercise has developed a working model of a typical timeline or spectrum as experienced by a food entrepreneur. The model is not intended to be definitive, but to help guide understanding and discussion regarding the opportunities, challenges, and potential support that can help grow successful food products and businesses at many scales along this continuum. The intent is that CFM provides care and support for the early stages of this model. It is involved in this support to some extent already, in working with local vendors under the auspices of the overall and adopted Cambridge Farmers' Market Business Plan.



One | Introduction

One | Introduction

A Farmers' Market is more than a commercial, transactional space, or building. In each community, the market and exchange of food and farm-to-table experiences forms a cultural and social event for participants. It connects the ends of our urban / rural spectrum, and develops shared stewardship for our watershed, sources of sustenance, and planet. Throughout North America, from small towns to big cities, publicly operated and accessible markets connect people, support entrepreneurship, vitalize community, create memories across the full spectrum of experience, and share joy.

Experience of the Farmers' Market across its farm-to-table spectrum evokes special memories not only for those who use this market, but can also connect with New Canadians who enrich our community by contributing their own distinct memories of fresh food and market atmospheres from all over the Globe.

The Cambridge Farmers' Market is the oldest continuously operating market in Canada, in operation since 1830. Its location in the heart of Downtown Cambridge, at the corner of Ainslie and Dickson, forms a key edge to the City's Civic Precinct (of City Halls, Fire Hall and Museum, Market, and public spaces of gathering, transaction and celebration).

The Market has local vendors drawn from the Grand River Watershed, and generally within a 100km radius. Its offerings, always fresh, span the spectrum from raw ingredient to artisanally prepared and selected foods. These include fresh meats, fish, and seafood; baked goods; cheeses, cold cuts and sausages, fresh poultry, maple syrup, eggs, prepared wraps and salads, and much more. Freshly harvested fruits and vegetables, including organic produce, are a staple for market-goers and visitors.

The Market Building and Surrounds

The two storey addition to the original single storey portion of the Market Building was built in 1887. It embodies the best of Ontario's traditions of architectural style, is designated under the Heritage Act and is no doubt dear to many citizens and community leaders. It is therefore puzzling that the building has been left to project an aura of abandonment fully 6 days of the week, and does so little to contribute to the life of the Civic Precinct, Downtown and Community other than on Market Day. Although citizens and civic leadership may rightly cherish the Saturday atmosphere, the authors of this Report question the adequacy of this use to sustain the stewardship of the building both in practical and community terms. We believe that opportunities for use of the Market both as building and centre of activity, to engage with our community as it moves forward, and to generate revenues that can assist in maintaining the facility, are evident and should be seized.

The CFM Food Hub Vision

This report works forward from the long-standing strategic plan of the Cambridge Farmers' Market and its civic leadership to position the Market as a "Community Food Hub", creating a centre for food culture and small scale farm-to-table and food product support and development. This direction has been expressed in CFM Annual Reports, and was presented to the Study Team as the point of departure for consideration of opportunities for the un-used upper level of the market building.

Interviews were conducted with key partners / stakeholders, with vendors and market leadership, and information gathering sessions were held during this Study, including a day / evening public open house. They have provided input and direction for further development of this Community Food Hub concept. Details of these consultations, as well as the review of available literature and sources beyond the community, are provided in the Interviews and Outreach section of this Report.

These sessions with potential partners and resources have helped the Project Team develop a fuller understanding of the potential economic and community impact of the Cambridge Farmers' Market from the perspective of vendor, public patron, nascent food entrepreneur, neighbour, and potential partner organizations (City Economic Development, Cambridge Downtown BIA, Idea Exchange, Community Development staff, and the leadership of local markets within the Watershed).

One | Introduction (cont'd.)

Basis for the Study and Key Objectives

The goal of the business planning exercise and reporting is to explore how best to utilize the presently un-used upper level space of the Cambridge Farmers' Market building, and to present opportunities for action to the community and civic leadership. A key focus is to increase Market operational revenue and help to mitigate the existing facility and Market operational costs.

The vehicle for achieving these financial gains, and for leveraging the existing physical asset, is the Market vision and goal: *supporting and growing the Cambridge Farmers' Market as a community food hub for Cambridge.* [summarized from the Terms of Reference as provided to the Study Team]

As set out in previous reports to Cambridge Council, the Cambridge Farmers' Market Advisory Committee, staff team and vendors aspire grow the market as this City's "Community Food Hub".

"When citizens think "food", we want them to think Cambridge Farmers' Market."

Strategic Considerations and Directives for the Plan and Report

1. Explore innovative food programming possibilities that complement our Farmer's Market.
2. Investigate small business incubation/accelerator opportunities that support the food sector in our community and our Farmers' Market.
3. Consult with key community leaders and potential business partners on the challenges they face and the strategic steps they feel are missing from the food value chain.

Stakeholders

The following stakeholders were identified in the Terms of Reference, and were consulted and invited to participate in workshop sessions and for the development of the Report.

Internal to Civic Administration

- Economic Development, Community Development

External within Community

- Market Vendors, past workshop participants, committed market shoppers
- Gaslight Development Leadership
- Colleges and Universities – Culinary Programs
- Idea Exchange (specifically the Old Post Office location)
- Foodlink Waterloo Region
- Chamber of Commerce
- Downtown Cambridge BIA (Executive Director)
- Other Markets doing similar work (Kitchener, Brantford, Guelph) for insight into best programming practices, staffing, amenities, demographics and successful strategies and partnerships
- Waterloo Regional Tourism and Marketing Corporation (WRTMC)

Further outreach was suggested by the Consulting Team, to citizens within the Downtown and adjacent

One | Introduction (cont'd.)

neighbourhoods. These consultations were added to the stakeholders list.

Business Overview

The Cambridge Farmers' Market (CFM) presently operates one day a week, Saturday, with a core indoor vending space.

Outdoor vending grows flexibly from market building and its covered porch area, in response to season.

The upper level of the market building does not meet modern accessibility criteria, and thus has extreme limitations to its potential for contribution to the economic and cultural life of the Downtown. It cannot presently be marketed for public use or programming, although it is sometimes used for City staff meetings and CFM Advisory Committee in the absence of other accessible venues.

Increasing interest in urban living and urban experience, as well as cultural awareness of stewardship issues for our planet, have combined with increased focus in society on the value of authentic experiences and unique atmospheres in our downtown cores. This creates opportunity for resurgence of Farmers' Markets, economic growth for distinct artisanal goods, and delivery of service offerings for entrepreneurs. This includes opportunities to support the food entrepreneurship continuum and intensive use of the Market Building Upper Level as a key element in a strategy for well-being and Healthy Community.

Farmers' markets, and CFM in particular, present unique opportunities to engage with citizens seeking experiences and unique foods. They connect a place of taste and experience with our entrepreneurial spirit. Markets both locally and beyond are successfully growing this engagement and community contribution, by making their market sites the visible centres of food culture and economic vitality.

An Important Caveat: Structural Capacity of the CFM Building Upper Level

The consulting team, through its parallel design contract for capital improvements to the Upper Level of the Market, accessibility, and work to the Market Level, has identified that the bearing capacity of the present floor structure is approximately 50 lbs per sq foot live load uniformly distributed on the joists members that span the width of the floor.

What does this mean? Briefly, this is below requirements for unlimited, unrestricted use of the Upper Level for Assembly use under the Ontario Building Code, but we believe is sufficient for the occupant load as presently assigned by the Fire and Building Departments (50 persons). There is not significant concern regarding where on the floor plate these 50 occupants are congregated, provided activities are restricted to meeting and similar uses.

In an emergency situation requiring egress, it may be that all 50 occupants of the floor area will congregate in a particular location, bringing into play the load limit envisaged by this cap on occupancy.

It is further considered that reinforcement of the floor structure would require cutting the spans with mid-span beams and support columns into the Market Vendor space and crawl space below. This would be very disruptive and not cost-effective.

The reality, therefore, is that uses of the Upper Level are restricted to a total occupant load on the upper level of 50 persons, and that the uses not involve significant live loads associated with dancing, physical exercise, or storage. Uses should be relatively similar to meetings, with opportunities for increased floor loads at certain locations, through the careful design of alterations for accessibility.

We emphasize that the structural capacity does not support an extension of the market-day

One | Introduction (cont'd.)

operation to the Upper Level. This includes both food and craft vending scenarios of operation.

Building Code Considerations: Use and Capacity of the CFM Building Upper Level

The present uses for the Upper Level are for informal meetings of City staff and perhaps with community, although the space cannot be promoted or used in this way because of the lack of 21st Century accessibility to the floor level.

Present designation of the use under the Building Code is likely A-2 assembly, to suit the meeting uses and to reflect historic use. As such, a variety of uses are possible within the floor plate, provided the structural limitations of the floor are not exceeded. The posted occupancy of the floor level (by Fire Department) matches this 50 persons.

Washroom facilities in the Upper Level support this 50 persons occupancy. They are further used to justify the 250 person occupancy of the Main Level Market vending space. They are a contributing factor under the Building Code to the calculation of the main level market occupancy and Code requirements for separate washroom facilities for mercantile staff behind the vendor counters and in the adjacent outdoor market space.

The Upper Level is heated by two residential style high efficiency gas furnaces and split air-conditioning, with no mechanical outdoor ventilation for occupants. Windows are theoretically operable but we suspect are not used. Window sill heights do not conform to code guard heights for safety, and we do not recommend that windows be made operable except with opening restrictors.

Emergency egress is provided by means of the main access stair from the exterior portico, and a steel exterior stair that can be accessed both through the floor's main corridor and through a secondary means of egress through the floor's three principle rooms.

There is a fire alarm system installed and maintained throughout the building, as well as a system of emergency lighting.

Further Limitations and Facility Condition Issues

Notwithstanding its present condition the upper level presents significant opportunity to support public use, with renovation of an existing historic asset to modern standards. It can act as a flexible suite of rooms that further both City and CFM objectives for financial accountability, meeting space, community engagement, accessibility, and the success of Downtown Cambridge.

The lay-in drop ceiling system, and the lighting and HVAC distribution systems are aged. Above the room ceilings the historic plaster ceiling at underside of roof structure has been removed by order of the Building Department (approximately 25 years ago), after collapse of a significant section of the plaster through the lay-in ceiling and into the room below.

As such, the upper level and its ceiling space leak the building heat directly into the unheated attic space, through the gaps in the existing and exposed wood lath. Although it is beyond the remit of this business planning exercise, the authors of this report wish to point out the inefficiency and unnecessary expense of "high-efficiency" furnaces heating both upper level and the world beyond, as well as the loss of fire protection to the roof structure that has resulted from removal of the plaster ceiling.



Cambridge Farmers' Market Community Consultation
 April 11, 2019. Cambridge City Hall





Two | The Need, and Opportunity

Two | The Need, and Opportunity

First and Foremost - The Need for Accessibility

The present Upper Level is not accessible. No strategy or planning can succeed without attention to this fault. There is a clear expectation within the community, and by regulation and societal norm in the 21st Century, that spaces offering meetings, programs, sessions, or gathering of any kind to the public at large shall meet accessibility requirements.

A capital project to provide accessibility is a prerequisite for action to animate the Upper Level and to leverage it in the service of the Market's Food Hub vision.

Key to the approach to this accessibility is that it must enable gracious use of the Upper Level at times when the Market Level is closed (weekdays, evenings, etc). The accessibility feature must be a complement to the present Upper Level access stair, and should re-purpose the corner portico as the main level address for the Upper Level activities.

Physical Infrastructure Needs - Storage

A key need is for storage of CFM material and seasonal items. The Upper Level is presently used (inappropriately) for such storage. More appropriate use of the floor area is not possible without developing storage space within a reasonable distance of the Cambridge Farmers' Market.

The basement of 17 Cambridge Street, now a City-owned facility, may be an appropriate solution to explore for the Market's seasonal storage needs.

The Need (and Opportunity) for Connection, and Animation of the Building

The present building projects its abandoned character onto and into the Civic Precinct and Downtown, with the exception of one weekend day. There is a clear need for animation and connection of the building to the everyday life of the Downtown, our community and its citizens. While the bricks and mortar may be cherished in the abstract, they do little to enrich the community other than on Saturday, and the Upper Level not at all.

Given the CFM's Vision that its identity and success within our community be as a centre of food ideas, food culture, and entrepreneurship, and given further the underutilization of the Market Building Upper Level, there is clear opportunity to harness the upper level spaces in pursuit of this identity. More importantly, there is opportunity to support the early and artisanal stages of food entrepreneurship in our community, as a sustainable garden of possibility from which to harvest the food-related products, businesses, and cultural richness that can inform our future.

Support for Market Day Itself

Use of the Upper level on Market Day for programmed activity and related offerings is clearly desired and can be accomplished within the limitations of the space's structural capacity. The opportunity is to develop programs and uses, and events, that complement and enrich the experience of Market day for all. This option becomes possible with the accomplishment of accessibility goals.

Two | The Need, and Opportunity (cont'd.)

Nice to Haves

Growth of the vending operation for the Market, especially in the late Fall and Winter months, is a worthy objective for use of the upper level of the building. Unfortunately the capacity of the building structure prevents this. Growth of related market space through partnership with church and surrounding property ownership on Dickson and Ainslie streets is a potential option for growth of the market footprint (both on market day and throughout the week).

There is clear opportunity to support nascent food entrepreneurs with commercial cooking and prep space, as part of a food hub vision. Similar facilities exist locally, with one such facility forming part of the Kitchener Farmers' Market, and these spaces have successfully capitalized on the low cost of shared kitchen space rental as opposed to the high capital cost and business risk associated with leased space and construction. Each entrepreneur faces this barrier directly at business startup, regardless of the initial scale of their enterprise. As such, the food entrepreneur must invest and risk in a manner that is out of proportion with the start-up phase of the idea.

An upper level space is not suited for commercial kitchen space, because of the logistics of delivery, load-in, storage, location of walk-in coolers and freezers, and product shipment off-site. A ground floor location adjacent shipping and delivery space is key.

As such, this commercial kitchen idea seems best suited to partnership development with the Cambridge BIA and one or several property owners within the Downtown. This might include the Wesley United Church basement area, or within underutilized buildings near the civic quarter.

Governance

The vision is for a co-ordinated governance structure that links use and revenue from the market facility and any newly proposed programming and support to food entrepreneurship and culture to a distinct business unit that undertakes new initiative on a cost-recovery basis, with clear demonstration of community benefit for the incremental approach to risk.

As such, the need is for governance structure that allows innovation and risk within a clear framework. Where partnerships are fostered for initiatives, they should be treated as distinct subsets of the governance framework.

The Cambridge Farmers' Market Advisory Committee acts in an advisory capacity. It is the report author's understanding that no change to the present governance structure is contemplated by this business planning exercise, with direct authority flowing through staff and executive leadership to the civic leadership.

Any foray into commercial kitchen operation, as a desirable support for artisans and food entrepreneurs, should be clearly fostered within the BIA and private or social enterprise sector, to governance and at a location distinct from the Market operation itself.

Two | The Need, and Opportunity (cont'd.)

Staffing and Operations

The vision for the CFM as central to food ideas and as a community food hub must be clearly linked to operational cost, with conscious decision regarding part or full cost-recovery planning, with targeted investment in staffing that can drive the balance of cost recovery and community investment.

Flexible spaces that can be adapted to many possibilities are clearly desirable, including programs and uses that can be successful at small scale or through community group operation that do not require staffing for the building or program.

As such, the physical design for the entry sequence to the Upper Level must allow for weekday and evening use without necessitating the opening of the market vendor area itself, and for minimal staff supervision.

Timing

The need and vision is for action in the near term. Proposed capital works changes to support more effective use of the upper level and in furtherance of the CFM's goals for centrality and support as a community food hub have been carried within City capital budgets, for expenditure in 2025.

Experience and input from neighbouring markets (most notably Kitchener), as captured in this Study, show that revenue growth and stability are indeed achievable in the mid-term.

Financial

Development of uses must be approached on a cost-recovery basis, tempered by a goal of assisting the present financial deficit of the market operation and lack of life and revenue for the Community Level. Early development of programming and use of the Community Level will help to achieve a long term vision of cost-neutral operation of the Community Level of the Facility.

We do not feel it appropriate that the Upper Level Business Plan include capital cost ROI for base building needs such as accessibility or care and renewal of the heritage components of the asset.

Marketing

Building upon present identity and the historic asset is clearly preferred, with the promotion and marketing effort growing from this base. It is an enviable base to work from. It has:

- tradition
- vibrancy on Saturdays, from which to grow
- strong attachment and loyalty from both vendors and market goers;
- a developed identify and logo, and an existing marketing program that can be augmented to include further pieces of the brand and relation to food culture;
- a unique location as both integral to Downtown and forming an edge to the civic precinct
- a unique physical and architectural asset, identifiable within the community context

Any marketing and promotional activity must clearly link the Market and Food Hub vision to the present market for authenticity, unique experience, sustainability, and use of leisure time in a structured pursuit of new skills and ideas. All of this is present in our 21st century culture and throughout communities in the Grand River Watershed.



Three | Interviews & Outreach

Three | Interviews & Outreach

In support for the development of the recommended strategies for the upper floor of the Cambridge Farmers' Market, as a support for the Food hub vision, a series of individual meetings as well as a community forum were organized by the Consultants and Market leadership: for feedback, gathering leads to partnering opportunities, testing ideas, and identification of community needs.

The Consultants met with staff from:

- the City of Cambridge's Economic Development Department and, Arts, Culture and Events.
- the Downtown Cambridge BIA,
- Idea Exchange,
- a citizens' neighbourhood group
- management of the Guelph, Brantford, and Kitchener farmers' markets.

Based on the results of these meetings a strategy was developed to create a food hub that would be supportive of the growth of the local food industry.

All were interested in the model of entrepreneurship continuum put forward for discussion, and provided some sense of how and where they may be able to support a resulting strategy. The level of support varied greatly from one organization to another.

CFM Stakeholder Interviews

1. Interview with City of Cambridge Recreation & Culture Staff

Geography of the City and Relation to Neighbourhoods Surrounding the Downtown

Cambridge's official Neighbourhood Association structure has emerged from a social and recreational services delivery model, with organizations such as Lang's Farm and other groups serving catchment areas and addressing a broad variety of identified needs. These groups are established organizations, often with staff and budgets for program delivery that involve other partner organizations within and beyond the community. They have in turn created a Cambridge Neighbourhood Organizations structure which fosters collaboration among the organizations.

As such, the concept of neighbourhood as an organic building block for the City's geography and citizen sense of belonging (for instance, with individual subdivision developments or other geographies as self-identified neighbourhoods) is relatively unofficial. City support for neighbourhoods flows through the associations, complementing their further partnering and staffing in the delivery of social and recreational services.

Opportunities for the CFM to network and reach individual citizens through the neighbourhood organizational structure is one avenue for linkage and support between Market and community. The Neighbourhood Organizations have boards and operate from established community centres, schools, or churches. They do not report to the City and potential links between the Cambridge Farmers' Market as Food Hub and resource for citizens may be dependent upon links to individual programs run by these organizations. These may include:

- food security programs working with identified need;
- community gardens, such as at Preston Heights
- other needs-based programming identified by the organizations.

Three | Interviews & Outreach (cont'd.)

A second model of neighbourhood association, with geographic location nearer the CFM itself, is the Blair Road Neighbourhood Association. The group is volunteer only, and has no specific building or location as an operating base. As a geographic neighbourhood close to CFM and Downtown Cambridge, this neighbourhood group provides opportunity for perhaps direct outreach by the CFM in developing its connections to citizens using the Market and potentially the Upper Level.

The consultant team identified that the CFM might approach and interview the Blair Road neighbourhood leadership, to explore their perception of the Market and building and potential opportunity, as part of this Upper Level planning process.

A subsequent meeting with this leadership identified interest within the group for the following:

- meeting space for the neighbourhood, and potential program space; and
- opportunity to assist in the development of community gardens and food-related programming.

Arts, Culture, and Community Events:

There may be opportunity to explore use of the CFM and its upper level as a venue within the context of special events, and to make connection to other community and cultural locations and venues as the Market grows its brand and strengthens its connection to Cambridge's citizens.

Issues and Ideas

- Where CFM has run programs away from its location, these programs tend to be identified with the location rather than the Market. Development of the Upper Level as usable space for Market programs will help to ensure identification and support for the Market and its brand.
- The Market could work with religious and ethno-cultural groups to promote its programming and message, for both the Market itself and the programs and events which use an accessible Upper Level
- Portable outdoor oven – has been requested – could be part of a summer programming offering, working together with neighbourhoods and community events planning

2. Interview with Economic Development & Downtown Cambridge BIA

The consultant team and Market leadership met with these organizations to identify opportunity for collaboration and to build upon existing networks of Communication and Relationship.

A potential model of a food entrepreneurship continuum, in graphic form, was presented to representatives of the Downtown Cambridge BIA and City of Cambridge Economic Development Department representatives (See Figure on page i.11). The intention was to provide a basis for discussion regarding support for entrepreneurship and the roles that organizations might take in providing this support.

The potential model was generally well-received, and has helped clarify ideas for partnership and growth with CFM's outreach and its Food Hub vision.

Three | Interviews & Outreach (cont'd.)

2.1 BIA and CFM

The following ideas were generated by the session, and might be incorporated into a strategy for both use of the Upper Level of the Market building, and for partnership among the organizations with respect to support for entrepreneurship in the food sector:

- The Upper Level has limited ability to function as a commercial kitchen space, beyond event and demonstration. As such, partnership between the CFM and BIA and Downtown Cambridge landlords might identify a suitable location for such a commercial kitchen space, and how such a facility might be pursued, to support entrepreneurs as they move through the initial stages of growth and sustainability, from artisan to producer.
- Use of the Upper Level of the Market for seminars and educational events for potential food entrepreneurs, and for networking between Farmers' Market vendors, entrepreneurs and Downtown restaurant and food-related business offerings is seen as an asset. "Chef and Farmer" events, links to the Market and its producers, and use of the Upper Level for courses and events that provide greater understanding of regulations and requirements for food entrepreneurs.
- The BIA does not have a specific restaurant or food-related business working group, and the CFM could provide focus and assistance for support of this sector within the Downtown and perhaps beyond, using the Upper Level spaces for networking and information sessions. Development of such ties can be further leveraged so events and programs could be self-sustaining, with benefit within the Downtown and across the broader community.
- There is potential for increased outreach and cross-communication between the BIA and CFM for events and participation in aspects of events, such as
 - other events and pop-up markets such as the Christmas Market, where the geographic location of the Cambridge Farmers' Market, its infrastructure, and its surrounding public spaces can be leveraged.

2.2 Economic Development and CFM

- the Farmers' Market plays an important role in the identity of the community and Downtown Cambridge, and is often featured in promotional material distributed by the City.
- There is little direct link or co-ordinated action between Ec Dev and CFM for the support of food entrepreneurs, and there is potential to examine how this might take place, and to grow this support at points along the entrepreneurship continuum envisaged by the CFM's Food Hub vision.
 - by establishing lines of communication between the CFM leadership and the Small Business Centre
 - assistance with design of information and outreach for potential entrepreneurs and local food artisans who are just starting out. The CFM presently fields many enquiries from potential artisans, based on their desire to sell at the Market. A co-ordinated approach to support and information, with the aim of keeping these potential businesses within Cambridge's geographic sphere, could be explored.
 - by exploring roles and support along the CFM's Food Entrepreneurship Continuum, that allow entrepreneurs to be supported as they scale from Market-level artisan to fuller scale business, where warranted. This might occur with CFM as well as the Hespeler and Preston markets.

Three | Interviews & Outreach (cont'd.)

- there are very few producing farm properties within Cambridge's municipal border. Outreach to these businesses and highlight of their urban farm status and the importance of agricultural production in the farm to table spectrum may be worthy of CFM and Ec Dev communication and promotion.
- Economic Development's ongoing strategic planning may provide opportunity for CFM and Ec Dev to co-ordinate approaches, communication and promotion strategies, and identify specific opportunities to support food entrepreneurship along the artisan to large scale food business spectrum. This includes use of the Market itself, and its Upper Level, for this support.

3 Area Farmers' Market Interviews

3.1 Bruce Jacobson, Market Manager Brantford:

Bruce provided feedback and information regarding the Brantford Market and its operation.

- 32 vendors inside in winter, up to 30 outside during season
- Friday 9 – 5 and Sat 7 – 2 year round
- growing vendors – one has left Brantford for CFM but another vendor will sell his product
- resellers – the Brantford Market has a lot of these - about 15 years ago, the market lost a lot of farmers, and the tendency has been a move to resellers.
- the market has few supports or co-ordinated relationships with its municipal tier government. It's a relatively stand-alone enterprise, with limited means for marketing, co-ordination with economic development, or support for food entrepreneurs. The CFM Food Hub vision would likely be inappropriate for the scale and capacity of the Brantford Market.

3.2 Stacy Dunnigan, Supervisor of Tourism and Farmers' Market, Guelph:

Stacy provided feedback and information regarding the Guelph Market and its operation.

- 7 am to noon, Sat only – about 20 prepared food vendors, approx. 80 vendors inside
- Apr 1 to Nov 30 there are approx. 25 – 30 vendors outdoors
- Guelph is considered a public market rather than farmers' market – (at least 50% of vendors must sell their own product to be considered a farmers' market)
- the Market and its management are located within Guelph's Culture & Tourism Department, so the Market has profile and works with other aspects of the overall vision and mandate of the department. This makes co-ordination easier.
- the Market has seen an opportunity as a low-risk, inexpensive venue for testing of products by entrepreneurs and artisans

The Market makes referrals to Business Enterprise Centre, etc. as well as neighbourhood markets and other markets in the case that there is a better fit with the product or entrepreneur.

Three | Interviews & Outreach (cont'd.)

3.3 Kim Feere, Manager Kitchener Market

The Consultant Team and CFM leadership met separately with leadership of the Kitchener Market. This market has undertaken a conscious promotional and operational plan over the past years, including for support to artisans and entrepreneurs. KM leadership gets to see the passion and also the challenges faced by the early stages of food entrepreneurship, and is addressing this area of the economic development spectrum.

The Kitchener Market is part of the City's Economic Development Department. The Market has become more embraced in recent years:

- collaborates with Small Business Centre, Downtown Team
- it's seen an increase foot traffic
- Provide special events
- its objective is focused on providing good experiences for the patron
- the Market co-ordinates with cultural events and visual arts. This relationship has taken off in a big way
- the Market is partnering with the Kitchener Downtown BIA to pilot 2nd day market to run Wednesday evenings from 4 to 8 pm starting on the last week of June

Surveys indicate community embraces the market and that efforts launched in 2010 as a significant change to the market's planning are paying off. Aspects of the effort include:

- a Food Incubator Team consisting of Business Development staff, the Small Business Centre and the Market's Event Coordinator
- Market events are supported by the vendors (with donations of food, for sampling, for instance), as part of a single market community
 - E-newsletter features the donating vendors
- Entrepreneur Table – side tables with their own rules and licensing i.e. limited time to be accessed
- PD Days and summertime activities for children are all about preparing the next set of market patrons and maintaining the market tradition, and the upper level of the market building and the surrounding public space are used for this programming
- the upper level space and kitchen offers classes to create community connection and explore interest in food skills and all things food and entertainment related, for example
 - International cooking
 - Herb gardening
 - Christmas wreath-making and seasonal decorating
- Youth are hard to attract to programs
- Strong neighbourhood relationships – have both hosted and attended neighbourhood markets

Three | Interviews & Outreach (cont'd.)

- Vendors and their staff cannot park on-site – bicycling is increasing
- data collection is undertaken together with the remainder of the Economic Development Department, and provides the Market leadership with stats regarding growth and potential areas of focus.

The Kitchener Market is very interested in partnering with markets in other municipalities, and sees potential for co-ordination (for instance, creating demos or workshops that could run in both Kitchener and Cambridge on different days, to better address busy schedules, and provide efficiencies where such bookings can make participation more attractive for those offering the training and potentially more affordable for those enrolling).

The Kitchener Market sees that success in developing markets and a market and food culture benefits all markets and municipalities. It is open to providing assistance, and can help CFM by offering its experience, and identification of key metrics for success.

The Kitchen facility, in the upper level of the Kitchener Market, has grown in success since 2010, and their experience with this growth can help inform planning and detailed concepts for use of the Upper Floor of Cambridge Farmers' Market (courses, demo kitchen, camps and community connections).

3.4 Cathy Kiedrowski, Idea Exchange and Laura Pearce, Cambridge Small Business Centre

The consulting team and CFM leadership met with the Small Business Centre, and also the leadership of Idea Exchange, to discuss the CFM Food Hub vision and opportunities for collaboration and use of the Market's physical infrastructure in co-ordination with these entities.

Small Business Centre Feedback

- Many aspects of small business planning and challenges / opportunities are common across the full spectrum of small business, and so sharing opportunities for workshops, presentations, business and marketing skill development, etc, can be explored together with Ec Dev and CFM
- About 10-15% of requests for information from the SBC are food related
- The Centre provides info re appropriate contacts, and can direct queries to CFM as appropriate.
- the SBC Works collaboratively with licensing
- it has run food-related events and is open to exploring further possibilities

Idea Exchange Feedback

- the Idea Exchange mandate is to be community driven, to look for niche needs and find ways to fill them, and always to collaborate with others wherever possible.
- Usually runs events on Saturdays. Events and programs are often driven by social service agencies
- People often start with Idea Exchange then are referred to Small Business Centre where appropriate. There is opportunity to develop a similar connection to CFM.

Three | Interviews & Outreach (cont'd.)

- Run small markets i.e. Etsy – intention is to be a hub for the community
- Idea Exchange has an existing restaurant partnership, and it is interested in more partnered events and exploration of food-related possibilities
- the library has a very large collection of cookbooks that are very popular – mostly current, and noted that Guelph library has historical cookbook section

The team, together with SBC and Idea Ex representatives, discussed the use of the CFM upper level as an Incubator space.

- There is a seed library (about 4,000 seed packets) at Preston library and a very popular community garden
- Would be good for food entrepreneur discussions
- Possible to work together to avoid sending people to Guelph – once they are sent elsewhere we tend to lose them
- Noted that there is a high vacancy rate in the core that impacts the market

4 Community Consultation Workshop:

The Cambridge Farmers Market (CFM) hosted a community engagement session in April 2019 to share the strategy being considered and to elicit feedback. Invitations were sent out to a wide range of people including key stakeholders. During the session, the group considered three questions. These questions helped inform the strategies identified to help the CFM move forward as a critical and beloved part of the core of the City of Cambridge. The raw data is available in a chart in the appendix of this report.

Community Engagement Questions:

- *How could CFM support food entrepreneurship? What role can the upper floor of the CFM building play?*
- *What are the challenges people face going from idea to practical reality?*
- *How can CFM reach beyond its location to connect with the community? What can its role be beyond its physical identity?*

The Cambridge Farmers' Market can support food entrepreneurship and its development, particularly through an upper floor configured to support the needs of emerging food entrepreneurs. A redesign of the upper floor should take into consideration the inclusion of:

- A licensed food prep / processing community kitchen;
- Ability to undertake events celebrating food skills and culture;
- Reflection of the greater diversity in food options i.e. vegan, veggie meats;
- Offering business tutorials.

Three | Interviews & Outreach (cont'd.)

The Market itself can also contribute through:

- Offering seasonal or monthly stalls for specialty producers;
- Introducing tasting opportunities, particularly for new products.

The Cambridge Farmers' Market can mitigate the fear that arises from a lack of understanding the risks of being a food entrepreneur through:

- Providing opportunities to gain relevant knowledge including marketing, business planning, developing realistic timelines, financial management;
- Providing opportunities for gaining relevant experience;
- Assisting in navigating bureaucracy;
- Providing supportive resources directly and through sharing of knowledge and business connections;
- Allowing emerging businesses to develop at an appropriate pace.

The Cambridge Farmers' Market (CFM) can reach beyond its location to connect with the community. Through its relationships with its farmers and vendors, the Market has unique assets, product and resources to assist in community development. This approach allows the Market to expand its role beyond its physical identity. Ideas for this that were generated by the workshop discussions included:

- Make use of its 'product' as an asset to increase knowledge of the local food industry as well as the CFM through social media, online videos, webinars online workshops and blogs featuring the Market's product;
- Provide alternative opportunities for busy people to access market products i.e. home delivery, selling food boxes, online ordering for pick up;
- Continue to access 'pop-up' opportunities at local schools, festivals, through guest speaking at service clubs and active community involvement;
- Explore alternative market hours and approaches i.e. pop-up markets, summer nights;
- Develop an entrepreneurship learning stream working with partners such as producers, experienced food vendors (market to restaurant) and sympathetic organizations i.e. Idea Exchange, Cambridge BIA.

Three | Interviews & Outreach (cont'd.)

5 Summary of Input:

There is an existing collaboration of the CFM with the BIA that would not be difficult to expand, given the shared geography and interest of the two entities. This includes communications regarding events. The three Cambridge BIAs meet monthly so a support mechanism exists between the City and the BIA's that can assist this co-ordinated growth and outreach.

The Economic Development department does not have an existing direct link to the Market. Support is provided through access to the filming officer and the Small Business Centre and advertising. There is willingness to strengthen the relationship and positive feedback regarding the Entrepreneur model.

The BIA noted that the Hespeler artists and market work well together and that a stronger relationship is a potential area for exploration. Focusing on food would help support local restaurants and food producers, and would help with the BIA's business of making the downtown more attractive to visitors.

Economic Development is interested in the development of packages to sell to their prospects. Providing space for start-ups would be an asset. They agreed that the Cambridge Farmers' Market is a member of the economic development team and there should be better communication, more integration and cross connections. To have the three markets running different days with different vendors to avoid competition so all are champions would be advantageous. The department is considering undergoing its own strategic plan exercise. The Grand Innovation approach advanced the manufacturing sector and such an approach may work well for the market. The department is supportive of initial strategies being considered and is able to help reach out to Conestoga College.

Of the three other markets interviewed, Kitchener is the closest model to what consultations and the work of the Project Team have determined would be a successful approach to the Upper Floor. Kitchener Market's ability to run complementary events from their Kitchen have optimized the use of their facility and allowed them to increase both revenue and the profile of their vendors within the community. They provide programming during PD Days, March break and summer. They have developed good devices for measuring impact, and demonstrate a strong relationship with Kitchener's Economic Development Department to the benefit of both. They are willing to partner with the CFM in running educational series. This is crucial as the Kitchener Market has a larger staff and therefore more human resources available than Cambridge Farmers' Market has at present.

The concept of a Food Hub and aspects of support for food entrepreneurship were tested at a community engagement session in April 2019. Members of the Cambridge community were asked to respond to a series of questions as outlined in this report. Invitations were sent out to a wide range of people including key stakeholders. During the session, the group considered three questions. These questions helped inform the strategies identified to help the CFM move forward as a critical and beloved part of the core of the City of Cambridge. The raw data is available in a chart in the appendix of this report.

The Kitchener example makes clear that initial support and investment is required, with some patience for results, to make maximum use of the Upper Floor as a revenue generator and to leverage it for community support and growth. These include:

- booking mechanism allowing CFM to identify priorities
- operating resources that can build the relationships and organize the programming, without compromising other aspects of the Market operation
- greater communication within Ec Dev Department, Small Business Centre, and community partners (BIA, Idea Exchange, other community markets both within Cambridge and beyond)
- Marketing Plan supported by Economic Development Department



Four | Strategic Decision Tree

Four | Strategic Decision Tree

Approach

The strategy for capital investment and operational planning moving forward has been developed using a decision-tree approach, working forward from Project Givens to recommended actions that will support the overall goals for the CFM and Food Hub vision.

Project Givens (roughly, “defined starting points & boundaries for the strategy and planning”) include:

- that City-sponsored or offered use of space involving public access, public use, or interaction of City staff with the public necessarily involves accommodation of accessibility in accordance with legislative norms, and therefore
- that the Cambridge Farmers' Market must undergo a capital upgrade project to make its upper level accessible by elevator, with attendant renovations to Upper Level washrooms to achieve barrier-free path of travel throughout the Upper Level.
- that the present policy for City staff initiated bookings of City-owned rooms and facilities be examined (i.e. that such bookings and uses do not generate accounted revenue for the facility itself), and that consideration for City internal use of Upper Level spaces of the CFM should be accounted for in the Farmers' Market business unit, to offset cost of facility operation (washroom consumables, energy, cleaning, utilities, etc)
- that the Cambridge Farmers' Market is a significant heritage asset and that it is valued by both City leadership and the community. It is understood that abandonment of the building's upper level or a deliberate policy of neglect for the asset is not a viable option. There will, therefore, always be significant operational and asset management and capital renewal cost involved in the ownership and stewardship of this asset, *regardless of whether its upper level is used or not*. As such, financial consideration for base building stewardship and operation may be considered separate from business planning for more intensive use of the Upper Level.
- that the use of the Upper Level is bounded by the structural limitations of its floor structure.
- that the CFM's overall Business Plan and vision as Food Hub, as previously shared with City leadership, forms a foundation for this Business Plan and future direction.

The Way Forward

We believe the potential direction for Cambridge Farmers' Market, City and Community can be expressed as a decision-tree roadmap with recommendations at each stage, as follows:

Decision 1

Endorse the Project Givens, and confirm that the base building physical asset

- will remain under City ownership and stewardship, and will be maintained, protected and renewed through separate civic budget and investment, and
- that increased use of the asset (*bringing it to life*) in furtherance of community goals, is a desirable investment goal for the City and Community, not strictly subject to ROI calculations normally used in the private sector

Recommendation: Confirm these “givens” prior to moving to further consideration of capital and business planning, so that the planning for use of Upper Level can be scoped within these boundaries.

Decision 2

Provide a quick win, and demonstration of commitment to the Food Hub vision, through animation of Market Square, through construction and operation of a Community Oven and alterations to openings under the Market canopy that facilitates mid-week sales from select Market vendors.

Four | Strategic Decision Tree (cont'd.)

Decision 3

Undertake accessibility and base building upgrades to support use of the Upper Level rather than its abandonment from use. Decide whether to burden upper level business planning with considerations of ROI with respect to this investment.

Recommendation: Commit to a budget and timeline for this renewal of the base asset, through a separate City-initiated project in its capital budget program that is distinct from required funding for maintenance and restoration of the heritage asset. Do not burden an upper level plan of operation with considerations of ROI for base building cost.

This decision is a necessarily precursor to the development and implementation of any plan for use of the Upper Level, and should be decided at a fundamental level without reference to ROI or financial payback resulting from publicly accessible use of the Upper Level. There is little viability for an Upper Level business plan that is required to service debt associated with upgrade or renewal of the base building asset to meet 21st Century requirements for use of public space. Renewal and adherence to accessibility norms is simply the price of stewardship for this community heritage asset, and should be accomplished in the near term.

Although this decision is required, it is outside the scope of this Business Plan.

Decision 4

Given an established viability for use of the Upper Level going forward, decide whether to position the asset at the service of Cambridge Farmers' Market building and its usable space primarily as infrastructure for the implementation of the established Cambridge Farmers' Market Food Hub vision.

Discussion:

While it may be possible to administer the Upper Level of the building separately from the Farmers' Market operation, for use as community meeting space, or as space for meetings that support the activities of other civic departments located in the Civic Precinct, we believe that these uses of the space can be effectively accommodated as Secondary Uses, within a design whereby the Market Building is branded as a single and coherent whole, with Primary Uses promoting the Food Hub vision. Allocation of two of the three primary rooms within the floor for meetings can be an integral part of that primary usage model, and thus also available for week-day day-time meetings for other departmental activities and secondary uses.

We endorse the idea of CFM and the building as a key connector of the Civic Precinct to the life and success of the Downtown. We believe that its image and association with food should be leveraged on a "whole building" basis, for partnership and engagement with the Downtown and its renewal. The CFM Food Hub vision, combined with the Downtown streetfront presence of the market building, would form an appropriate connecting hinge between the identity and activities of the Civic Precinct with the commercial orientation of the Downtown.

The Food Hub vision involves ideas of partnership. It combines outreach in the form of support and connection to food production, distribution and economic activity with a returning influx of public growth for culture, identity and belonging. Like the tradition and culture of the Saturday market, these partnerships and supportive infrastructure can foster positive and creative links between government and private initiative.

The alternative is to dedicate the Upper Level to the service of other goals. We believe this would be a missed opportunity.

Four | Strategic Decision Tree (cont'd.)

Recommendation: A strategic plan for the Community Level as support for public benefit is both necessary and possible, and this Section of the Report outlines the overall basis for such a plan. Primary use should be in support of the Food Hub vision that the CFM has in place within its business plan. The Community Level can also serve other uses and needs, including for internal City meeting space, under the clear brand of the CFM (i.e., when secondary uses convene or use the spaces, they take away a clear impression that they have connected with the Cambridge Farmers' Market).

A Strategic Design for Food Hub Support and Growth of Community Capacity in this Important Cultural and Economic Sector

What are the potential public benefits?

Recognize the present property as a significant opportunity for public use, enjoyment, and benefit, where it is brought to life each day rather than one day a week. The facility becomes an identifiable centre for food culture and food-related economic activity, with the mission of the Upper Level and its management to support early risk-taking and entrepreneurship in this sector.

Market Level - Support for Food Entrepreneurship Step 1

The necessary changes for elevator and accessibility to the upper Community Level create the opportunity for the small space associated with market day to have a viable full-time presence at the building and bring to life the urban corner. It can cater to the opportunities associated with increased use of the Community Level by both day and evening, in a manner which is safe and secure. On Market day the area can pivot and join the regular market and its traffic/activity.

The café operator would lease directly from the City, with inclusion of market day presence.

Market Level - Support for Food Entrepreneurship Step 2

The design of elevator lobby / café provides further opportunity for stability in the café operators business planning for consignment sales of local foods being developed within the Food Hub Entrepreneurship support model, and cost-effective ways for early entrepreneurs to bring their goods to market at lower risk and cost than normally required. There are many examples of such operations.

- potential for another Market Vendor to have a daily presence, if desired
- display equipment (shelves, coolers, freezers) either rented on a linear shelf basis or provided by the food entrepreneur under arrangement with the café operator.

The entrepreneurs would lease and make consignment arrangements with the café operator.

Community Level - Support for the Vision Step 1

Retain the basic layout of the present upper level, so that each of three rooms can be used together or independently (and subject to the 50 person maximum overall total occupancy). This makes sense from the perspective of both cost and tradition in the building. Retain the Hespeler, Galt, and Preston Room designations in order to retain community connection and incorporate these connections into the Community Level and CFM brand.

Rededicate the Community Level to activities associated with the Food Hub model, as Primary Uses, managed from the revenue for such uses on a cost-recovery basis.

Community Level - Support for the Vision Step 2

Step 2 involves the installation of a Demonstration Kitchen, such as at other Ontario farmers' markets (Kitchener, for instance) as an engine for driving a culture of food appreciation and local entrepreneurship.

Four | Strategic Decision Tree (cont'd.)

We note that although a commercial kitchen that could support larger scale product production may be desirable, the upper level of the CFM building does not work well for this idea, in terms of logistics or scale. The demonstration kitchen is an appropriate scale, and can pivot from cooking classes and programs to commercial space for entrepreneur experimentation and product development, or even prep kitchen support for some Market Level vendors.

The success of this demonstration kitchen should not be dependent upon cost-recovery for the equipment and fit-up renovation. These capital costs, including equipment, may approach \$175,000, and must be seen as an investment in the community and economic benefits of support for food entrepreneurship.

Decision 4 - What programming, for the Community Level

Please see the financial appendix for revenue and expense assumptions for potential programming in pursuit of the Food Hub model, on an operating cost recovery basis.

Section 5 sets out more specific programming ideas for support of the Food Hub Model and generation of operating revenue.

Recommendation: That the Rooms in the Upper Level be used as follows:

Galt Room - Demonstration Kitchen

The demonstration kitchen can be a prime draw for use of the Community Level, in conjunction with programming that utilizes the full floor plate. It can be rented to food entrepreneurs as a commercial kitchen space for development of food product (but not likely commercial production) and to support select market vendors on or before Market days.

Cooking classes and demonstrations will link the Cambridge Farmers' Market to the full spectrum of food cultures (ethnocultural, community, local food, tastes and sustainable movements) as well as provide opportunity for hosting of events by larger local food producers and market vendors.

Preston Room - Workshop and Seminar Space

The Preston Room should be reconfigured with moveable furnishing such that a variety of seminar, class, and exchange patterns are supported. In addition, this room can be used by local community groups and for CFM Food-related summer and March break camps.

Hespeler Room - Meeting Space

The present storage function of the Hespeler Room should be accommodated elsewhere, perhaps at 17 Cambridge Street, to ensure that this room can be effectively used.

The room can function as breakout room in support of the kitchen and workshop events, and perhaps even as a regular dining room for a supper club or cooking classes. The room can function separately as a meeting room for small groups and for food entrepreneurs to plan and make use of resources that can be housing within the room. A cookbook collection could be a feature of this room and a link to the Idea Exchange. The room can also function for secondary uses for City meetings and as rented for regular evening or day meetings of other groups.

The room can provide a staff support space during summer and March break camps.



Cambridge Farmers' Market Community Consultation

- Setting the Context
- Interactive Discussions
- Have your Say!
- Fun Food Activity

THURSDAY APRIL 11

CAMBRIDGE CITY HALL | 2:00PM - 8:00PM
Bowman Room *come for the afternoon or evening or Both!*

You're invited
RSVP right away, space is limited!

What's it about?

The future path for the Cambridge Farmers' Market. Join us, and help move the Market's vision forward. For details see the Cambridge Farmers' Market website. www.cambridgefarmersmarket.ca

**Tell Us
What You
Think**

**Meet the
Project
Team**

**Join Us
April 11,
2019**

Come for the
Session 1 - 2:00pm to 5:30pm
Session 2 - 4:30pm to 8:00pm
Refreshments provided!

Tell Alix

or RSVP to aitkena@cambridge.ca



Five | Financial Projections

Five | Financial Projections

The Operational Plan proposes four new revenue streams for the Market Building, as follows [with reference to the preliminary floor plans]:

- rental of the present Galt (demonstration kitchen), Preston (multi-functional), and Hespeler (small meeting) separately for simultaneous use by different users;
- rental of the entire Community Level for uses which involve all three rooms;
- a leased café on the Market Level, with the operator controlling consignment sales of artisanal food products; and
- two potential take-out stalls operating facing the square from two of the existing market spaces (by those Market vendors).

These revenues are in addition to present Market revenues from vendors.

Revenues and operating costs for the proposed community oven are assumed to be on a neutral (cost recovery only) basis.

Capital Costs

Capital Cost to City for a proposed Market Square community oven is heavily dependent upon method of procurement and selection of features. Simple wood-fired community cob ovens constructed with recycled brick or stone and block, using volunteer or donated trades, with hose bibb water supply but no other permanent plumbing, may cost less than \$5,000. More complex models involving pre-manufactured components, gas-firing, and similar can greatly increase the cost and involve servicing and utility issues. A potential capital budget for the oven is assumed at \$30,000 (depending upon utility availability nearby).

Alterations to the Market Level facade openings and adjacent vendor space, to facilitate mid-week sales and lease revenue along the Market Square's canopy, can be accomplished at approximately \$20,000 with careful co-ordination of vendors for each of the existing facade openings.

Renovation costs for Community Level Accessibility and Market leased space are dependent upon consideration of fire protection for the Market Building and renewal of the missing fire separation at Community Level ceiling/roof, as well as extent of portico enclosure on the main level. Extent of historic restoration will also affect cost. Estimates have been previously provided to City staff.

Cost of Community Level Demonstration Kitchen, including equipment and furnishings, was estimated at mid-2019 at approximately \$175,000 (including appropriate soft costs and contingency). Appropriate escalation to date of project implementation will be required.

This Business Plan has not considered other necessary base building renewals or restorations for the historic building, which are subject to separate capital planning.

Operating Cost and Revenue

We summarize here the assumptions and resulting costs and revenues for implementation of the planning. Actual costs and revenues are dependent upon timing and extent of implementation.

Estimates of potential utilization for the Community Level spaces were projected, as well as potential rental rates. These projections, and the below-noted assumptions, were used to produce a financial pro forma and projected target revenue. There is considerable upside potential for usage of the spaces, where targets for animation of the Community Level and building are exceeded.

Further detail regarding operating cost and revenue are set out in Section 5 of this Report.

Five | Financial Projections (cont'd.)

Assumptions for Community Level Spaces

- revenue from rental of the spaces is tracked separately from revenue from direct programming;
 - as such, cost of spaces is tracked as an expense in that direct programming and assumed remitted to the Market financial account;
- the Community Level is given over to camps for nine week-long (5 or 6 day) periods each year;
- rates for space are calculated in slots (morning, afternoon, whole daytime, evening) rather than by the hour, to simplify cost of bookings and administrative overhead;
 - rental rates for space are dependent upon demand, with evening and weekend commanding higher rates than time periods during the weekday;
 - rental rates for full floor rental are lower than the sum of the individual room rental rates
- utilization rates assume a mix of full day use and half-day use rentals, and a mix of full floor rentals and individual room rentals, with allowance for vacancy. Variance is expected.
 - rates for use of full community floor have assumed utility of 16% of available weekday, 20% of available evening, and 20% of available weekend periods for "full floor" rental;
 - assumed use of the three spaces separately: 20% of available weekday, 20% of available weekend, and 20% of available evening periods (total, averaged across the three spaces).
- **total utilization of the Community Level for rentals is projected as weekday 36%, weekend 40%, evening 40% (not including time set aside for direct CFM programming & camp uses)**
- rental rates for spaces reflect similar and publicly available City-owned spaces
- financial projections assume that appropriate financial credit will be provided in Farmers' Market financial reporting for
 - use of spaces for City functions, staff meetings, and staff meetings with the public
 - subsidy or waiving of charges and fees where community groups are offered such subsidy
- use of spaces for City functions and meetings shall be secondary in priority, and superseded by bookings and programs that are the goal of the CFM business planning and animation
- utilization rates for space do not take into account restrictions of gathering or activity in response to Covid-19 or health directives that impact use of spaces
- rentals of space do not require continuous presence of City staff, and evening or weekend rentals shall involve opening and securing of the Community Level by City security staff
- cost increases for cleaning and utilities resulting from increased use of the Community Level have been estimated and included in the projections

Operating Cost and Revenue Assumptions for Market Level Spaces

- rental rates for the café / shop are reflective of rates for similar space in the Downtown, in terms of total cost of rent and other charges (not simply base rent) and taking into account the following
 - rate reflects its integral use for access to the Community Level and not as a space wholly under the control of the lessee
- additional costs for utilities are carried in the projections, given more intensive use of Market Level

We note that costs and revenue have used a 2020 base line (without allowance for Covid-19, and commensurate with timing of the preparation of this business planning). Financial planning should therefore ensure that appropriate escalation is applied once the implementation period is established.

Five | Financial Projections (cont'd.)

Breakdown of Financial Projections (expressed as changes from present revenue and cost)

Revenue Increases

Target revenue for Community Level space rental at assumed utilization rates, plus space rental revenue allocation for direct programming and camp use is:

- \$65,800 (see Chart) + \$6,200 (Direct) + \$10,100 (rentals from 18 camp programs),
- or \$82,100

Plus target revenue or financial credit for City staff and City/public meeting use of the three Accessible Community Level Rooms is:

- \$10,000 per year

Plus target revenue for space rental for café (net \$30 psf / year total including all charges):

- approximately \$18,000,

and for weeklong market window / pop-up take-outs

- \$16,800 (\$200 per week x 28 weeks x 3 vendors).

Net revenue over expenses from direct programming and camps (net non-occupancy revenue as this does not include the \$10,100 for room rentals set out above) is further projected at:

- \$18,000 per annum.

Revenue from bookings of any community oven or other animation of the outdoor Market Square has not been factored into the financial projections. It is assumed such events and uses would take a revenue neutral approach (operating costs covered by booking fees) and programming / promotion would form part of the Community Co-ordinator HTE duties with a portion of this staff cost covered in this revenue neutral approach.

Total projected revenue increase for target utilization and programming is therefore approximately \$145,000.

Operating Cost Increases

Projected Operating Cost increase Community Level	\$41,000	(see breakdown chart)
Projected Operating Cost increase Market Level	\$10,000	(estimated utilities increase)
New CFM Community Co-ordinator Position	\$52,200	(HTE, including burden)

Projected operating cost increases are therefore approximately \$103,000 (including \$52,200 for Part Time new market staffing position 25 hrs. / wk.).

Projected Net Revenue versus Operating at Full Plan Implementation (in 2020 dollars) \$42,000

assuming projected rates and target Community Level Occupancy at 38% of available rental slots.

Potential Revenue Activity

Available 3 spaces	Used singly	80.00%	of bookings
	Used as complete floor	20.00%	of bookings
		Days	Slots
Assumed Holiday / not available		14	
Available Daytime weekday (2 slots per day)		246	492
Available Daytime weekend (2 slots per day)		100	200
Available Evening (1 slot per day)		351	351
Total Slots Available			929

Assumptions

Target (from below)	Target Utilization overall
354	38%

Weekday Utilization & Revenue **\$27,658**

Space	Rate 9 am to 4:30 pm full day weekday	Revenue	Rate 9 am to noon weekday	Revenue	Rate 1 pm to 4:30 pm weekday	Revenue	Rate 9 am to 4:30 pm full day weekday	Revenue	Rate 9 am to noon weekday	Revenue	Rate 1 pm to 4:30 pm weekday	Revenue	SubTotal Slots Utilized
Slots Apportionment	40		20		20		161		80		80		
Utilization Target	40%		40%		40%		40%		40%		40%		
Slots used	16		8		8		64		32		32		161
Hespeler Rate							\$50	\$3,216	\$30	\$965	\$30	\$965	
Galt (demo Kit) Rate							\$100	\$6,432	\$60	\$1,930	\$60	\$1,930	
Preston Rate							\$70	\$4,502	\$40	\$1,286	\$40	\$1,286	
Full Floor Rate	\$200	\$3,216	\$120	\$965	\$120	\$965							
Weekday Subtotals		\$3,216		\$965		\$965		\$14,150		\$4,181		\$4,181	

Weekend Utilization & Revenue **\$17,565**

Space	Rate 9 am to 4:30 pm full day weekend	Revenue	Rate 9 am to noon weekend	Revenue	Rate 1 pm to 4:30 pm weekend	Revenue	Rate 9 am to 4:30 pm full day weekend	Revenue	Rate 9 am to noon weekend	Revenue	Rate 1 pm to 4:30 pm weekend	Revenue	SubTotal Slots Utilized
Slots Apportionment	18		9		9		70		35		35		
Utilization Target	40%		40%		40%		40%		40%		40%		
Slots used	7		4		4		28		14		14		70
Hespeler Rate							\$75	\$2,112	\$40	\$563	\$40	\$563	
Galt (demo Kit) Rate							\$150	\$4,224	\$80	\$1,126	\$80	\$1,126	
Preston Rate							\$100	\$2,816	\$60	\$845	\$60	\$845	
Full Floor Rate	\$300	\$2,112	\$175	\$616	\$175	\$616							
Weekend Subtotals		\$2,112		\$616		\$616		\$9,152		\$2,534		\$2,534	

Evening Utilization & Revenue **\$20,639**

Space	Rate evening	Revenue					Rate evening				SubTotal Slots Utilized
Slots Apportionment	70						281				
Utilization Target	35%						35%				
Slots used	25						98				123
Hespeler Rate							\$40	\$3,931			
Galt (demo Kit) Rate							\$80	\$7,862			
Preston Rate							\$60	\$5,897			
Full Floor Rate	\$120	\$2,948									
Evening Subtotals		\$2,948						\$17,690			

Total Revenue Projected	\$65,861	Target Usage of Available Slots	354
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Operating Cost Preliminary (not including program costs)

Note: cost of programs recovered through the program delivery model, on case by case, not part of this Spreadsheet

Preliminary Facility Operating Cost Increase, Community Level			
Item	Annual		
Cleaning 2 times a week	\$5,000	estimate	depends upon intensity of use
Grease intercept	\$200	Assumes 1 per year	for Demonstration Kitchen
Elevator	\$2,500	See below	
Utilities	\$3,600	estimate	dependent upon utility rates
Consumables	\$1,500	washroom, kitchen	depends upon intensity of use
Minor Cap Reserve Fund	\$5,000	Assumed 20 year, \$100k	annual contribution
Insurance	\$0	assumed umbrella	
property tax	0	assumed nil	
repairs and sim	\$2,000		
Staffing added cost	\$27,500	Portion of 1FTE	not incl. HTE CFM Co-ord.
Related Staffing Burden	\$5,700	Portion of 1FTE	not incl. HTE CFM Co-ord.
Total	\$53,000		
Less estimated present	\$12,000	present operating (underutilized, but cleaned and utilities)	
Total Increase Projected	\$41,000		

Information as supplied by City of Cambridge regarding Elevator operation costs for similar installations

Annual Elevator Operating Cost			
Maintenance Contract Annual	\$1,300		
Electrical/Utility Annual	\$300		contingency, if not included in gen utility of facility
Legislative/TSSA Licensing Annual	\$300		
Emergency Telephone Monitoring Annual	\$600		
Janitorial/Cleaning Annual		\$500	assumed in gen maintenance, not included
		\$2,500	Includes \$300 contingency / utility allowance

Summer or March Break Camps

Summer Camp or March Break Camp

Base financial model assumes no HRDC Summer Student Grant to Cover some staff cost

March Break	1	
Weeks of Summer	8	say
total weeks	9	

	Cook	Food n' Art	
Total Min. Revenue	\$3,600	\$2,640	
Total Max. Revenue	\$4,500	\$3,960	
Total Expense	\$3,575	\$2,900	
Potential Profit for Camp assuming subscribed	\$925	\$1,060	
Add CFM portion for room Revenue	\$625	\$500	
Total per Camp	\$1,550	\$1,560	
Camps	9	9	
Total per Year	\$13,950	\$14,040	\$27,990

Revenue Assumptions

	Min. Participants	Max	Location	Rev/Participant	Revenue (min.)	Rev. Max	Staff
Cooking	12	15	Farmers' Kitchen	\$300	\$3,600	\$4,500	2
Food n' Art	12	18	Taste of Grand	\$220	\$2,640	\$3,960	2
Market Corner (former Hespeler) used by camp staff							

Expense Assumptions

Cooking Camp Cost (per 1 wk. Camp)		
Food and Consumables	\$600	Assumes \$50 per participant
Staffing	\$1,600	Assumes avg. \$20 per hour and 40 hours, 2 staff, incl. Burden
Room Cost	\$625	to CFM, Assumes \$125 per day, 5 days
Extra Cleaning	\$200	
Advert and Promote	\$150	to CFM
Insurance	\$200	??
Misc	\$200	to CFM
Total Cost per camp	\$3,575	
Room Revenue to CFM	\$625	
Food n' Art Camp Cost (per 1 wk. Camp)		
Consumables	\$300	Assumes \$25 per participant
Staffing	\$1,600	Assumes avg. \$20 per hour and 40 hours, 2 staff, incl. Burden
Room Cost	\$500	to CFM, Assumes \$100 per day, 5 days
Advert and Promote	\$100	to CFM
Insurance	\$200	??
Misc	\$200	to CFM
Total Cost per camp	\$2,900	
Room Revenue to CFM	\$500	



Six | Example Programming

Section Six | Example Programming

Support for Entrepreneurs

- Sponsored Sessions (with participant fee) for
 - overviews of the regulatory requirements for development and sale of food products;
 - basic business, accounting, HR, legal, and marketing skill development, adapted to the food artisan's early needs
 - week-long or multi-week evening boot camp sessions (Food Entrepreneur ABC's)
 - basic food prep space requirements, capital project planning, and working with authorities (Health, Building, Fire, etc)
 - Promotional and Marketing Skills Development

Networking Farm-to-Table

- Downtown Cambridge restaurant operators, with Market vendors and local food suppliers and artisans (with BIA) to build connections and recognition of the Market as a Food Hub
- overviews of the regulatory requirements for development and sale of food products;
- basic business, accounting, HR, legal, and marketing skill development, adapted to the food artisan's early needs

General Public - Skill Development

- Sessions (with participant fee) for
 - knife skills, cooking basics
 - exploration of different culture's foods and use of spices, etc
 - seasonal craft skills (wreath making, candle making, seasonal urns, centre pieces, etc)
 - exploration of dietary changes (pulses, foods and climate change impact)
 - exploration of local food and Market-based menus
 - blended beverages and juicing
 - gardening classes, plant exchanges, seed library

General Interest - Lectures and Fora

- water conservation and Grand River Watershed ecosystem appreciation / history
- virtual farm tours
- nutrition, special dietary topics (diabetes, anti-inflammatory, smart eating, pre- and post-natal)
- school lunch options and strategies
- virtual garden tours and lectures

General Public - Camps and Events, General Connectivity and CFM Exposure

- art camps and food camps
- Easter break, summer camps, PD days for school age children
- tours and sessions with school classes, in connection with school boards
- rentals to community groups with diverse connection in the community, to grow connections to the Market and recognition of the Market in the Community
- Chess Club and similar clubs with broad community appeal, to build awareness and connection
- parent and child programs on Market Day, potentially including child-minding services for fee
- space for neighbourhood group leadership and neighbours within the areas adjacent to the Downtown and Market to meet monthly or for their programs. The objective of this is to once again build awareness and connection for potential Market patrons.



Seven | Conclusion

Section Seven | Report Conclusion

Cambridge and its historic Farmers' Market can support both food entrepreneurship and community/Downtown enhancement by targeted investment in access and programs to an enhanced upper floor Community Level configured to support the needs of emerging food entrepreneurs and the widest range of community uses. A redesign of this upper floor should take into consideration the inclusion of:

- A licensed food prep / processing community kitchen, at small scale;
- Ability to undertake events celebrating food skills and culture;
- Exploration of a diversity in food options both dietary (vegan, veggie meats, for instance) and across cultures;
- Programs for idea sharing, and/or assisting with product development; and
- Offering business tutorials that support entrepreneurship in the food sector.

The Market itself can also contribute through:

- Offering seasonal or monthly stalls for specialty producers; and
- Introducing tasting opportunities, particularly for new products.

The Cambridge Farmers' Market can mitigate the fear that arises from a lack of understanding the risks of being a food entrepreneur through:

- Providing opportunities to gain relevant knowledge including marketing, business planning, developing realistic timelines, financial management;
- Providing opportunities for gaining relevant experience;
- Assisting in navigating bureaucracy;
- Providing supportive resources directly and through sharing of knowledge and business connections; and
- Allowing emerging businesses to develop at an appropriate pace.

The Cambridge Farmers' Market (CFM) can reach beyond its location to connect with the community. Through its relationships with its farmers and vendors, the Market has unique assets, product and resources to assist in community development. This approach allows the Market to fulfill its role beyond its physical identity. With adoption of this Report's recommendations, it can:

- Make use of its 'product' as an asset to increase knowledge of the local food industry as well as the CFM through social media, online videos, webinars online workshops and blogs featuring the Market's product;
- Provide alternative opportunities for people to access market products in alternative ways i.e. home delivery, selling food boxes, online ordering for pick up;
- Continue to access 'pop-up' opportunities at local schools, festivals, through guest speaking at service clubs and active community involvement;
- Explore alternative market hours and small scale approaches (such as pop-up markets, or summer nights food related events); and
- Develop an entrepreneurship learning stream working with partners such as producers, experienced food vendors (market to restaurant) and sympathetic organizations i.e. Idea Exchange, Cambridge BIA.

Specific Recommendations are in the Section immediately following the Executive Summary.