

Fair Oaks Health Center Farmers Market Feasibility Study



Sophie Shank^{*}

Natalie Norton

Peter DeMarco

With

Priscilla Padilla-Romero

March 21, 2014

^{*}Corresponding author: sshank@stanford.edu

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Executive Summary

This report documents the authors' investigation into the feasibility of establishing a farmers market at the Fair Oaks Health Center. It arises out of a partnership between the Health Center and Sustainable Cities, an Urban Studies class at Stanford University. Team members included Sophie Shank, Natalie Norton, and Peter DeMarco. They worked closely with Priscilla Padilla-Romero of the Health Center's Health Education Department, who proposed the idea of implementing a farmers market at the Health Center with the goal of expanding access to healthy and fresh foods within North Fair Oaks. Stanford student and Health Center intern Preet Kaur also provided assistance by collecting survey data.

Team members assessed five components of the feasibility of establishing a farmers market at the Health Center: patient and staff interest, market scheduling, affordability, marketing, and implementation. To assess these facets of feasibility, team members collected ninety-eight paper and online surveys from patients and staff. Team members conducted three focus groups at the Fair Oaks Health Center: two with staff and one with patients. They carried out a price survey of five fruits and vegetables at grocery stores in North Fair Oaks and the California Avenue Farmers Market. Team members conducted multiple interviews with farmers market managers and government officials. These methods are described in detail in the chapters below. Key primary materials including interview notes and survey materials are contained in the Appendix.

Team members concluded that a farmers market located at the Health Center could survive financially and advance the Health Center's mission of promoting total wellness among patients, staff, and the North Fair Oaks community. Team members offer the following specific recommendations:

Patient and Staff Interest

- Pursue implementation of a clinic market in accordance with existing community interest and enthusiasm.

Timing

- The clinic market should be held on a weekday over a three-hour period.
- Market hours should include the 11:30AM to 1:00PM block.
- Whether the rest of market hours fall before or after will depend on vendor availability and perhaps could be influenced by appointment volume.

Affordability

Vendor Choice

- Reach out to vendors with less experience, who are often more willing to sell at a lower price.
- Let vendors know they will be the only fruit or vegetable vendor (so they will be able to supply their products to a substantial proportion of the customers, instead of splitting the customer base with other vendors).

- Ask vendors for specific price points of their produce, and make decisions on vendor choice accordingly. Use Sigona's and Whole Foods' prices as an upper bound on the prices the vendors could successfully sell at within the farmers market.

Nutrition Assistance Programs

- Undertake the necessary measures to accept CalFresh and FMNP.
- Admit only vendors who agree to accept CalFresh and WIC.
- Apply to participate in the Market Match program after the market's first year of operation.

Marketing and Outreach

- Advertise the farmers market online through social media
 - Post advertisements about the market on Facebook and Twitter, with pictures of the market produce so people see what types of goods they can purchase.
- Advertise the farmers market using printed materials around North Fair Oaks
 - Create flyers and posters, including information about the time and place of the farmers market, the prices of the produce (cheaper than Sigona's), the acceptance of government benefits, and the quality and variety of produce
 - Contact patient focus group participant Elizabeth Agúilar at aelizabeth32@gmail.com for help with posters
 - Post these printed materials in libraries, laundromats, schools, community centers, churches, and the Fair Oaks Health Center in North Fair Oaks and the surrounding area
- Generate interest at the market
 - Provide samples
 - Tell people about the health benefits of each specific food
 - Provide financial incentives to buy goods

Governance and Management

- If FOHC is willing to commit ten to twenty hours per week of staff time, it should consider managing the market itself.
- If FOHC is unwilling to commit ten to twenty staff hours per week, it should explore options for partnerships with Collective Roots or farmers market associations.
- Form a Market Committee composed of market advocates drawn from the staff, patients, and community

Although the Health Center must likely wait for the demolition of the old clinic before inaugurating the farmers market, it can follow several of our recommendations in the meantime. The Health Center can recruit patients, staff, and community members to join a Market Committee. If the Committee or Health Center administration find necessary, the Health Center could distribute additional surveys to patients, staff, and community members. The Health Center and/or Market Committee can decide on a management model and begin to take the steps necessary to implement it.

The Health Center's consolidation and transition to a new facility provide an opportunity to design creative ways to engage patients and community members in the clinic's total wellness model. During the course of this project, team members observed a great deal of enthusiasm among patients and staff for hosting a farmers market onsite. The investment required to establish a farmers market could generate considerable returns for patient, staff, and community health.

Acknowledgements

Team members would like to thank everyone who participated in focus groups and took surveys, the Fair Oaks Health Center staff, Priscilla Padilla-Romero, Sustainable Cities' instructor Deland Chan, Sustainable Cities' teaching assistant Carly Wais, and FOHC volunteer Preet Kaur for their contributions to this project.

Section 1: Introduction

Introducing the Project and Scope of Work

The three of us – Sophie, Natalie and Pete – signed up to work on this project after reading the description provided by our community partner, Priscilla Padilla-Romero, discussing her hopes to implement a farmers market at the Fair Oaks Health Center in order to increase access to healthy, fresh foods within North Fair Oaks. With interests in food justice, community engagement, and public health, the three of us were eager to carry out a feasibility study of this farmers market for Priscilla and the Fair Oaks Health Center. After meeting with Priscilla, we put together the three main questions we hoped to answer throughout the process:

- Is there sufficient consumer (and vendor) interest in a farmer’s market in North Fair Oaks at the SMMC Health clinic to make a farmer’s market financially feasible?
- Would a farmer’s market in North Fair Oaks expand community access to healthy, affordable food?
- More specifically, what items at what prices will attract customers and expand access to affordable, healthy food?

To answer these questions and complete a feasibility assessment for Priscilla and the Fair Oaks Health Center, we planned to create and implement a survey of patients and staff, hold two focus groups (one for patients and one for staff members) to supplement our survey data with anecdotal evidence, collect information on the current food options and prices in North Fair Oaks, identify potential vendors, and prepare market rules and regulations, permits, and a market organizational form.

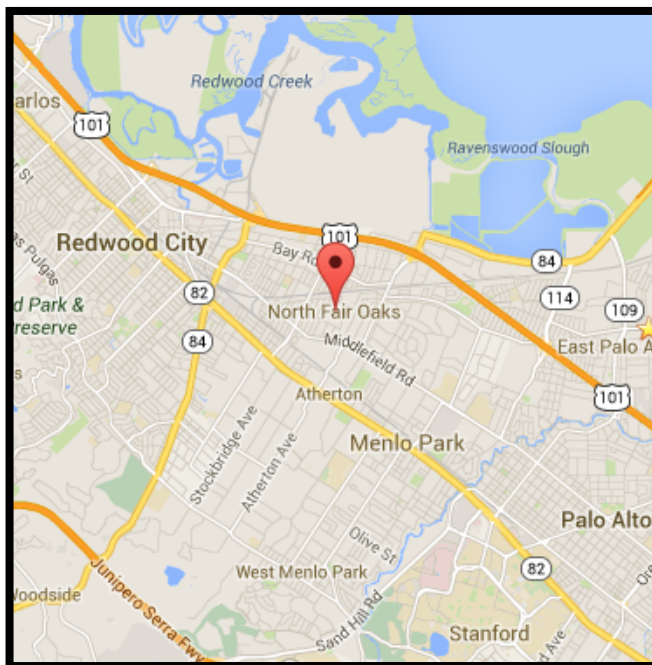
In the past ten weeks, we did indeed implement a survey (and collected 98 responses from staff and patients), hold three focus groups (two staff focus groups, led primarily by Pete and Natalie, and one patient focus group, led primarily by Sophie), collect information on current food options, and prepare rules and regulations for the market, but our Scope of Work ultimately did change a bit based on the barriers we encountered in our work. Most significantly, one map that we planned to prepare for Priscilla for the permitting process could not be completed because the old clinic has not yet been torn down. Instead, we are presenting a sample map in this handbook, along with instructions for how to complete the map when you are ready to submit the permits.

Our goal in writing this handbook is to present you with a summary of our findings and recommendations, and provide “Next Steps” that are important for implementing the farmers market.

Introducing the Community: North Fair Oaks

In our first meeting with Priscilla, our main goal was to start familiarizing ourselves with the Fair Oaks Health Center and the community of North Fair Oaks. Talking to Priscilla, we recognized that in order for the farmers market to be successful, it will be critical to have community buy-in. With this in mind, Priscilla oriented us to the community by providing the following demographics information:

the Fair Oaks Health Center is located in North Fair Oaks, a community in unincorporated San Mateo that borders Redwood City, Menlo Park, and Atherton. The demographic breakdown of the North Fair Oaks community reflects a different population compared to its neighboring cities. According to Priscilla, North Fair Oaks has a lower median income (\$31,000) and a higher unemployment rate (19%) than its neighbors. Approximately 68% of North Fair Oaks residents are below the 150% federal poverty level.



Although the Fair Oaks Health Center serves a broader population than North Fair Oaks residents alone, including patients from Redwood City, East Palo Alto, Menlo Park and North Fair Oaks, the patient population demographics mirror those of North Fair Oaks as a community. For example, 73% of North Fair Oaks residents identify as Latino, and in the clinic 70% of patients are monolingual Spanish speakers. Although the North Fair Oaks population is just under 15,000 people¹, the health center will be the medical home for 20,000 patients, and intends to conduct 70,000 patient visits per year.

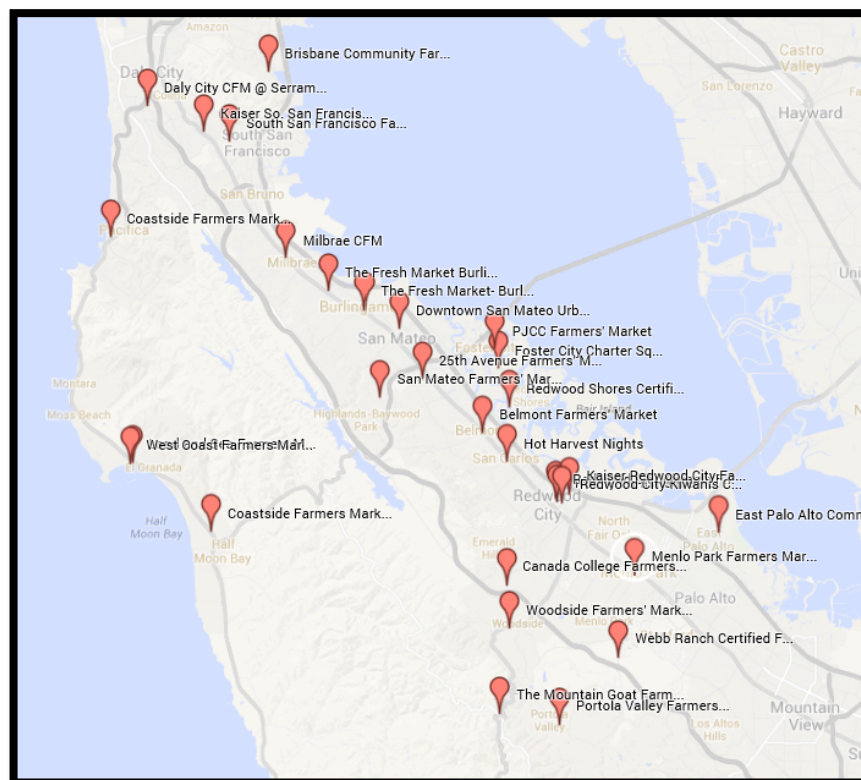
Food Access in North Fair Oaks

Since the main goal of this project is to increase the access to healthy foods in North Fair Oaks, we decided to collect information on the food options that already exist in the surrounding area. Based on the data from our survey, we have seen that 74% of patients and staff respondents are satisfied with the food options within North Fair Oaks already. Our survey respondents most commonly shop at Costco and Foods Co. Although 75% of survey respondents had been to a

¹ North Fair Oaks Community Plan, *available at*: <http://planning.smcgov.org/documents/nfo-plan>

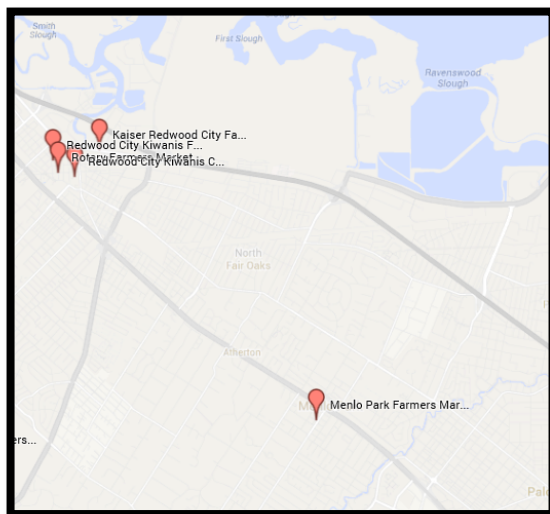
farmers market before, in our focus groups we determined that most did not shop at farmers markets on a regular basis, though participants would be interested in doing so.

The county of San Mateo is home to a substantial number of existing farmers markets², as shown below (see Appendix for more detailed information about the existing farmers markets):



Although farmers markets exist throughout San Mateo, the community of North Fair Oaks itself does not have a farmers market:

² Current Markets Info, available at: <https://s3.amazonaws.com/piazza-resources/hm2brytl84cv3/hq130ro3pq55vt/CurrentMktsInfo.pdf?AWSAccessKeyId=AKIAJKOQYKAYOBKKVT&Expires=1394512666&Signature=diO5cZMI%2Bi9g9FE8EiCSie0jAo4%3D>



Indeed, the North Fair Oaks Community Plan cites the fact that residents have limited access to farmers markets as a barrier to physical health, and advocates the creation of a farmers market within North Fair Oaks along Middlefield Road.³ Many focus group participants agreed that a farmers market at the Fair Oaks Health Center would increase their access to healthy food.

The three of us have enjoyed the opportunity to learn about access to healthy foods in low income communities through the lens of this project in North Fair Oaks. Through our literature review and interviews with market managers of other farmers markets in low income areas, we have come to see farmers markets as an effective strategy to expand access to healthy and affordable food. As we collected data from the staff and patients at the Fair Oaks Health Center, we have seen strong community buy-in within this particular area for a farmers market, which reinforces our findings that farmers markets can be an effective way to provide access to healthy, affordable foods. Finally, throughout this project, we learned about the importance of government benefit programs that incentivize recipients to buy healthy foods. As we discuss in our “Affordability” section, benefits programs like CalFresh, WIC and MarketMatch can be used in conjunction with farmers markets to make fresh fruits and vegetables available to low-income populations. Healthy eating habits are necessary for a healthy lifestyle, so we see the implementation of farmers markets as an effective strategy for boosting the health of a community.

We have also come to conclude that a farmers market at the health center would support the total wellness approach of the Fair Oaks Health Center that Priscilla described in our first meeting. Since merging three clinics (Willow Clinic, Fair Oaks Children’s Clinic and Fair Oaks Adult Clinic), on December 16, 2013, into this comprehensive health center, the staff have focused on a preventative approach toward health, rather than only treating symptoms when they

³ North Fair Oaks Community Plan Chapter 5: Health and Wellness, *available at*: http://planning.smcgov.org/sites/planning.smcgov.org/files/documents/files/NFO_CH%205_Health%26Wellness_12-07-2011.pdf

become particularly burdensome. The new focus on total wellness and the new facilities that support this approach align closely with the goals of expanding access to healthy and affordable foods at a farmers market at the clinic, and we believe that a farmers market does have potential to engage the community in developing and cultivating healthy lifestyles.

Related Appendix Materials

- Original Scope of Work
- North Fair Oaks Community Plan
- Current Markets Info
- Map of Existing Farmers Markets
- January 13 Fair Oaks Health Center Presentation by Priscilla Padilla-Romero
- Survey Responses (*Included Under Section 3- Evaluating Interest*)
- Focus Group Summaries (*Included Under Section 3- Evaluating Interest*)

Section 2: Literature Review

This section offers brief reflections on three topics: the role of farmers markets in increasing low-income communities' access to fresh produce, the connection between farmers markets and health care facilities, and the methods of farmers market feasibility studies.

Low-Income Communities and Farmers Markets

Farmers markets in the Bay Area and beyond are often perceived as catering to middle- and upper-income clienteles. But farmers markets can and do serve low-income communities. A recent Project for Public Spaces and Columbia University survey found that only seventeen percent of urban, low-income individuals who do not shop at farmers markets cited price as a reason for avoiding those markets.⁴ The most common reasons for not shopping at farmers markets were lack of awareness of the market's hours and location and an inability to complete all food shopping at the market.

The same survey found that low-income respondents who do shop at farmers market go for competitive prices, healthy options, convenience, and socializing. Several Bay Area farmers markets, including the East Palo Alto Community Farmers Market and Phat Beets' North Oakland markets, serve low-income communities. Farmers markets in low-income areas must tailor their strategies to the needs of their customers. To survive financially and serve the community, markets in low-income areas often:

- Accept nutrition benefits.
- Recruit racially diverse vendors.⁵
- Recruit farmers who practice agro-ecological farming but are not organically certified. Often these farmers who can sell healthy produce at lower prices.
- Operate Community Supported Agriculture programs that help make up for the lower purchasing power of patrons.⁶

Health Care Facilities and Farmers Markets

Health care institutions, particularly those committed to the total wellness approach to community health, are increasingly hosting on-site farmers markets. The benefits of hosting a farmers market on-site include increasing access to fresh produce for patients, staff, and community members; increasing staff morale and patient satisfaction; improving community relations; and supplementing the facilities' nutrition education programs.⁷ Several area health institutions support farmers markets including several

⁴ Project for Public Spaces & Columbia University Institute for Social and Economic Research and Policy, *Farmers Markets as a Strategy to Improve Access to Healthy Food for Low-income Communities and Families* (2013) 11, available at: <http://tinyurl.com/n92ogqo>.

⁵ See Lian M. Boos, *A Farmers' Market in a Food Desert: Evaluating Farmers' Market Effects on Food Accessibility in Richmond, CA* (Undergraduate Senior Thesis) available at: <http://tinyurl.com/mljot63> (finding that racially diverse vendors at the Richmond Farmers Market made the market more appealing for customers). Phat Beets has developed relationships with African American farmers at its North Oakland markets, and Collective Roots often hosts Salinas-area farmers-in-training from ALBA.

⁶ See <http://tinyurl.com/cqoqzdo>.

⁷ *Health Care Without Harm, Farmers' Markets and CSAs on Hospital Grounds, Going Green: A Resource Kit for Pollution Prevention in Health* (2007).

Kaiser hospitals, the Santa Clara Valley Medical Center,⁸ Ravenswood Family Health Center, North Oakland Arlington Medical Center, and North Oakland Children's Hospital.

One advantage of operating a farmers market at a health facility in a low-income area is that staff customers bring additional purchasing power that can help make the attending the market profitable for vendors. But staff participation is not guaranteed. Nicole Wires at Collective Roots reported that staff participation at the East Palo Alto market is low, in part because staff perceive the market as an amenity for patients rather than them.⁹ Jerry Lami of West Coast Farmers Market Association told us that staff at El Camino Hospital rarely attend the on-site farmers market because their breaks are too short.¹⁰ Our survey and focus groups discussed in Section X revealed high levels of staff interest, but that interest will only be converted to participation if the market is structured in a way that is accessible to staff.

Farmers Market Feasibility Studies

We reviewed feasibility studies conducted for proposed farmers markets in Los Angeles's Sylmar neighborhood and Broome County, New York. The Sylmar study outlined local demographics, conducted price comparisons of selected fruits and vegetables at local grocery stores and a farmers market, and evaluated potential locations.¹¹ The Broome County study evaluated a proposed regional farmers market and so was more extensive. It involved interviews with farmers, public officials, and consumers, and a statistics and GIS-based estimate of likely market revenue under different conditions.¹²

The UC guide to starting a farmers market, in this regard and many others, proved the most helpful.¹³ In addition to providing a step-by-step process, the authors emphasize that vision is just as important as assessment in the start-up phase. Raw data on customer demand and purchasing power is helpful, but markets are not built on statistics. They require coalitions of enthusiastic supporters. Market planning should be collaborative from the early stages onward.

Related Appendix Materials

- Project for Public Spaces & Columbia University Institute for Social and Economic Research and Policy, *Farmers Markets as a Strategy to Improve Access to Healthy Food for Low-income Communities and Families* (2013)
- UC Small Farm Center, *Starting a New Farmers Market*, The Farmers Market Management Series Vol. 1 (Desmond Jolly, ed.) (2005).
- Health Care Without Harm, *Farmers' Markets and CSAs on Hospital Grounds, Going Green: A Resource Kit for Pollution Prevention in Health* (2007).
- Interview Notes

⁸ <http://tinyurl.com/ku5vw24>

⁹ See Interview Notes in Appendix.

¹⁰ See Interview Notes in Appendix.

¹¹ <http://tinyurl.com/ko2cbg7>

¹² <http://tinyurl.com/mts3m7d>

¹³ UC Small Farm Center, *Starting a New Farmers Market*, The Farmers Market Management Series Vol. 1 (Desmond Jolly, ed.) (2005).

Section 3: Evaluating Interest

This section discusses the methods and results of evaluating clinic staff and patient interest in having a farmers market at the FOHC. We administered a survey (n=98) and conducted three focus groups (two with staff, one with patients) to assess desire for a clinic market and reasons for or against it. Our purpose was to find out if, based on community interest, a clinic market could provide the community with a desired service and receive enough community support to be feasible.

Recommendations

Based on our research, there is considerable interest and enthusiasm for a clinic market. We recommend that implementation of a clinic market be pursued in consideration of the clinic community.

Methods

Survey

We designed a paper survey, available in Spanish and English, of 10 research questions. Our questions aimed to gather information about:

- When and where respondents currently buy groceries
- Their satisfaction levels with produce at their grocery stores
- If they would shop at a clinic market
- If they would shop with or without scheduled appointments
- What items they would like to see at a clinic market
- How they travel to the clinic
- Their clinic affiliation
- WIC and CalFresh eligibility

The survey also collected information on age, number of people in the household, zip code, and if the respondent is open to being contacted in the future. Please see the Appendix for an electronic copy of the survey.

We administered the survey in waiting rooms at the clinic and also sent an electronic version out to staff to fill out at their convenience. When necessary, the survey was conducted by a project team member; otherwise, respondents filled them out independently. Preet Kaur, fellow Stanford student and FOHC intern, helped with survey distribution.

Survey data was coded and entered into Excel and then analyzed in Stata, a general-purpose statistical software package.

Focus Groups

We conducted three focus groups in order to facilitate deeper conversation about the prospect of a market at FOHC. Two staff focus groups, with seven participants each, were held on February 25, 2014. One patient focus group, with six participants, was held on February 26, 2014. Although we employed a

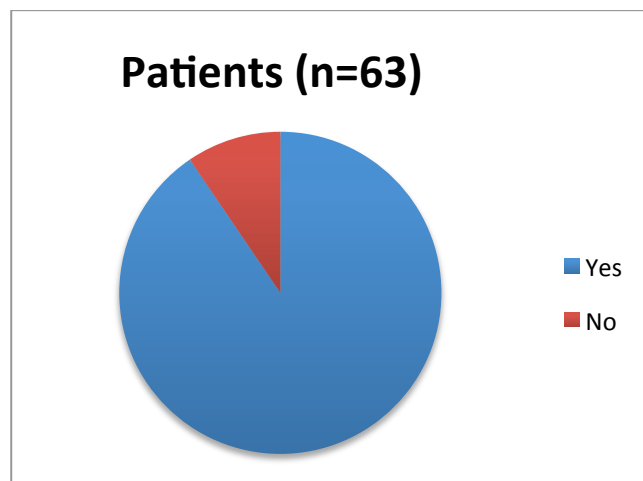
fairly flexible directing strategy to allow the conversation to flow, the general format of these sessions was as follows:

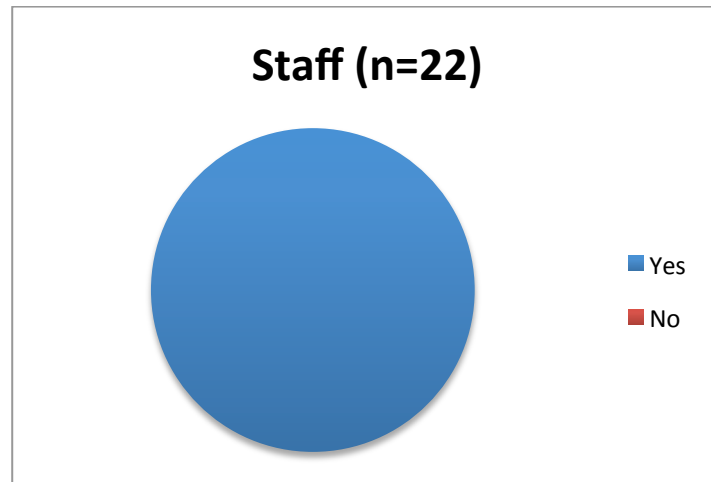
- Introduction
 - Introduce ourselves and provide an overview of the project
 - Go over our agenda
 - Explain that we will move into a discussion around questions regarding the idea of the clinic farmers market. Emphasize that there are no wrong answers. Reiterate that our goal is to understand the clinic community's interest and ideal vision for a farmers market so that we can incorporate the feedback into the next steps of this project.
- Discussion Questions
 - First questions: "What do you think of farmers markets in general? What do you think about the idea of having one at the clinic?" This will allow us to assess understanding of farmers markets and this particular project and clarify any misunderstandings at the beginning of the session.
 - Address a series of questions surrounding market scheduling, items to be sold at the market, food access and shopping/eating habits and preferences, clinic atmosphere, potential barriers, and anything else that the participants bring up. Record the conversation and give participants the opportunity to write their thoughts down.
- Conclusion
 - If there is time, ask the participants to brainstorm a logo or name for the market.
 - Give participants the opportunity to fill out the paper survey
 - Thank participants for their time and input, and emphasize how important it is to us to incorporate their thoughts into the project.
 - Invite participants to learn more at our final presentation.

Results

Survey

"Would you shop at a farmers market at the FOHC?"





“Why or why not?”

Reasons in favor	Reasons opposed
Better choices and quality	Don't come too often, only for check-ups
Closer	Live too far away
Convenient	
Time-saving	
Easy access and to support the cause	
Good to try new things	
Fresh	
Organic produce	
If it's not too expensive	

“Which of these items would you like to buy at a farmers market? Check all that apply.”

With this question, respondents were given a list of items to choose from. The top 10 choices were:

- Apples
- Oranges
- Strawberries
- Onions
- Tomatoes
- Cucumbers
- Lettuce
- Carrots
- Spinach
- Potatoes

Across the board, respondents were eager to see produce of any kind. Little interest was shown in milk or eggs. Fresh juice and flowers came up several times as additional items of interest. Interest in prepared foods was not expressed in the survey.

Focus Groups

Patient:

In summary, the participants of the patient focus group expressed enthusiasm for the prospect of a clinic market. The health benefits of fresh fruits and vegetables were the biggest motivating factor. The affordability of the food was their main concern. The participants agreed that a market at FOHC would expand their access to fresh, healthy food.

Please see the Appendix for a complete write-up.

Staff:

In summary, those who participated in our two staff focus groups were very excited about the idea of having a market at the clinic. Some even expressed willingness to pay higher prices for market produce in order to subsidize patient purchases, showing a high level of commitment to this project. They noted the potential opportunities for integrating clinic programming into the market, mentioning things like CalFresh/WIC, nutrition education, gardening, and cooking demonstrations. The opinions expressed by the participating staff confirmed that a clinic market would receive substantial support from the staff community.

Please see the Appendix for a complete write-up.

Conclusion

Through surveys and focus groups we have found that the clinic community has considerable interest in having a farmers market at FOHC. We recommend that implementation of a clinic market be pursued with the understanding that sufficient support would be in place and a useful service could be provided.

Related Appendix Materials

- Survey Data
 - *FOHC Survey Data*
 - *FOHC Survey Data Spreadsheet Codebook*
 - *Updated Survey Draft (English and Spanish)*
- Patient Focus Group
 - Patient Focus Group Notes
 - *Patient Focus Group 2-26 (picture)*
 - *Patient Focus Group Detailed Notes (Spanish)*
 - *Patient Focus Group Overview*
 - Patient Focus Group Set-Up
 - *Patient Focus Group Flyer- Weds, Feb 26th*

- *Patient Focus Group Door Sign*
- Staff Focus Group
 - Staff Focus Group Notes
 - *Pete Staff Focus Group Notes*
 - *Staff Focus Group 1 (picture)*
 - *Staff Focus Group 2 (picture)*
 - *Staff Focus Group 3 (picture)*
 - *Staff Focus Group 4 (picture)*
 - *Staff Focus Group 5 (picture)*
 - *Staff Focus Group Market Drawing 1 (picture)*
 - *Staff Focus Group Market Drawing 2 (picture)*
 - Staff Focus Group Set-Up
 - *Staff Focus Group Flyer- Tues, Feb 25th*
 - *Staff Focus Group Sign-In*

Section 4: Market Scheduling

This section discusses the options for the day of the week and time of day the proposed market could be held. We used survey data and focus group feedback to examine current shopping behavior and desired market timing to inform our recommendations. Vendor scheduling was also considered.

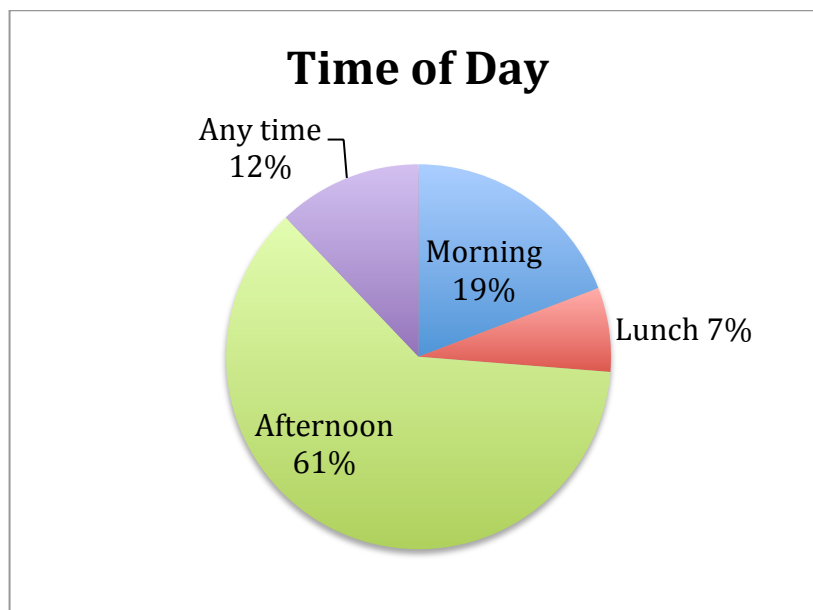
Recommendations

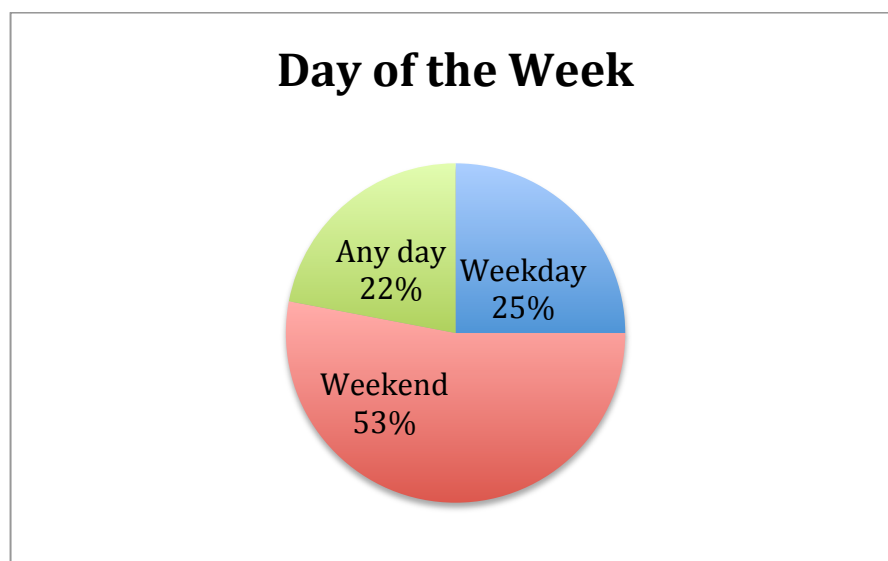
1. The clinic market should be held on a weekday over a three-hour period.
2. Market hours should include the 11:30AM to 1PM block.
3. Whether the rest of market hours fall before or after will depend on vendor availability and perhaps could be influenced by appointment volume.

Survey Feedback

Two questions in our survey dealt directly with scheduling of the market: 1) When do you usually do grocery shopping (what hours and what days)? and 2) If the clinic had a farmers market would you a. shop there before or after appointments at the clinic, and b. shop there even if you didn't have an appointment?

“When do you usually do grocery shopping (what hours and what days)?”

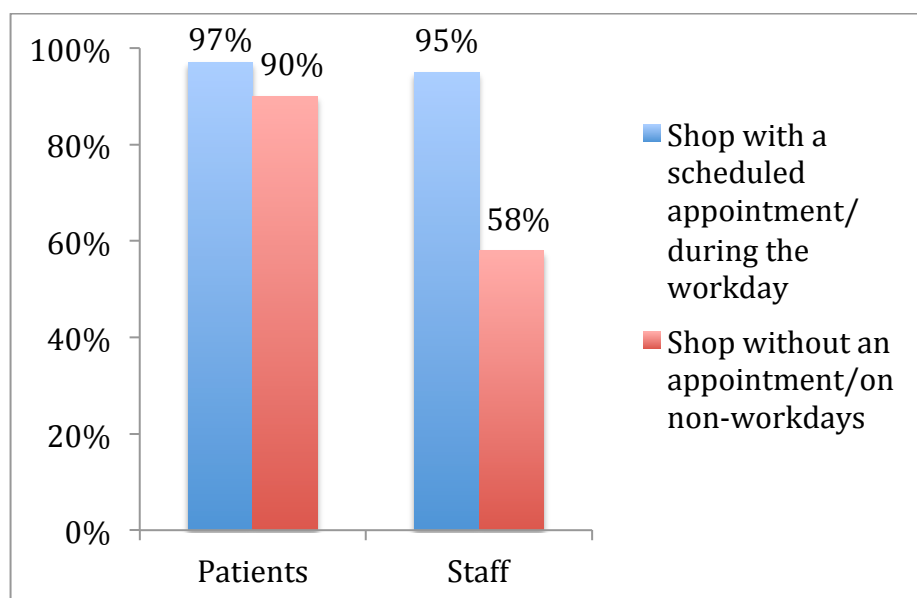




Those who shop on the weekdays were more likely to report shopping in the afternoon/evening. Those who shop on the weekends were more likely to report shopping in the morning.

“If the clinic had a farmers market, would you shop there before or after appointments? Would you shop there even if you didn’t have an appointment?”

Percent of respondents who said yes:



Focus Group Feedback

Staff focus groups:

Feedback from both of our staff focus groups, totaling 14 participants, suggested that it would be feasible for staff to find time to attend a clinic farmers market during the workday. Lunchtime was the most popular option and was highlighted as an opportunity for catching patients leaving 11:30AM appointments and arriving for 1PM appointments. Staff said that finding a place to store produce during the day would not be an obstacle. Late afternoon/early evening was suggested as an alternative. It was noted that having different times during the week would help reach more people.

Patient focus group:

These participants said that they would attend the farmers market after appointments at the clinic, and would also come even if they did not have appointments. In particular, the participants recommended that the Fair Oaks Health Center hold the farmers market on Saturdays or Sundays. One participant explained, “La mayoría como somos Latinos trabajamos casi de lunes a viernes, y descansamos el sábado o el domingo,” saying that the majority of this community works Monday-Friday. The other participants agreed that it would be best to hold the market on Saturday or Sunday when they have time off from work.

Coordinating with Area Markets



EPA Community Farmers' Market:	April-Dec	Wed 12pm-3pm
Kaiser Redwood City Farmers' Market:	May-Sept	Wed 10am-2pm
Redwood City Kiwanis CFM:	April-Nov	Sat 9am-12pm
Rotary FM Redwood City:	May-Sept	Tues 4-8pm
Canada College Farmers Market	Year-round	Sun 9am-1pm
Menlo Park Farmers Market	Year-round	Sun 9am-1pm

The map and market schedules above provide information on the existing farmers markets near the FOHC (shown by the green dropped pin). The main motivation for considering other area markets when scheduling the clinic market is the potential for making the clinic

market convenient for vendors. If an interested vendor is attending one of the other markets in the area, it may be possible to schedule the clinic market before or after the other in order to allow the vendor to visit multiple markets in one day.

Additionally, it may be important to consider the types of markets that exist in the area. For example, the EPA Community Farmers Market works towards goals that match those of the clinic – they aim to expand food access in a low-income community. Vendors here may be particularly interested in working with the clinic. Many Bay Area markets that run on the weekends are larger and serve higher-income communities (such as the Menlo Park Farmers Market or the Cal. Ave. Farmers Market in Palo Alto).

Conclusion

While the survey data and the feedback from the patient focus group suggest running a farmers market on the weekends, we believe that there is good reason to hold the farmers market during the week. This will ensure staff involvement and patient foot traffic and will make it easier to tie the market to clinic activities (e.g. nutrition education). These factors will contribute to the building of the clinic community. It is likely that attracting vendors to a weekday market will be easier because preexisting weekend markets are larger, more profitable, and therefore more attractive to vendors.

We recommend that the market hours include the 11:30AM-1PM block in order to incorporate staff lunch breaks and the patient passing period as they leave appointments ending at 11:30AM and arrive for those starting at 1PM. Whether the rest of the market hours fall before or after that window will depend on vendor availability and perhaps could be influenced by peak appointment hours in order to reach as many patients as possible. We recommend that the market lasts for three hours.

As the market grows and the clinic opens for Saturday hours, it may be feasible to consider a Saturday market in the future. In these early stages, however, we recommend the scheduling suggested above.

Related Appendix Materials

- Survey Data (included in Section 3 – *Evaluating Interest*)
- Patient Focus Group Notes (included in Section 3 – *Evaluating Interest*)
- Staff Focus Group Notes (included in Section 3 – *Evaluating Interest*)

Section 5: Affordability

This section includes brief reflections on the importance of affordable prices at the farmers market. The section is broken into three main parts: the need for affordability, the choice of vendors as a strategy to maximize affordability, and the use of nutrition benefits such as CalFresh, the Women, Infants, and Children (WIC) and Senior Farmers Market Nutrition Program, and WIC Fruit and Vegetable Checks, at the farmers market.

The Importance of Affordability

The extent of community buy-in and the success of the farmers market “depende en el precio y todo esto,” depends on the price of the fruits and vegetables the vendors sell, according to the participants in our patient focus group. Several times throughout our overall conversation, price came up as a determining factor in food choices. One couple completed each other’s sentences as they described the way people in their community decide on where to shop: “la gente dice, ‘si voy a la Costco o voy a Sigona, voy a la Costco.’” “En Costco hay cosas buenas” “y más baratas” “que el Sigonas” (the people say, ‘if I go to Costco or go to Sigona, I will go to Costco. In Costco there are good things, and cheaper things than in Sigona’s’). Unfortunately, they indicated that some of the places that sell fruits and vegetables at cheaper prices sell lower quality produce. One participant in the focus group described that at Mi Pueblo, “a veces la fruta está magullada, pero está poco barata. Vas a WholeFoods, la comida está un poco más caro pero la no está magullada la fruta” (sometimes the fruit [at Mi Pueblo] is bruised, but it is cheaper. You go to WholeFoods, the food is a little more expensive but the fruit is not bruised).

We did a price comparison between several of the main groceries in North Fair Oaks on Friday, March 7, taking the prices of the cheapest variety of each food, and found that there is indeed a fairly wide range of prices between stores like Foods Co and Chavez and the organic produce at Sigona (see Appendix). Some of Sigona’s organic products cost over one dollar more per lb than products at Foods Co and Chavez, and, in fact, organic carrots at Sigona’s cost over two dollars more per pound than the carrots at Foods Co and Chavez.

Item	Quantity	Foods Co	Chavez	Sigona's
Oranges	1 lb	\$0.89	\$0.89	\$1.29
Organic oranges	1 lb	X	X	\$1.99 (pesticide free)
Yellow Onion	1 lb	\$0.79	\$0.99	\$0.99
Organic onions	1 lb	X	X	\$1.50
Apples	1 lb	\$0.78	\$1.39	\$1.99
Organic apples	1 lb	X	X	\$2.99
Carrots	1 lb	\$0.50	\$0.69	\$0.99
Organic carrots	1 lb	X	X	\$2.99
Spinach	1 bunch	\$1.29	\$1.29	\$1.99
Organic spinach	1 bunch	X	X	X

Although our participants in the patient focus group would like to eat organic, fresh products from WholeFoods and Sigona, they ultimately shop most often at Costco and Foods Co, as do the respondents in our survey, because the prices are more reasonable.

Conclusion

Ultimately, the patient focus group indicated to us that affordability of the produce may be the most important factor for the extent of community buy-in.

Although farmers market produce prices can be competitive with supermarkets, low-income customers may still struggle to purchase fruits and vegetables. Low-income consumers tendency to purchase fruit and vegetables is particularly sensitive to price fluctuations.¹⁴

We will outline two strategies that can be used to increase the affordability of the farmers market: the choice of vendors that sell at reasonable prices and the utilization of government benefit programs such as CalFresh.

Related Appendix Materials

- Price Comparison Chart, March 7th
- Cal. Dept. of Food & Agriculture, Improving Food Access in California: Report to the California Legislature (2012) 26.
- Patient Focus Group Notes (*Included in Section 3- Evaluating Interest*)
- Survey Data (*Included in Section 3- Evaluating Interest*)

Vendor Choice to Maximize Affordability

Different vendors sell goods at different prices, so when you are recruiting vendors, you can ask about what prices they are willing to sell at. When we talked to Nicole Wires at Collective Roots about attracting vendors that are willing to sell at lower prices, she gave us different ways to consider recruiting vendors. Nicole Wires suggested contacting nearby county farmers market lists and asking other markets in Redwood City if they have a waiting list. She also said it is possible to work with training programs like Alba Organics, that gives new farmers the chance to participate in farmers markets for the first time. These farmers may sell their goods at more affordable prices, but one challenge is that working with new farmers requires more paperwork.

Nicole Wires also let us know that the East Palo Alto Farmers Market typically has one fruit vendor and one vegetable vendor, so the vendors do not feel their customer base is split between vendors selling the same goods. With more consumers, vendors may be willing to sell at lower prices. In order to incentivize vendors to come to the market and sell to a lower-income population, Collective Roots also operates a CSA out of its market. Market supporters with higher willingness to pay commit to purchasing a weekly box of produce. The CSA provides vendors with an additional revenue stream that increases their likelihood of continuing to sell at a market where most patrons have limited purchasing power.

¹⁴ Cal. Dept. of Food & Agriculture, Improving Food Access in California: Report to the California Legislature (2012) 26.

Finally, some vendors have grown organic products, but have not gone through the official certification process for their organic goods. Without the certification, these vendors may be willing to sell their goods at a lower price than other vendors.¹⁵

Conclusion

In conclusion, we recommend that when you reach out to vendors, you start by reaching out to farmers with less experience (who are therefore often more willing to sell at a lower price), and make sure that vendors are willing to sell their goods at lower prices. When you ask about price points, you can let them know that they would be the only fruit or vegetable vendor (so they will be able to supply their products to a substantial proportion of the customers, instead of splitting the customer base with other vendors). However, you should also make sure they know that North Fair Oaks is a lower income community, and check to see what price they are willing to sell their goods for. The patient focus group indicated that Sigona and WholeFoods' prices are too high for them to shop there on a regular basis, so we recommend considering Sigona and Whole Foods' prices as an upper bound on the prices the vendors could successfully sell at within the farmers market.

Related Appendix Materials

- Interview with Nicole Wires

Nutrition Benefits

Although the recruitment of vendors is important, in our interviews and literature review, the most commonly cited method of increasing the affordability of a farmers market is through the acceptance of government benefit programs. The clinic can greatly increase the likelihood that low-income patients and community members will shop at its market by enabling customers to pay with nutrition benefits.

Nutrition benefits include CalFresh, the Women, Infants, and Children (WIC) and Senior Farmers Market Nutrition Program, and WIC Fruit and Vegetable Checks. About half of U.S. farmers markets accept nutrition benefits.¹⁶ In San Mateo County, fourteen of twenty-five certified farmers markets accept at least one form of these nutrition benefits.¹⁷ Nine markets in the County also participate in Market Match, a program that matches patrons' nutrition benefit expenditures at farmers market up to a certain value (usually \$5 or \$10).

Recommendations

- Undertake the necessary measures to accept CalFresh and FMNP benefits.
- Admit only vendors who agree to accept nutrition benefits.

¹⁵ See Lian M. Boos, A Farmers' Market in a Food Desert: Evaluating Farmers' Market Effects on Food Accessibility in Richmond, CA (Undergraduate Senior Thesis) available at: <http://tinyurl.com/mljot63>

¹⁶ Meghan Hoyer, Closing SNAP's food-voucher gap at farmers markets USA Today July 13, 2013 available at: <http://tinyurl.com/kwlywn>

¹⁷ <http://tinyurl.com/kxgf8dk>

- Apply to participate in the Market Match program after the market's first year of operation.

CalFresh

CalFresh is the California program for the federally funded Supplemental Nutrition Assistance Program (SNAP). The steps for applying to accept CalFresh at a farmers market are clearly and concisely described in Ecology Center's publication "The Simple Guide for Market Managers: EBT Access at Farmers' Markets."¹⁸ Vendors do not need to apply to accept CalFresh.

After successfully applying, most of the market's responsibilities fall on market day. Market staff operates a point-of-sale (POS) device (provided free by the State) on market day. Customers tell staff an amount of money to debit their CalFresh accounts. This money is transferred to the Market's account. Then staff provides the customer with an equivalent amount of Electronic Benefit Transfer (EBT) scrip, oftentimes wooden tokens. The customer spends this scrip as if it were money. At the end of the market day, vendors receive the money equivalent of the scrip that they have collected.

Non-market day responsibilities include vendor education and basic accounting to keep track of scrip handed out, scrip redeemed, and amount debited from CalFresh accounts.

Only 53% of eligible recipients are enrolled in CalFresh, the lowest enrollment rate of any state.¹⁹ The clinic should consider promoting CalFresh enrollment at its market, both as an end in and of itself and to build the market's customer base.

Contact Carle Brinkman at Ecology Center with any questions.

WIC

There are two nutrition benefit programs that fall under WIC: WIC and Senior Farmers Market Nutrition Program, and WIC Fruit and Vegetable Checks.

WIC and Senior Farmers Market Nutrition Program (FMNP)

The FMNP distributes \$20 in \$4 purple checks to eligible persons for use at a farmers market between May and November. Recipients can use these benefits to purchase items from a list of approved fruits and vegetables. Vendors can cash these checks at banks. The market must apply to accept FMNP. The market manager must receive training for the operation of the program – either in person or via a webinar. The Market Manager can then train vendors to accept checks.²⁰

WIC Fruit and Vegetable Checks (FVC)

¹⁸ Available at <http://tinyurl.com/mebb6uu>.

¹⁹ CDFA, Improving Food Access, at 9.

²⁰ Program Overview: <http://tinyurl.com/m2jkj64>

FVC distributes green checks in increments of \$6, \$8, and \$10. FVC is a smaller program than FMNP. It requires the Market Manager to obtain additional training. There is currently a wait list to receive this training.

Note:

FMNP redemption rates are only about 60%, and FVC redemption rates are about 40%.²¹ Ecology Center observes that distributing these benefits at farmers market significantly increases redemption rates.

Market Match

Market Match is a program administered by the Ecology Center. Farmers market customers using nutrition benefits at participating markets have their expenditures matched up to a certain level, usually five to ten dollars. Even small subsidies can significantly increase low-income customers' purchasing power and market participation. 81% of participants in a similar program in Michigan reported increasing their fruits and vegetable purchases, 66% reported attending farmers markets more frequently, and 58% reported trying new types of produce.²²

Markets submit applications to participate to Ecology Center. Ecology Center does not award funding. Participating markets agree to seek funding for the program.²³ Because administering the program involves a moderate time investment, Ecology Center recommends that markets wait until at least their second year of operation before applying.

Conclusion

Although applying for and accepting nutrition benefits entails some additional administrative burdens, the benefits for a market serving a low-income clientele are immense. The clinic should prioritize the application process for CalFresh and FMNP. Once the capacity for administering those programs has been established, the clinic should apply for Market Match and should investigate WIC FVC.

Related Appendix Materials

- Ecology Center, "The Simple Guide for Market Managers: EBT Access at Farmers' Markets."
- WIC FMNP Market Manager Application and Application Instructions
- WIC Market Manager training schedule
- Market Match Application

²¹ CDFA, Improving Food Access, at 25.

²² *Id.* at 26.

Section 6: Marketing and Outreach

We have found that the vast majority of the patients we have surveyed would like to attend a farmers market at the Fair Oaks Health Center, but in order to truly get people to come, it will be important to make sure people within the surrounding community know the details of when and where this farmers market will take place. Because of this, it will be key to advertise the market throughout North Fair Oaks, so that the entire community can benefit from the healthy foods available through the farmers market.

Our main investigation of marketing and outreach strategies comes from our interview with Nicole Wires, from Collective Roots, and the focus group for patients at the Fair Oaks Health Center. In fact, in our focus group, before I even introduced my own questions about marketing and outreach, one patient asked, “Como va Priscilla a hacer un advertisement?” (How will Priscilla make an advertisement?). This participant then reminded us that it is important to advertise the market widely since the goal is that all of Redwood City comes, but if the market is not broadly advertised, most people will think it is only for the patients and/or staff at the Fair Oaks Health Center.

The participants of the focus group recommended disseminating information across the internet, through advertisements on Facebook and Twitter. They also recommended more old-fashioned routes of getting people to join, such as posters and flyers around Redwood City. One woman joked that the Fair Oaks Health Center should make a big poster, and put it up at Sigona’s. More seriously, they recommended posting flyers in the libraries, laundromats, schools, and churches.

In the focus group, participants identified that it is important to include information in the flyers about the time and place of the farmers market, the prices of the goods, and the type of quality and variety of produce that will be available. See examples of flyers drawn by participants in the Appendix. One participant who was particularly interested in the farmers market offered to help out in the future with posters, so I have included her contact information under “Next Steps.”

Nicole Wires identified multiple ways the Collective Roots has conducted marketing for the East Palo Alto Farmers Market in our interview, including putting up flyers. They also have been featured in 5-6 newspaper articles, and have put out advertisements over the radio. In total, though, Collective Roots does not do much in terms of “hard” marketing materials, and they only spend \$500 per year on direct advertising. Instead, they pay staff to spend 2-5 hours per week to promote the market. They do in-person outreach with partner organizations, making presentations at schools, community organizations, and government agencies, in particular the

WIC Clinic. They also attend community events, like a large event in East Palo Alto for César Chavez Day, to spread awareness about the farmers market.²⁴

Outreach through direct materials and personal contact is important to bring people to the market, but once people come, it is still important to incentivize them to purchase the healthy produce. One patient in the focus group suggested that vendors give out samples so that potential consumers try the food, enjoy it, and decide to buy it. This participant also emphasized the importance of talking to the people as they wait for their food and letting them know how each specific fruit and vegetable is good for you. For example, he said, cucumbers are good for digestion, so tell the people this to encourage them to make healthy decisions.²⁵

According to Nicole Wires, Collective Roots has implemented some more formal education programs to encourage visitors to the market to buy healthy food, including cooking and nutrition demos. Collective Roots also runs addition programs (like providing financial incentives by matching up to \$20 per month for people on food stamps who purchase produce at the farmers market) to incentivize people who come to the farmers market to buy fruits and vegetables. See the section on Affordability for more information about MarketMatch.

Conclusion

Ultimately, talking to patients at the focus group and to Nicole Wires reminded us of the importance of marketing and outreach in order to generate interest in the farmers market and in order to encourage individuals to attend the farmers market and purchase fresh fruits vegetables. Based on the focus group and Collective Roots interview, we have compiled a list of Next Steps:

- Name your market (and create a logo)
 - You can be creative with your market name, but it is important to include “Fair Oaks Health Center” either in the name or right below it, so people know where the farmers market will take place.
- Spread the word online
 - Post advertisements about the market on Facebook and Twitter, with pictures of the market produce so people see what types of goods they can purchase.
- Spread the word in print
 - Create flyers and posters, including information about the time and place of the farmers market, the prices of the produce (cheaper than Sigona), the acceptance of government benefits, and the quality and variety of produce
 - Contact Elizabeth Agúilar at aelizabeth32@gmail.com for help with posters
 - Post these in libraries, laundromats, schools, community centers, and churches (and the Fair Oaks Health Center) in North Fair Oaks and the surrounding area
- Generate interest at the market

²⁴ See Interview Notes.

²⁵ See Patient Focus Group Notes.

- Provide samples
- Tell people about the health benefits of each specific food
- Provide financial incentives to buy goods

Related Appendix Materials

- Patient Focus Group flyers drawn by participants (*Included in binder as hard copies*)
- Patient Focus Group Notes (*Included in Section 3- Evaluating Interest*)
- Nicole Wires Interview

Section 7: Implementation

Governance, Management, Permits, Budget, & Draft Rules

This section examines options for the structure and operation of the proposed farmers market. We describe the options for market management, the roles of market rules and the Market Committee, and the steps to obtain necessary permits.

Recommendations

- If FOHC is willing to commit ten to twenty hours per week of staff time, it should consider managing the market itself.
- If FOHC is unwilling to commit ten to twenty staff hours per week, it should explore options for partnerships with Collective Roots or farmers market associations.
- Form a Market Committee composed of market advocates drawn from the staff, patients, and community

Management

FOHC must select an organizational structure for its market. It has three options: self-management, non-profit management, and for-profit management. We first outline the tasks associated with market management and then describe the pros and cons associated with each of the three structures.

Market Manager Tasks

The Market Manager oversees the operations of a farmers market. She has many different duties, the most important of which are summarized below.²⁶

Regulatory

Secure permits and licenses for the market

Verify that vendors have appropriate permits and licenses

Monitor vendor compliance with applicable laws

²⁶ This list is drawn from the UC guide Chapter 11; Farmers Market Federation of NY, Farmers Market Manager Training Manual (2009) 10-11; and interviews with market managers. A would-be market manager should also review 3 California Code of Regulations section 1392.9, which details some of the market manager's legal obligations. All of these sources are included in the Appendix.

For example: Vendors must use scales with a seal from County Weights and Measures.

Payment of CDFA remittance (\$0.60/producer/day paid every 30 days)

Secure liability insurance for market

Vendor relations

Recruit and retain vendors

Enforce market rules

Assign vendors to stalls

Handle vendor complaints

Communicate with vendors

Finances and records

Create and track market budget

Maintain records of expenses and income

Maintain daily log of operations including sales figures drawn from load lists

Ensure that vendor forms are completed and retained

Market day tasks

Coordinate opening and closing of market

Handle emergencies and complaints

Collect stall fees

Ensure market grounds are clean at end of market

Nutrition Benefits (See Section on Nutrition Benefits for details)

Apply to accept WIC and EBT

Educate vendors about accepting nutrition benefits

Administration and accounting tasks

Community relations

Promote market at outreach events

Coordinate advertising strategy

Coordinate market events and promotions

Strategic visioning

Evaluate of market strategies

Ensure fidelity to market's mission

Time Estimate

The time required to manage a market will vary according to several variables, including the size of the market, whether the market is seasonal or year-round, and whether the market hosts additional programming such as cooking demonstrations.

Of farmers markets on the peninsula, the FOHC market is likely to most resemble Collective Roots' East Palo Alto Community Farmers Market, and so the time required to operate that market provides a helpful point of reference. Collective Roots allocates 15 hours per week for one staff person to manage its two-to-three-vendor micro-market at the Ravenswood Family Health Center. On the day before market day, the market manager spends about two hours preparing. The manager works for about six-and-a-half hours on market days, arriving one-and-a-half hours before the market opens and staying about an hour after the market closes. Staff spend two to five hours each week promoting the market at outreach events. The remaining time is divided amongst various accounting and administrative tasks. EBT scrip and WIC are accepted at this market, so these estimates include the time required to administer nutrition benefits programs.²⁷

Many farmers markets are managed by volunteers. A 2006 study of Oregon farmers markets found that of the state's fifty markets, fourteen were run by volunteers. Of the thirteen volunteer managers surveyed, ten worked for ten or fewer hours each week during the market season.²⁸ Markets with low-paid or volunteer market managers may be at a higher risk for failure.²⁹ The UC guide notes, "Collecting stall fees and directing traffic are day-to-day tasks that a volunteer manager can tackle, but planning

²⁷ Collective Roots also operates a CSA (see Affordability section for details). Running the CSA takes 12 hours of staff time per week.

²⁸ Gary Stephenson et al., Oregon State University Extension, When things don't work: Some insights into why farmers markets close (2006): 14-15.

²⁹ *Id.* at 10.

promotions, utilizing the media, and building community connections all require substantial time and attention.”³⁰

Cooking Demonstrations

According to Nicole Wires at Collective Roots, here’s what it takes to run a cooking demonstration at a farmers’ market:

Materials: two tables, covered tent, stove, pans, and utensils

Ingredients: \$20 to \$40

Permits:

- 1) Fire department
- 2) Environmental Health (County permits demonstrations under a pilot program. Only a few have been issued. Requires adherence to strict sanitation guidelines including access to hot water)

Chef: Collective Roots uses volunteer chefs-in-training from JobTrain who receive a \$100 gift certificate as a thank you

Options for Management

FOHC has three options for structuring market management. It can manage the market itself, partner with a non-profit, or partner with a for-profit market association. These options all have different costs and benefits, but each option requires a significant commitment from FOHC.

FOHC could dedicate staff time to market management – perhaps ten to twenty hours each week during the season. In addition to time, running a farmers market requires enthusiasm, organizational skills, and familiarity with relevant laws. It does not require specialized training or expertise. This option minimizes the costs of finding and funding an external market manager.

FOHC instead could solicit a non-profit organization, such as Collective Roots, to manage its market. Collective Roots expressed interest in this proposition if FOHC could fund it. Collective Roots’ market management experience may be readily transferred to managing another market affiliated with a health clinic and located in a low-income, racially diverse neighborhood. Non-profit management would also minimize the time commitment of FOHC staff. FOHC would, however, have to obtain grants to fund this arrangement. Finding and administering these grants would consume staff time.

³⁰ UC Guide at 75.

Finally, FOHC could solicit for-profit farmers market associations to manage the clinic's market. Pacific Coast Farmers Market Association manages Kaiser's Bay Area markets. West Coast Farmers Market Association manages the struggling farmers market at El Camino Hospital. As with non-profit management, this arrangement would require minimal clinic staff time. It would leverage the expertise of an experienced market manager. It also would likely not require any grant funding. Farmers market associations make their money from stall fees and generally do not receive payments from the owner of the market location. Because a for-profit association makes more money by selling more produce, entering into a relationship with such a business probably does not threaten the mission of the market to promote total wellness in North Fair Oaks. The biggest drawback to this option is that a for-profit business may not view a two-or-three-vendor market in a low-income community as a profitable investment. The clinic could potentially subsidize the operation of the market by, for instance, paying vendor's stall fees and paying the market association's permit fees.

Each of these options could lead to a successful market. If FOHC is unwilling to commit at least ten to twenty hours per week of staff time to the market, we recommend that it explore options for non-profit partnerships, particularly with Collective Roots. We also recommend calling farmers market associations such as Pacific Coast Farmers Market Association to gauge the potential of such a partnership.

Governance

Who will make decisions about the Market? As described below, the Market Manager will handle most of the day-to-day decisions, but some decisions are too important to be left to only one person. For instance, when the Market Manager disciplines sellers for violating market policies, those sellers have a right to have their penalties reviewed by other decision makers.

Most markets address this need by forming a committee or board that oversees the Market Manager.³¹ Committees should be composed of stakeholders invested in the success of the market. The Committee's responsibilities include adopting Market rules and approving changes to those rules, hearing and deciding vendor appeals to Market Manager enforcement decisions, advising the Market Manager on Market strategy, and helping the Market Manager in generating support for the Market.

We recommend that FOHC establish a Market Committee made up of clinic staff, patients, community members, and/or vendors. This Committee should be established at least six to nine months before the anticipated opening of the market. We recommend that the Market policies empower the Committee to approve proposed changes to Market policies and to hear appeals to Market Manager enforcement decisions. The Committee could also be granted responsibility to help develop marketing strategies and market events.

Certified farmers markets must have written rules and regulations. We have drafted policies after referring to rules for Collective Roots' East Palo Alto Community Farmers' Market, Ecology Center's Berkeley farmers markets, and the Davis Farmers Market. We recommend that these rules, included in the

³¹ Collective Roots' East Palo Alto market calls its committee "Market Allies." See UCD 61-67.

appendix, be reviewed, revised, and formally adopted by the Market Committee. This formal adoption will give the rules more legitimacy.

Permits

This section outlines the steps that FOHC would need to take to obtain permits required to operate a farmers market. Although we aimed to be comprehensive, the clinic should consult with State and County officials to ensure that it follows proper procedures.³²

Summary

- Certified Farmers Market certificate – County Agricultural Commissioner
- County Environmental Health permit
- Use permit – County Planning
- If conducting cooking demos, Fire Marshall and Environmental Health permits
- Insurance

First Steps

Before applying for permits, FOHC should first decide when the market will occur, where the market will be located, and what will be sold there. The “when” involves deciding on a day or days of the week, the hours of operation, and whether the market will be year-round or seasonal. The “where” involves identifying the exact area of the clinic’s campus that will be dedicated to the market.

The clinic must also decide whether it will allow the sale of certifiable agricultural products (fruits, vegetables, eggs, honey, nuts, among other items), non-certifiable agricultural products (fish, meat, dairy, jams, among other items), and/or prepared foods. Only certifiable and non-certifiable products may be sold within the certified farmers market area. If non-agricultural products are offered, they must be sold in a separate non-certifiable area.

Certified Farmers Market Certificate

When farmers sell their produce at certified farmers markets, they are “exempt from size, standard pack, container, and labeling requirements.”³³ The clinic will apply to the San Mateo County Agricultural Commissioner to become a Certified Farmers Market. The application requires a map detailing the exact location of the market. The map should show the nearest cross streets and show where the certified area is and (if the market allows the sale of non-agricultural produce) where the non-certified

³² According to the County Treasurer, the clinic would not need to obtain a business license. The clinic will not need a permit from the Fire Marshall, but Jim Palisi (jpalisi@redwoodcity.org) at the Redwood City Fire Department will need to review the market’s site plan.

³³ Cal. Food & Agric. Code § 47002.

area is. The map can be created by drawing a rectangle onto any map of the clinic's campus. The sample map in the Appendix, created using Google Maps and Powerpoint, was reviewed by the County and found sufficient.

Once the market becomes operational, it will have to pay a remittance to the California Department of Food and Agriculture of sixty centers per vendor per market day. This remittance must be paid quarterly.

Contact Jeremy Wagner (JWagner@smcgov.org) with the County Department of Agriculture with questions.

Environmental Health Permit

The clinic must also apply to the County Health Department for an environmental health permit. The application is straightforward. The questions about square footage and seating capacity can be left blank.

The Health Department will conduct compliance inspections of the market. For markets at which only certifiable agricultural produce is sold, inspections will focus on compliance with sampling regulations.

Contact Elizabeth Villareal (evillarreal@smcgov.org) at County Environmental Health Services with questions.

Use Permit

FOHC will require a new or amended use permit from San Mateo County Planning and Building to operate a farmers market on-site. County Planning has indicated that it would hesitate to permit a weekday market given parking concerns.³⁴ County regulations require hospitals to have one parking space for every 200 ft² of usable space.³⁵ FOHC must have at least 150 parking spaces.³⁶ Once the old clinic is demolished, the FOHC campus will have 176 parking spaces.³⁷ Seventeen of those spaces will be for compact cars.³⁸ When applying for a use permit, FOHC should be able to explain and preferably document that it has sufficient parking capacity to accommodate both existing demand and the proposed market.

To apply for a use permit, pick up an application form at the Planning Department. Submit a map illustrating the area of the parking lot that the farmers market will cover. The owner of the property must provide permission. The application must also contain an assessment of the Health Center's parking needs

³⁴ See Holbrook interview notes in appendix.

³⁵ San Mateo County Zoning Regulations, § 6119.

³⁶ County of San Mateo Planning and Building, Consideration of a use permit, PLN 2011-00297, April 5, 2012 at 8, available at <http://tinyurl.com/m7pb78c>.

³⁷ *Id.*

³⁸ *Id.*

to demonstrate that it will have sufficient parking capacity to accommodate both existing demand and traffic from the proposed market. Approval requires a public hearing and will take a few months. A fee of \$4,3004.08 is due with the application, though the clinic may write a letter to the Planning Director to request a downward adjustment. Contact Dave Holbrook, who issued the clinic's initial use permit, at 650-363-1837 to discuss the application process.

Insurance

Farmers markets should have liability insurance.³⁹ The clinic should check with an insurance professional to determine if the parcel owner's liability insurance will be adequate. The clinic should also require that vendors who sell at the market have insurance and that they list the clinic and the parcel owner as additional insured parties.⁴⁰ The clinic might also consider asking vendors to sign a hold harmless agreement releasing the clinic from any liability for injury to people or property.⁴¹ Risk management, or ensuring that the farmers market area is safe for customers, is an important way to reduce the likelihood of accidents.

Budget

Staff Time

Self-management: 10-20 hours per week during market season

Non-profit management: time to search for, apply for, and administer grant; time to run clinic programs at market

For-profit management: time to run clinic programs at market

Permits

CDFA Certified Farmers Market Application: Awaiting J. Wagner's response

Environmental Health: \$754 per year

CDFA Inspections: \$60/hr (Awaiting J. Wagner's response)

Use Permit: 4,304.08 due at application (Write letter to Planning Director to ask for a downward adjustment, which may be granted at Director's discretion)

Marketing

\$500 (could be cut if only marketing to patients and staff)

³⁹ See NY 18-20.

⁴⁰ *Id.*

⁴¹ See, e.g., <http://tinyurl.com/lq2xs2d>.

Cooking Demos

Materials: covered tent, stove, pans, and utensils (if not already purchased)

Ingredients: \$20-40

Volunteer Chef: optional gift certificate as a thank you

Permits: Fire Department and Environmental Health (unsure if these come with fees)

Conclusion

Operating a legally compliant, well-managed farmers market takes time and some research. But obligations that seem formidable when viewed as a whole break down to manageable parts. With good organization, time, and a willingness to ask questions, the clinic can navigate the start-up process and run a successful market. Alternatively, the clinic could also seek grant funding to support a partnership with a non-profit market manager such as Collective Roots. If the clinic is committed to meeting the demand identified in our surveys, it can find a path to an on-site market.

Related Appendix Materials

- UC Guide
- NY Federation Guide
- State Law Applicable to FM
- County Ag FM Violation Sheet
- Draft Policies for FOHC Farmers Market
- Sample Map
- Interview Notes

Draft Fair Oaks Health Center Farmers Market Rules

Table of Contents

- I. General Information
- II. Definitions
- III. Admission of Sellers and Products
- IV. Market Operations
- V. Violations and Enforcement

I. GENERAL INFORMATION

Purpose

The Fair Oaks Health Center Farmers Market (“Market”) is an initiative of the Fair Oaks Health Center, a division of the San Mateo Medical Center. The purpose of the Market is to further the Health Center’s mission of promoting total wellness among its patients, staff, and the surrounding community by bring fresh, reasonably priced produce to the Health Center’s campus. The Market is a Certified Farmers’ Market and is operated in accordance with the policies described below as well as all applicable laws.

Management

[BRIEFLY DESCRIBE MARKET MANAGEMENT STRUCTURE]

Amendment

Changes to these policies may be presented in writing to the Market Committee⁴² by the Market Manager, Approved Sellers, and the Market Committee. The Market Committee may approve or disapprove the proposed changes. Vendors will notified of changes at least one month before the changes go into effect.

Location and Hours

Market Location: Fair Oaks Health Center, 2710 Middlefield Road, Redwood City

Market Hours: [DAY OF WEEK, TIME, AND MONTHS OF YEAR]

⁴² We recommend forming such a committee. EPA has a Market Allies, a committee of stakeholders who support and promote the market.

II. DEFINITIONS⁴³

Certifiable Agricultural Products

Fresh fruits, vegetables, herbs, nuts, shell eggs, honey, flowers, and/or nursery stock, produced in California by practice of the agricultural arts.

Certified Farmers' Market

A location authorized by the County Agricultural Commissioner where Certified Producers of Certifiable Agricultural Products may sell their produce directly to consumers exempt from standard pack and grading regulations.

Certified Producer

A person or entity authorized by a California County Agricultural Commissioner to sell fresh Certifiable Agricultural Products, or Non-Certifiable Agricultural Products produced from these Certifiable Agricultural Products, directly to consumers at a Certified Farmers' Market. Products must be produced upon land controlled by the Certified Producer and listed on the Certified Producer's Certificate held by the Certified Producer.

Non-Certifiable Agricultural Products

Products, other than Certifiable Agricultural Products, produced by the practice of the agricultural arts or by the practice of aquaculture. These include, but are not limited to: apiary products, dairy, poultry and meat products, aquaculture products, dried fruits and vegetables, jams containing only farm-grown fruit plus sugar, juices, and other processed agricultural products which have undergone a simple process such as drying, grinding, roasting, smoking, salting, pickling, fermenting, or pasteurizing.

Seller, or Approved Seller

Any certified producer or producer of non-certifiable agricultural products approved by the Market to sell any products at the Market.

III. ADMISSION OF SELLERS AND PRODUCTS

Seller eligibility

Sellers must be certified producers eligible for sale in the County of San Mateo. Sellers of certifiable and non-certifiable agricultural products are eligible for admission to the market.⁴⁴

Sellers must submit a complete application to the Market Manager.

⁴³ Ecology Center and Davis Rules both have more extensive definition sections

⁴⁴ If the clinic decided to allow the sale of non-agricultural prepared food in an area adjacent to the certified farmers market area, this rule would have to be adjusted.

Sellers must agree to accept EBT scrip and pursue certification to accept WIC checks.

Admission decisions

The Market Manager has the final authority on whether to admit or deny sellers to the market. Decisions will be based on the following criteria:

- The availability of space
- The diversity of seller's produce
- The seller's farming practices, especially pesticide and herbicide use
- WIC Certification
- Seller is a low-income farmer or farmer of color
- Seller speaks a language that is spoken in the community, e.g. Spanish
- Seller is from San Mateo County

IV. MARKET OPERATION

Compliance and Inspections

Sellers must comply with all Federal, State, and local laws and the policies of the Market.

Sellers must allow the Market Manager and State or County Inspectors to inspect their stalls at any point for compliance with applicable laws and the market's policies.

All scales must bear a current seal from a County Sealer of weights and measures.

Sellers must comply with any reasonable requests by the Market Manager related to market operations.

Participation

Only certified producers, their family members, and their employees are permitted to participate in sales at the market.

Items must be on certificate

All items for sale must be listed on the producers' current, valid certificate. Any item listed on the certificate may be sold.

Second Certificates

When bringing items on behalf of another producer, vendors must have certificates for other producer's items.

Items from different producers must be separated and labeled.

According to State law, a Certified Producer may not sell for more than two other Certified Producers through Second Certificates at any given time.

Stall locations

All stalls selling agricultural products will be located within the certified area. All sales of agricultural products must occur within the certified area.⁴⁵

The Market Manager will assign stall locations based on sellers' offerings and their seniority.

Stall fees

All sellers will be charged \$X per stall per market day.⁴⁶

Stall fees will be collected [DESCRIBE WHEN AND HOW STALL FEES WILL BE COLLECTED].

Load lists

Sellers must provide load lists, or itemized lists of all products sold, to the Market Manager at the end of the market day. The lists must include the product name and quantity sold. The names and units should be identical to those on the certificate.

Set up and take down

Sellers must provide their own tables and tents.

Sellers must display all applicable permits and licenses in a manner visible to customers.

Sellers must arrive early enough to be prepared to begin selling at the start of the market.

Sellers will not begin selling until the Market Manager has checked their permits.

Sellers will provide their own wastebaskets and will dispose of all waste in the vicinity of their stalls before departing.

Sellers must comply with reasonable directives from the Market Manager regarding set up and take down of stalls, including the unloading and parking of seller vehicles.

Health-related laws

Sellers are responsible for complying with all applicable health laws.

All produce and containers of produce must be kept at least 6 inches off the ground.

⁴⁵ If the clinic decides to allow prepared food, add: Non-agricultural vendors, if permitted by the Market Manager, may sell at the Market outside of the Certified Farmers' Market area.

⁴⁶ Collective Roots charges no stall fees at their East Palo Alto Market. Ecology Center charges \$36 at its much larger Berkeley markets plus an annual membership fee of \$50.

Smoking is not permitted at the market.

Samples may be distributed in accordance with applicable laws and the following guidelines:⁴⁷

- Potentially hazardous food samples may not be cut or portioned at the Certified Farmers Market.
- Non-potentially hazardous foods may be portioned, provide that new, clean utensils for portioning are provided at least every four hours.
- Samples must be protected from contamination at all times.
 - Sneeze guard protection must be provided whenever samples are displayed in front of customers.
 - Servers shall use gloves, tongs, toothpicks or other sanitary methods to hand samples to customers.
- A handwash facility must be provided at the booth or table where sampling occurs. The handwash setup consists of potable water dispensed from a spigot, catch bucket, pump soap, and paper towels. Servers must use the handwash facility and keep their hands clean.

Attendance

Each seller must fill out the current year's Schedule form,⁴⁸ stating the seller's Market schedule for the year. Sellers are generally expected to attend the Market weekly. Other schedules may be approved at the discretion of the Market Manager.

Frequent cancellations or cancellations without adequate notice will result in warnings. Sellers are expected to come to the Market regardless of weather conditions. The Market is small and depends on regular attendance of sellers to make the Market viable.

Complaints

Sellers must treat customers, Market staff, and other sellers respectfully.

Disputes with customers that sellers are unable to resolve should be referred to the Market Manager.

Customer complaints may be filed in writing with the Market Manager. The Market Manager may base a finding that the vendor has violated Market policies or applicable laws based on a credible customer complaint.

V. VIOLATIONS AND ENFORCEMENT

Discretionary Removal

The Market Manager has the right to remove any producer from the market for any reason.

⁴⁷ These are drawn from San Mateo County Environmental Health's guidelines

⁴⁸ This would be a way to set expectations up front.

Determination of Violations and Penalties

The Market Manager has the authority to determine whether the seller has violated Market policies or applicable laws.

If the Market Manager makes such a determination, the Market manager may issue a written warning, issue a fine, suspend the seller, or remove the seller from the Market.

Generally, a seller's first and second violations, if minor, will result in written warnings. The third violation will result in the seller's removal from the Market.

Appeal

Sellers may appeal Market Manager enforcement decisions to the **MARKET COMMITTEE**. The seller may submit written evidence or argument to the Committee. The Committee may reverse or uphold the Market Manager's decision. The Committee's decision will be final.⁴⁹

I have read and understand these rules and regulations, and agree to abide by them.

Vendor: _____

Date: _____

Manager: _____

Date: _____

⁴⁹ Compare to Ecology Center's more elaborate provisions at p 19-20

Conclusion

In conclusion, we believe that the Fair Oaks Health Center has the potential to increase access to healthy, affordable foods for the patients and staff of the health center and other residents of North Fair Oaks by implementing a farmers market. Over the course of our study, we have had the chance to survey 98 patients and staff members, and conduct three focus groups, all of which have convinced us that there is substantial community interest in shopping at a farmers market at the Fair Oaks Health Center. As the Fair Oaks Health Center begins the process of establishing the farmers market, we recommend following the brief summary of “Next Steps” listed below:

1. Consider whether the FOHC is willing to commit ten to twenty hours per week of staff time, in which case it should manage the market itself. If FOHC is unwilling to commit ten to twenty staff hours per week, reach out to Collective Roots and farmers market associations to establish a partnership.
2. Form a Market Committee composed of market advocates drawn from the staff, patients, and community.
3. Submit permitting forms.
4. Determine the market schedule (on a weekday, in a three-hour period, including 11:30am-1pm).
5. Reach out to vendors willing to sell at lower prices and willing to accept CalFresh and WIC.
6. Advertise the farmers market through social media and printed materials.
7. Start the farmers market
8. Apply to participate in the Market Match nutrition assistance program after the market’s first year of operation.

Overall, we recommend that the Fair Oaks Health Center pursues the implementation of a clinic market in accordance with the existing community interest and enthusiasm. We believe that a farmers market would enhance the existing Fair Oaks Health Center programming around total wellness and encourage healthy lifestyles across the community of North Fair Oaks.

Appendix Materials

Electronic Materials

- Section 1 – Introduction
 - North Fair Oaks Community Plan Relevant Sections
 - North Fair Oaks Community Plan Health and Wellness
 - North Fair Oaks Community Plan Introduction
 - North Fair Oaks Community Plan Table of Contents
 - CurrentMarketsInfo
 - Jan13FairOaksHealthCenterPriscillaPadillaRomero
 - Map of Existing Farmers Markets
 - Original Scope of Work
- Section 2 – Literature Review
 - Farmers Markets at Hospitals
 - FMs and Low-income communities
- Section 3 – Evaluating Interest
 - Patient Focus Group
 - Patient Focus Group Notes
 - Patient Focus Group 2-26 (picture)
 - Patient Focus Group Detailed Notes (Spanish)
 - Patient Focus Group Overview
 - Patient Focus Group Set-Up
 - Patient Focus Group Flyer- Weds, Feb 26th
 - Patient Focus Group Door Sign
 - Staff Focus Groups
 - Staff Focus Group Notes
 - Pete Staff Focus Group Notes
 - Staff Focus Group 1 (picture)
 - Staff Focus Group 2 (picture)
 - Staff Focus Group 3 (picture)
 - Staff Focus Group 4 (picture)
 - Staff Focus Group 5 (picture)
 - Staff Focus Group Market Drawing 1 (picture)
 - Staff Focus Group Market Drawing 2 (picture)
 - Staff Focus Group Set-Up
 - Staff Focus Group Flyer- Tues, Feb 25th
 - Staff Focus Group Sign-In
 - Survey Data
 - FOHC Survey Data
 - FOHC Survey Data Spreadsheet Codebook
 - Updated Survey Draft (English and Spanish)
- Section 5 – Affordability

- Importance of Affordability
 - ImprovingFoodAccessInCalifornia
 - Price Comparison March 7
- Nutrition Assistance Programs
 - Ecology Center EBT Guide
 - Market Match App 2014
 - WIC FMNP App Instructions
 - WIC FMNP App
 - WIC FMNP Training Schedule 2014
- Vendor Choice
 - Nicole Wires Interview Notes
- Section 6 – Marketing and Outreach
 - Nicole Wires Interview Notes
- Section 7 – Governance and Management
 - Applicable Laws
 - County Ag FM Violation Sheet
 - State Law Applicable to FM
 - Market Management
 - NYFM Market Manager Training Manual
 - UC Guide to Starting New FM
 - Market Rules
 - Davis Market Rules
 - East Palo Alto Market Rules
 - Ecology Center Market Policies
 - Permits
 - CDFA Remittance
 - CDFA County Ag CFM App Sample Map
 - CDFA County Ag CFM App
 - County Env't Health App
 - County Env't Health Prepared Foods App
 - Pete Interview Notes
- SMMC_PresentationMarch12,2014

Print Materials

- Section 3- Evaluating Interest
 - Survey Data
 - Collected Surveys
 - Focus Group Data
 - Focus Group Sign-In Sheets
 - Focus Group Brainstorming Activities (flyers and maps) completed by participants