



LECHMERE SQUARE PUBLIC MARKET

preliminary feasibility study

City of Cambridge Community Development Department August 2010

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CREDITS

Project Author

Brandy H. M. Brooks, Rappaport Institute Summer Public Policy Fellow

Project Supervisors

Susan Glazer, Acting Assistant City Manager for Community Development

Stuart Dash, Director of Community Planning

Contributing Staff

Cliff Cook, Project Planner/Planning Information Manager

Brendan Monroe, GIS Specialist

Pardis Saffari, Associate Planner

Market Visit Hosts

Eastern Market, Washington, DC

Ferry Plaza Farmers Market, San Francisco, CA

Fruitvale Public Market, Oakland, CA

Nantucket Farmers and Artisans Market, Nantucket, MA

Reading Terminal Market, Philadelphia, PA

Union Square Greenmarket, New York, NY

Barry Margeson, Interim Manager

Dexter Carmichael, Director of Operations

Angie Vargas, Market Manager; Jeff Pace, COO, Unity Council

Morgan Beryl, Market Manager

Michael Anthony, Operations Manager

David Hughes, Operations Manager

EXECUTIVE SUMMARY

In the last year, a great deal of interest has arisen with regard to creating a year-round public market in Lechmere Square. Recognizing the enthusiasm from the East Cambridge community, this report examines different public market models and offers an assessment of Lechmere Square as a public market site.

Public markets can be used to support a wide variety of community and economic development goals and are found in a broad range of forms and scales of operation, making them adaptable to communities and locations with vastly differing characteristics. This diversity and flexibility has fostered a renewed interest in public markets over the past few decades, as local governments, nonprofit organizations and private corporations all rediscover the benefits of this age-old commercial and cultural tradition.

Even with the distinctive assortment of public markets across the country, there are still common themes of strong mission and solid management that are shared by successful markets. Good public markets develop a clear brand; representative and responsive governing structures; and a management team that smoothly handles the array of operational tasks to keep a market running, from vendor relations and publicity to deliveries and storage.

In Cambridge, there is a clear demand for locally-produced, high-quality food and other goods. The East Cambridge Planning Team developed a thoughtful area plan for Lechmere Square that included a public market concept. A year-round public market could create opportunities for local businesses to gain exposure to new customers and could also provide a venue for arts, culture, education and community-building.

However, a public market seeking to locate on the site of the current Lechmere MBTA station would face significant challenges as far as site control, site access, and a sufficient density of users to make the market economically viable. The market would also meet substantial competition not only from a large number of existing farmers markets within its potential trade area, but also from year-round public market initiatives in Boston and Somerville; these groups have a head start on planning and may be in operation for multiple years before a Lechmere Square market could get underway.

A public market serving East Cambridge and surrounding communities is an idea worthy of continued support. The concept has appeal to an array of constituents, including those interested in public health, local agriculture, community development, and sustainable design and construction. A coalition of such supporters could identify key community assets and needs that would shape public market development; explore opportunities and partnerships with like-minded individuals and organizations in the region; and set an appropriate course of action to pursue the concept further.

INTRODUCTION

This study offers an initial assessment of the potential for developing a public market at Lechmere Square, on the site of the current Lechmere MBTA Station. The goal of the study is to understand the key factors in the development and operation of a successful public market, and then to analyze the physical, economic, political and social environments of Lechmere Square and East Cambridge as they relate to those factors. The study does not make a final determination of the suitability of Lechmere Square as the site for a public market; however, it provides a first-stage evaluation of the feasibility of a market at this location and suggests next steps to move the concept forward, if desired.

The report is divided into the following sections:

- A review of the history and current planning for Lechmere Square and the surrounding areas;
- A summary of the defining characteristics of public markets and the wide variety of forms they take around the country;
- An outline of the critical issues that should be addressed in the development and ongoing operation of a public market, including its mission, governance and management, logistics, and development and operating costs;
- An analysis of Lechmere Square as a public market site, in light of the above issues;
- An initial appraisal of the viability of the public market concept in this location, along with a set of recommendations for continuing to develop the concept; and
- A set of appendices containing resources and additional information gathered during the study, which can be useful for future stages of investigation and review.

This report responds to a March 2010 Policy Order Resolution from the Cambridge City Council, which requested that the Assistant City Manager for Community Development study the feasibility of a public market at Lechmere Square. The City Council resolution was prompted by a proposal from the East Cambridge Planning Team, a local neighborhood group, to improve the pedestrian environment and public spaces surrounding the planned relocation of the Lechmere MBTA Station as part of the Green Line Extension project. The station's relocation to the north side of Monsignor O'Brien Highway creates an available development parcel at a significant roadway junction; the intersection has the potential to become a commanding eastern gateway for the city of Cambridge.

The research and analysis for this study was conducted by Brandy H. M. Brooks, a Rappaport Institute Summer Public Policy Fellow working for the City of Cambridge Community Development Department, under the supervision of Stuart Dash, Director of Community Planning, and Susan Glazer, Acting Assistant City Manager for Community Development. Several other members of the Community Development Department staff also contributed their time and expertise to the creation of this report, particularly in the Community Planning and Economic Development divisions. The full list of individuals and organizations interviewed for the project can be found in Appendix A.



SECTION I – THE PAST, PRESENT AND FUTURE OF LECHMERE SQUARE

Describing the impetus behind the Survey of Architectural History in Cambridge, Cambridge Historical Commission Executive Director Charles Sullivan called East Cambridge “the most obscure and least understood of all the city’s neighborhoods” (Maycock, 1988) – at least at the time of the Survey’s initiation in 1964. In large part due to the Historical Commission’s work, much more is now known about the history and development of the area in which Lechmere Square is located. In order to understand the context in which a public market might be created, we begin by examining the square and its surroundings.

Early History

The history of Lechmere Square dates back to the settlement of East Cambridge in the 18th and 19th centuries. The area that eventually became the East Cambridge neighborhood was first owned by Thomas Graves, a surveyor and engineer for the Massachusetts Bay Company who was granted his land in exchange for his services. Over the course of the next 70 years, his house and lands changed hands multiple times; in the early 18th century, it was purchased by Spencer Phips, who would later become lieutenant governor of the colony. Phips passed the land on to his heirs upon his death in 1757, and his daughter, Mary Lechmere, was granted two different parcels within the farm. Her husband, Richard Lechmere, purchased additional land from other heirs in 1762 and 1772; the area became known as Lechmere Point (Maycock, 1988).

The Lechmeres, dedicated Loyalists, would leave America in the years just before the Revolutionary War. Lechmere Point played a small role in the history of the war, as the landing area for British troops crossing from Boston to Cambridge on April 18, 1775, and as the site of active skirmishes into the next year. However, the

area remained largely unoccupied and isolated from the rest of Cambridge until the turn of the 19th century, when land speculator Andrew Craigie began transportation and development projects in the area. These projects included the creation of the Craigie Bridge (now the Charles River Dam and viaduct); the network of major roads to connect the bridge to points inland (Cambridge Street, Gore Street, and Bridge Street (now Monsignor O’Brien Highway)); and the subdivision of roads and parcels by Craigie’s Lechmere Point Corporation that established the current East Cambridge neighborhood fabric (Maycock, 1988).

As the Lechmere Point Corporation (and its land holdings successor, the Canal Bridge Corporation) sold its property into the middle of the 19th century, the triangular parcel formed by Cambridge Street and Bridge Street west to about First Street remained empty on proposed development maps for the area. But clues to its use resurface in a 1917 report on the practices of the Boston Elevated Railway Company, where Lechmere Square

Lechmere Station, shortly after its completion in 1922
CREDIT: Frank Cheney collection, Cambridge Historical Commission





The Lechmere Station trolley shed was completed by 1930
CREDIT: Historic New England

is described as a through-point for trolleys from Cambridge and Somerville into Scollay Square. The report also documents the railway's plans for an expansion of its downtown rapid transit system to a terminus at Lechmere Square and suggests changes to the Cambridge and Somerville trolley services as a result (Beeler, 1917). Maycock (1988) notes that these changes took place starting in 1922, after completion of the viaduct along the Charles River Dam. The Lechmere transit station as it exists today was constructed by 1930, including the train shelters and trolley (now bus) shed.

Although the area is no longer commonly referred to as Lechmere Point, the name remains in use in the neighborhood. For decades, the Lechmere department store was a fixture of the neighborhood; started by the Cohen family in 1913, the store evolved from harnesses and tires to an appliance and electronics giant in New England, but closed in 1997 after being sold to Montgomery Ward in 1994 (Bunker & Johnson, 1997). The current MBTA Green Line transit station is still named Lechmere, and a community proposal for land use in the area of a planned new station seeks to preserve the historic nomenclature (Lechmere Square Working Group, 2010).

Recent Planning

In the second half of the 20th century, East Cambridge saw rapid transition on its eastern and southern edges, as former industrial uses declined and were replaced by new commercial development. To help the neighborhood manage the pace and character of these changes, the City's Community Development Department has conducted two major planning processes for the area during the last 35 years: the East Cambridge Riverfront Plan in 1978, and the East Cambridge Planning Study in 2001. Both of these plans had direct effects on the development of the Lechmere Square area.

The East Cambridge Riverfront Plan deals primarily with the area known as the Lechmere Triangle, from First Street east to the river. The plan includes major public improvements to create the Lechmere Canal Park and "The Front," a riverfront park that harks back to an 1894 park proposal by Olmsted, Olmsted & Eliot (Cambridge Community Development Department & Eastern Cambridge Planning Study Committee, 2001; Maycock, 1988). The plan also includes new retail and office development along First Street, and new housing along what is now Edwin H. Land Boulevard. With some exceptions, this area was developed largely according to plan, including the Cambridgeside Galleria, Lechmere Canal Park and its surrounding housing and office development, and the City parking garage on First Street.

Preservation of the Lechmere name is not without some controversy. As plans began to move forward for a relocated Lechmere MBTA station integrated into the North Point development just north of Monsignor O'Brien Highway, the Cambridge City Council passed a resolution in October 2006 to preserve the Lechmere name as part of the new station's title. The goal of the resolution was to honor the neighborhood's history; however, as additional facts surfaced about Richard Lechmere's slave ownership and Tory sympathies during the Revolutionary War, some councilors expressed misgivings about their decision. Current plans for the new station maintain the Lechmere name (O'Leary, 2006).

Interestingly, the 1978 Riverfront Plan makes direct mention of Lechmere Square – and not favorably. The Green Line station and its infrastructure are described as “a physical eyesore and not safely accessible to pedestrians,” “a most unsightly gateway to the city,” and a “blighting and disruptive [influence].” Relocation of the station to the north side of Monsignor O’Brien Highway was included as a feature of the plan, and the current site of the station was slated to become open space, improving the pedestrian environment and vehicular circulation to welcome new office development.

Development pressure on the neighborhood persisted throughout the 1980s and 1990s, and the large development proposals suggested for the eastern part of the city continued to cause concern for area residents. A number of growth management efforts by city staff and residents in the late 1990s culminated in the 2001 East Cambridge Planning Study (ECaPS); similar to the 1978 Riverfront Plan, the study sought to define appropriate development and highlight necessary public improvements in and around the core residential area of the neighborhood. The study identified four key areas for its recommendations: the residential neighborhoods of East Cambridge, Wellington/Harrington, and Area IV; transitional areas to the south and east of these neighborhoods; Kendall Square; and North Point, the triangular area bounded by O’Brien Highway to the south, rail yards to the north, and the Charles River.

ECaPS makes several specific mentions of the Lechmere MBTA station and its immediate surroundings. It notes the relatively high percentage of commuters living in the area who use transit to get to work, and also highlights the planned station relocation and Green Line Extension to Somerville and Medford among a set of transit improvements that could benefit the neighborhood. However, the study still describes the pedestrian links to the current station as difficult and unsafe, and improved pedestrian and bicycle crossings of the surrounding streets are considered critical to fostering the development of the adjacent areas.

The recommendations for the surrounding areas also have important implications for the residential and commercial context of Lechmere Square. The plan shows a conceptual redevelopment study for North Point that includes significant amounts of new commercial and residential development, a relocated transit station, new open spaces, and even new street alignments resulting in a direct connection from First Street to O’Brien Highway. Multiple new sites for retail and restaurants are indicated to help connect North Point to existing retail on Cambridge and First Streets; one of these new retail locations is on the existing station site itself. The connection to current neighborhood retail zones is emphasized throughout the report. The report notes recent business development activities to strengthen and assist East Cambridge retailers, and new retail and commercial development (particularly at North Point) is meant to support – not detract from – these established corridors.

In both the 1978 Riverfront Plan and the 2001 ECaPS, a variety of community concerns for Lechmere Square become evident: the need for safe, inviting public space and infrastructure; the importance of strong, supportive links between the existing neighborhood and new development; and the desire for Lechmere Square to become a welcoming eastern entrance to the city.

North Point new residents and jobs were calculated using an average household size of 2.05 for Cambridge (from the 2006-2008 American Community Survey) and an estimate of 1 job per 350SF of commercial development. 2000 population numbers were derived from the census blocks within or intersecting a half-mile radius from Lechmere Square. 2000 worker estimates are from Metropolitan Area Planning Council employment figures in Transportation Analysis Zones within or intersecting a half-mile radius from Lechmere Square.

Future Development

In the immediate future, the Lechmere Square area is looking at significant changes, with the most direct of these changes at Lechmere Square itself. The Massachusetts Department of Transportation is moving forward with its planning for the Green Line Extension, which requires the relocation of the current station in order to make use of an existing rail right-of-way. The current station site was slated for development by the owners of the North Point complex; at present, plans for the disposition and development of the site are undetermined. A variety of East Cambridge stakeholders are keenly interested in what will happen with the land and its existing structures.

Progress on the North Point development will also have a tremendous impact on conditions around Lechmere Square; the entire footprint of the North Point development lies within a half-mile walk north of the current Lechmere MBTA station. As now permitted, the North Point Master Plan will bring 1.8 million square feet of commercial development and 2,790 housing units. This translates into more than 5,700 new residents and 5,000 new jobs in the area; for comparison, in 2000 there were approximately 7,200 residents and 13,000 workers within the entire half-mile radius around Lechmere Square. Even with the ECaPS projection that only 55% of North Point would be built out by 2020, these changes would substantially alter the social, economic and physical environment of the area.

Development in North Point stalled due to a legal dispute among the owners in 2008; at the time, only two of the residential buildings had been completed, with a total of 329 units. In June 2010, a court ruling cleared the way for sale of the property to another developer (Fennimore, 2010). While it is unclear how quickly a new owner will be found to take over the project, one can reasonably expect the next 5-10 years to bring a notable increase in residential and daytime population for the area.

Within the context of these approaching changes, this study takes an initial look at the role a public market could play in Lechmere Square's future. In order to answer that question, it is necessary to examine public markets themselves – their benefits, their challenges, and the important factors that have shaped their success (and failure) in other cities.

SECTION II – WHAT IS A PUBLIC MARKET?

The idea of a public market creates positive associations for many people, but a concrete common definition of a public market can sometimes be elusive. For some people, the iconic image of a public market is the line of tents covering vendors in an open-air market; for others, it is the colorful displays of food and crafts along the stalls of a market hall. In fact, a rich diversity of public markets exists around the country and around the world; and while sometimes confusing, this broad range of market types is ultimately an asset, allowing markets to meet a wide variety of needs for vastly different communities.

Public Market Characteristics

Despite the large spectrum of forms, purposes and content that can make up a public market, the Urban Land Institute and Project for Public Spaces have identified three characteristics that distinguish public markets from other retail activities or settings (Spitzer & Baum, 1995, p. 2):

1. *Public goals.* Although the sale of goods is the central activity of a public market, this is not its main purpose. Public markets are created to serve wider public goals, such as supporting local farmers and small businesses, providing access to fresh food, creating a public space to draw a community together, or spurring the economic development of a district. When a public market is created, the key public goals that are the core of the market's concept help determine the specific activities in and around the market.
2. *Public space.* In order to be truly public, public markets have to be spaces that are accessible and open to the public at large; they also need to be places that allow and encourage a variety of community gathering activities. Spitzer and Baum

describe the character of a public space as an “inviting, safe and lively place that attracts a wide range of people.” Public markets frequently host not only economic activity, but also arts displays and performances, public assemblies and events, and space for community organizations to share their information and programs. Public markets do not necessarily need to be publicly owned; privately-owned public markets can still function as public spaces if they retain the sense of easy, open access.

3. *Local businesses.* True public markets are made up of local businesses, not regional or national chains and franchises. This focus on small businesses and local flavor is critical to the sense of identity for many public markets and a reason why they gain community support. Spitzer and Baum note that this is the key difference between a public market and “festival marketplaces” like the redevelopment of the Faneuil Hall/Quincy Market complex in Boston (which in its earlier history was the site of a true public market).

Once these three conditions of a public market are satisfied, the other aspects of a market's character are determined by the particular needs, values and interests of the local community. Major categories of differences among markets include the kind of merchandise they contain, the scale and frequency of their operations, and the facilities they inhabit.

Market Types

Merchandise and Activity Mix

A fresh food market is the most common image that comes to mind when we speak of a public market, and a majority of

markets are indeed focused around food vendors. These vendors can range from farmers who grow or raise the products that they sell; to local food retailers who source their goods from other producers and distributors; to value-added food products such as baked goods, candy, wine, cheese or preserved goods; to prepared food vendors who make meals that customers can take away or eat on-site. Depending on the mission and philosophy of the market, various subsets of these vendors may be included in the content of the market. Local farmers markets are a common example of fresh food markets that are very familiar to Cambridge and surrounding communities.

Non-food products can also be an important supplemental or primary component of a public market. The range of non-food products is too large to describe completely, but can include flowers and plants (frequently found in fresh food markets); crafts such as soap, jewelry, pottery, weaving or woodwork; and fine art, such as painting, drawing and sculpture. Vendors are often primary producers, but can sometimes be importers or distributors, as in the case of vendors who sell crafts made in their homeland; however, all of the vendors are still local businesses. The SoWa Open Market in the South End neighborhood of Boston is a well-known local crafts market example, and Cambridge also has a strong tradition of short-term arts and crafts fairs. Debates continue as to how much food and non-food products (especially arts and crafts) should be mixed in a public market, but examples can be found of primarily food markets with a few non-food vendors (often flowers or plants, plus some smaller items like soaps); primarily art and craft markets with a few food vendors (often value-added or prepared food); markets that have food vendors at one time of day or season of the year and crafts vendors at another; and food and crafts markets that operate in proximity but are run by distinct organizations.

Lastly, market activities frequently include information, services and events in addition to more traditional retail activity. The

varied examples of these activities highlight how public markets yield particular solutions for their local context: the inclusion of a post office in the Granville Island Market in Vancouver; knife-sharpening services once a month at the Union Square Farmers Market in Somerville; or a composting station that serves over 2,000 visitors a month at New York City's Union Square Greenmarket. On top of these unique services, many public markets will include performing arts, information tables for local nonprofits, cooking demonstrations, and education booths or displays promoting sustainable agriculture, local business support and/or upcoming community events.

Scale, facilities and frequency of operations

Depending on the capacity of the organizers, the age and history of the market, the available location and facilities, and the number of attendees, markets can be as small as a handful of vendors on a street corner and as large as multiple city blocks. They also vary in their times of operation, from once-a-week seasonal markets to year-round daily markets. Markets can be grouped into some common typologies, but these types are also often found in a variety of combinations.

Open-air markets are the simplest form of public market, and because of their simplicity, the most common form. These markets often take place in a plaza, parking lot, or open lawn with temporary tents and tables set up by vendors during market hours and removed at the end of the day. Farmers markets, which have grown in number exponentially in Massachusetts and other parts of the country over the past several years, tend to take this form. Many of these markets, especially in colder climates, only operate from the late spring to the late fall on a single day of the week. Yet open-air markets can still be complex operations: the Union Square Greenmarket in New York City rotates approximately 140 vendors across four different days of the week and operates year-round.



Union Square Greenmarket, New York, NY

The next step up in physical infrastructure for a market is the market shed, a permanent structure that offers shelter to vendors and patrons, and sometimes additional amenities for vendor spaces (such as built-in stalls or utilities hook-ups). Because of the market shed's physical permanence, it can help to create a sense of place even when the market itself is not operating. Sheds can be small and simple, such as the Ithaca (NY) Farmers Market, or can be combined to create a large complex for farmers, wholesalers and a variety of other retail and community activities, as in Detroit's Eastern Market. Market sheds can sometimes serve as multi-purpose structures, housing other activities during non-market hours. A market shed could also be accompanied by an adjacent space for open-air vendors and market-related activities.

The most iconic form of market infrastructure is the market hall, which evolved from an enclosed market shed. Market halls represent a significant capital investment for both the owner and the tenants, with a permanent building structure, permanent tenant spaces, utility systems and storage facilities. Whereas open-air and shed markets may be able to lease vendor spaces on a seasonal or annual basis, market halls typically have multi-

year leases and much lower rates of turnover; however, many market halls may include indoor or outdoor areas for day stalls, seasonal vendors, and other kinds of short-term tenants. In order to make the most of the capital investment, these markets will usually operate 6 to 7 days a week, all year.

Even within the category of market hall, the scale and kind of operations varies widely. Eastern Market in Washington, DC has a relatively small footprint and number of vendors, but a variety of different spaces for market activity: 12 permanent food vendors in 10,000 sq. ft in the South Hall Market, 3,500 sq. ft. in the North Hall Events Space, and an outdoor shed and plaza that on the weekends can host 15 farmers line vendors and more than 90 crafts vendors. At the other end of the spectrum, Reading Terminal Market in Philadelphia is a single enclosed space of 130,000 sq. ft., holding 80 permanent food and craft vendors plus multiple seating areas that are also used for performances and holiday crafts day table. Both market halls have a basement area for cold and dry storage equivalent to their above-ground footprint.

Eastern Market, Washington, DC (left) and Reading Terminal Market, Philadelphia, PA (right)



Some of the best known public markets, such as Pike Place in Seattle or Granville Island in Vancouver, comprise an entire market district, with multiple buildings spread over a wide area. Market districts often start around a central market shed or market hall; their activity begins to expand outward through the addition of other market spaces (open-air, sheds or halls) and the growth of supporting retail and other businesses that take advantage of the user population drawn in by the market. Some districts may be established more formally and with stricter controls on the visual identity and the kinds of businesses that inhabit the district; others grow more organically over time. In a market district, one is likely to find the other forms of market structures, scales and operating times in combination, as the various parts of

the district evolve to meet the needs of different constituencies. Detroit's Eastern Market shed is also the center of a large market district; the farmers market occurs only on Saturday, but the area is still filled with activity from wholesalers, restaurants, clubs and galleries that have grown up around the market.

The Urban Land Institute/Project for Public Spaces guide to public markets also note that neither climate nor city size determine the type of market that will evolve. More important are the local traditions and history of the place where a public market is developed, along with the goals, resources and intentions that drive the market's creation (Spitzer & Baum, 1995, p. 13).

Table 1: Size and Scale of Selected Public Markets

Market (Location)	Type	Size (sq. ft.) ^a	Vendors ^a
Eastern Market (Detroit, MI)	Market district	1,875,000	250
Pike Place (Seattle, WA)	Market district	960,000	500
Reading Terminal Market (Philadelphia, PA)	Market hall	180,000	80
Midtown Global Market (Minneapolis, MN)	Market hall	50,000	50
Eastern Market (Washington, DC)	Market hall	13,500	12
Fruitvale Public Market (Oakland, CA)	Market hall	7,000	10
Union Square Greenmarket (New York, NY)	Open-air market	87,000	140
Ferry Plaza Farmers Market (San Francisco, CA)	Open-air market	10-50,000 ^b	100
Downtown Phoenix Public Market (Phoenix, AZ)	Open-air market	17,500	90
Union Square Farmers Market (Somerville, MA)	Open-air market	6,000	15

^a Facility size and vendor numbers are approximate. Vendor numbers include all vendors across all market days.

^b At the Ferry Plaza Farmers Market, the footprint of the market varies depending on the market day.

SECTION III – STARTING, MANAGING AND OPERATING A PUBLIC MARKET

As with a public market’s form, scale and operating times, the ways that it is started, managed and operated differ significantly from location to location. Nonetheless, public markets face many similar issues, and a study of both public markets research and public market operations reveals a set of wise practices and common pitfalls that can serve as a guide for starting a new public market. Four major areas for these guidelines are the mission behind the market, the governance and management structure, the operations and logistics, and the management of development and operating costs.

The Foundation: Market Mission and Philosophy

The core of a successful public market is its mission. Although many historical markets were started primarily for commercial purposes, the economics of modern retail and real estate eliminated most traditional markets in the US by the time of urban renewal in the 1960s and 1970s. The public markets that were preserved – and those that have been created since – now build their primary purposes around the characteristics defined in the previous section: public goals, local business, and public space.

The mission sets the parameters for the market’s purpose, goals, and operating guidelines, and ultimately becomes a central component of its brand and reputation in the community. The mission helps to gather and solidify the coalition of stakeholders that create and maintain a market, from its initial concept development to its start-up and through its long-term operation. Decisions about location, vendor selection, community and business partnerships, programming, and infrastructure investments all relate back to the market’s mission and philosophy.

The three characteristics of public markets set the overall framework for a market’s mission, but leave room for a great deal of variety and adaptation to a community’s particular needs. Among the markets examined for this study, three common types of mission emerged as the force behind market formation:

- *Supporting local farmers and local agriculture.* The vast majority of farmers markets, as well as many other kinds of public markets, are driven in whole or in part by a desire to support and preserve local agricultural production. This was the case for Greenmarket, the GrowNYC program that runs 50 farmers markets across New York City. In the 1970s, Greenmarket’s co-founders noticed increasing losses of small family farms in New York to development, and they started the program to provide an opportunity for these farms to sell directly to New York City residents. In many other states, state agricultural departments are also supporting

At the Ferry Plaza Farmers Market in San Francisco, a map introduces customers to their “foodshed” of local farmers



these “direct marketing” connections between farmers and consumers and partnering with local community groups to establish public markets. Supporting this mission on the demand side is an increasing desire in communities around the country to connect directly with food producers and to understand the practices behind their food production. “Slow food”, “locavore”, organic and other consumer movements are prompting a variety of changes in the food industry, and have provided strong support in many locations for a rapid expansion of farmers markets.

- *Providing fresh food access to a community.* Another common motive for public markets was a demonstrated need for accessible healthy food options. The food movements mentioned above are sometimes considered an upper-middle-class phenomenon; but in many urban and rural communities, especially among minority and low-income residents, public markets are seen as a way to address nutrition and public health challenges faced by these communities due to a lack of adequate fresh food sources. In a report prepared for the Kellogg Foundation, Project for Public Spaces profiled

Shoppers at Eastern Market in Washington, DC can find fresh produce, meat and specialty items from both producers and wholesalers



markets in Los Angeles, Milwaukee and Providence that had a specific focus on food security and strengthening local food systems. They found that “community-based food systems advocates can successfully utilize markets to be the very centerpiece of a local food system, with the market helping to drive customer demand and to catalyze local production” (Project for Public Spaces, Inc., 2003, p. 41). The report also noted a variety of positive impacts for customers, vendors, sponsors, and the overall community. A number of Boston-area farmers markets, including those in Cambridgeport, Dorchester, Mattapan and Roxbury, have fresh food access as a major reason behind their establishment.

- *Promoting local business and economic development.* A significant number of markets were created with a focus on small businesses opportunities within a community. For both the Fruitvale Public Market in Oakland and the Midtown Global Marketplace in Minneapolis, small business incubation and development was the primary goal of the public market. Organizers saw a gap in the available resources and support for community entrepreneurs, especially micro-enterprises that require much smaller spaces and lower costs to get off the ground. Both of these markets built their vendor pool from a wealth of local residents with viable business ideas who needed the additional structure that the market offered. These markets have also stimulated economic development in the surrounding neighborhood, serving as important symbols of community investment. Supporters of a proposed public market at the former World Trade Center site see an opportunity for similar neighborhood benefits, envisioning the market as a way to restore economic activity and provide a gathering space for a healing community. As highlighted in the definition of public market characteristics, even if a public market does not have local business development as its central motive, it will still be comprised primarily (and oftentimes exclusively) of local enterprises within a defined community or region.



At the Essex Street Market on Manhattan's Lower East Side, each "department" in this grocery store is a concession run by a local business

The types of missions outlined above may occur as the sole or primary reason behind a market, but are often found in combination with one another. Along with these categories, public market missions can be focused on or include a variety of other public goals and interests: promoting sustainable agriculture practices; creating, activating, preserving or reclaiming a public space; highlighting a community's ethnic and cultural diversity; supporting fair trade and "conscious consumerism"; and providing a community center for nonprofit organizations, arts and cultural activities, or community identity-building.

For those starting a new public market, a strong mission is the essential first step, enabling the coalition of partners and supporters necessary for establishing a public market to gather around a common ideal. As the market concept is created and fleshed out, the mission becomes the touchstone for decisions about its governance, its content and activities, and its daily operations requirements. Eventually, the mission becomes the selling point for the market – when approaching funders for

initial investment, when recruiting vendors to participate, and finally, when attracting the customer base that will support the market and any related programming.

Who Determines the Mission?

Successful public markets aren't created in isolation. The idea may originate with a single person or organization, but moving from idea to reality requires building support and partnerships around the market's proposed goals. When seeking to establish a new public market, initiators typically form a planning team or coalition to develop the market's mission and the details of its operation. A strong market development team brings together key stakeholders – including local residents, businesses, politicians and public agencies, community organizations and institutions, and knowledgeable consultants – in order to craft an overall concept and specific goals and guidelines that match the unique combination of assets and needs in a given community.

The market development team is normally led by the organization(s) that will take responsibility for sponsoring and operating the public market. In cases where a sponsoring organization does not already exist, the market development team may choose to incorporate an entity (usually a nonprofit) to lead the concept development and then undertake the process of actually launching the market. Often, but not always, the concept development team may evolve to become the market's governing board.

The Structure: Market Governance and Management

An important issue for public markets is the development of a sound governance and management structure: who makes decisions about the market, and who actually keeps it running. These questions are often directly linked to the identity of the

market concept developers and market sponsors, and to the ownership of the market building, if one exists. The permutations of governance and management structures are somewhat difficult to capture, but two broad categories emerged in the research that cover a majority of market cases: markets owned, sponsored and/or operated by public or quasi-public entities; and markets owned, sponsored and or operated by nonprofit organizations.

Public-Sponsored Markets

Among the markets studied, public entity ownership, sponsorship or operation frequently emerged from a history of the local government creating or supporting public markets in its community. Eastern Market in Washington, DC was once part of a system of public markets created by the government; while other markets were demolished, Eastern Market's location away from prime office real estate spared it from this fate and allowed it to be restored into a thriving community asset (Spitzer & Baum, 1995, p. 11). The market has always been owned by the city, but has gone through a number of different phases in its management structure, including self-management by the vendors and a contract with a management group. Both of those structures resulted in problems for the market, including favoritism to different vendors, lackluster maintenance, and weak leases; the city's Department of Real Estate Services took over management and operations functions in 2009.

Reading Terminal Market offers a different example of public entity involvement in a public market. The Philadelphia Convention Center Authority, a public corporation, purchased Reading Terminal from the Reading Company (the corporate remnant of the railroad operator) in the early 1990s in order to develop a new convention center; public pressure convinced the authority to preserve both the market and the historic train shed above it. The Convention Center formed a 501(c)(3) nonprofit, the Reading

Terminal Market Corporation, specifically to run the market. The Reading Terminal Market has its own board of directors and staff, and the Convention Center's primary relationship to the market is that of a landlord.

Although Washington, DC and other local governments do still operate as well as own public markets, the trend is generally away from government staff operating markets, as this is not their primary area of expertise. More often, governments like Washington are turning to nonprofits as operating partners, either seeking out an existing nonprofit or, as in the case of Reading Terminal, creating a nonprofit for the purpose of managing market operations.

Nonprofit-Sponsored Markets

Markets owned, sponsored or operated by nonprofit organizations within the community were the most common type found in our research. While there are some examples of nonprofits being brought in by a public or private entity to run a public market that the entity establishes, more often community groups and nonprofits are initiators, lead partners or organizers of the effort to establish a market. The following examples help to illustrate the many ways nonprofits participate in creating public markets:

- For the Unity Council in Oakland, CA, the Fruitvale Public Market is part of their overall mission of sustainable social, economic and neighborhood development; their portfolio of programs includes social services, housing development, and business and workforce development. The market was created to support small businesses and microenterprises in the community using an incubator model, where the 10-12 vendors are given not only space to establish their business, but also additional training and advising in good business practices and business development. The Unity Council led and organized the market concept development; bought and



Fruitvale Public Market, Oakland, CA

renovated the building in which the market is now located; conducted charrettes and workshops to recruit potential vendors; and manages and operates the market building and the supportive services for vendors.

- Community Food Connections in Phoenix, AZ, was born in 2002 from the executive director’s work with Arizona food banks. She realized that food banks weren’t able to deal with the root causes of hunger, but that programs directly connecting farmers to consumers could both improve food access and make it easier for farmers to make a living. CFC’s services include community-supported agriculture and a farm-to-school program; however, the Downtown Phoenix Public Market has become the primary showcase for the organization’s work. A weekly farmers market was started on a parking lot in 2005 and expanded to 2 days a week in 2007. When the building adjacent to the parking lot came up for sale, CFC quickly took advantage of the opportunity, purchasing the building and creating the Urban Grocery and Wine Bar, where patrons can purchase local produce, meat and other food products four days a week. CFC continues to run the farmers market 2 days a week next to the Urban Grocery, and is still working to develop a year-round public market for the Phoenix area.

- The Midtown Global Market in Minneapolis grew out of a partnership among four nonprofits in the area; three of them provide small business training, loans and other supportive services to their ethnic communities, and the fourth offers cultural and wellness programming for the neighborhood. All four partners saw the market as an opportunity to promote small business development and to highlight the ethnic and cultural diversity of an area that has long been a starting point for immigrants to the city. The Neighborhood Development Center acts as the market management partner, hosting the market staff and continuing to offer programs and training for market tenants. The Latino Economic Development Center and the African Development Center also provides loans and other assistance to tenants within the market, and the Powderhorn-Phillips Cultural Wellness Center helps to coordinate cultural programming for the market. Each organization has representatives on the market’s board of directors.
- The Center for Urban Education about Sustainable Agriculture (and its predecessor organization, the San Francisco Public Market Collaborative) began operating a farmers market

The Center for Urban Education about Sustainable Agriculture gives visitors the “A to Z” of sustainable food production



in the early 1990s next to San Francisco's dilapidated Ferry Building. When the Building was redeveloped by Equity Office and Wilson Meany in 1999, the developers invited the Ferry Plaza Farmers Market to become an exterior tenant of the building; CUESA now runs the market 3 days a week in the plaza areas surrounding the Ferry Building. The Ferry Plaza Farmers Market is the centerpiece of CUESA's educational programs, which include cooking demonstrations by local chefs using farmers market products; tours of local farms and food artisan facilities; education booths and displays at the farmers market; and lectures held within the Ferry Building.

- Chicago's Green City Market was created in 1998 by local chef Abby Mandel, who used her relationships with local farmers practicing sustainable agriculture to recruit the market's initial vendors. The nonprofit was founded specifically to manage the market; it is governed by a board of directors including local farmers, restaurateurs, food writers and business leaders, and managed by the nonprofit's paid staff. The Green City Market operates as an open-air market in Lincoln Park from May to October. The market partners with another nonprofit, the Peggy Notebaert Nature Museum, to continue the market indoors during the winter months.

The selection above makes it clear that nonprofits play a vital and vibrant role in bringing public markets of various forms to their communities. Nonprofits may be started specifically to organize and run a market, but existing nonprofits can also use public markets as an important vehicle for carrying out aspects of their overall mission. Public market development also clearly benefits from the partnerships nonprofits form with one another and with like-minded public agencies or private corporations.

Private Corporations and Public Markets

Private corporations can play a variety of roles in establishing and operating public markets. In the case of the Midtown



Ferry Building Marketplace, San Francisco, MA

Global Market, Ryan Companies, a private developer, bought and redeveloped the former Sears building in which the market is now located; the developer worked with the coalition of nonprofit sponsors to include the market in their mixed-use redevelopment proposal to the city (Midtown Global Market, n.d.). At the Ferry Building in San Francisco, Equity Office runs the Ferry Building Marketplace as part of its development within the building along with leasing outdoor space to the Ferry Plaza Farmers Market; the building is owned by the Port of San Francisco. Another illustrative example is the Chelsea Market, created as part of the redevelopment of the Nabisco complex in New York's west Chelsea neighborhood. The market is privately owned and operated, but still meets the three central characteristics of a public market – public goals, local business tenants, and publicly accessible space (Chelsea Market, n.d.). Public-private or nonprofit-private partnerships, when both partners are committed to the public goals of the market, can be an important way to bring much-needed resources and expertise to public market development.



Takoma Park Farmers Market, Takoma Park, MD

Self-Governed Markets

One additional form of market governance and management plays an important role in many markets, and should not be omitted from the discussion: self-management of a market by its vendors. For these markets, direct management of the market allows vendors to have the greatest level of control over their operations and the goals and policies of the market in which they participate.

The Takoma Park Farmers Market was first established in 1982 and originally run by the City of Takoma Park, MD. Takoma Park is a producer-only market, and in 1997 a for-profit corporation was formed to allow the producers within the market to govern and manage the market themselves. The vendors of the market are the membership of the corporation, and they meet annually to elect a board of directors and discuss any policy changes or other concerns. Committees of the board handle specific areas of market policy and operations including membership, rules and publicity. The membership also votes for a market manager and assistant market manager, who manage operations on market day; these managers are not paid, but they get free or discounted rent on their vendor spaces. Participants pay an annual fee for their space in the market, and those fees are applied to the lease

agreement with the City, advertising, and other purposes as determined by the board (Takoma Park Farmers Market, 2010).

The Public Market House in Portland, ME, is another example of self-management, although not as inclusive as Takoma Park. The Public Market House was started by vendors from the former Portland Public Market, which closed in 2006. The three vendors formed Market Ventures, LLC, and found a new home for their operations; in addition to establishing spaces for their own businesses, the Public Market House founders sub-lease permanent stalls to other local food vendors, rent access to a commercial kitchen for small businesses that need it, and rent space in the adjacent public square for day stalls that can be occupied by producers of Maine-made food and other goods (Portland Public Market, n.d.).

Vendors can also have strong and active participation in market governance within a staffed nonprofit management and operations structure. In GrowNYC's Greenmarket, paid market managers are responsible for day-to-day operations; however, the Farmer Consumer Advisory Committee works with the program director to establish the policies and guidelines for the markets, including vendor eligibility requirement, the application process, and grievance procedures. The FCAC is composed of 15 producers and 6 community representatives (GrowNYC, 2009).

Public Market Staffing

Two recurring themes in our interviews with public market management staff were the wide range of tasks involved in market management and the importance of a capable and savvy market manager. Below is a sample of the management and operations tasks highlighted in various conversations:

- Setting market days and times
- Handling lease agreements, easements or other arrangements for the market location

- Working with state and local agencies
- Recruiting new vendors, controlling the balance of vendor types, and handling vendor vacancies
- Negotiating vendor lease terms and collecting rents
- Enforcing market rules and guidelines
- Managing conflicts between vendors
- Determining the market layout
- Setting up equipment on market day, and overseeing vendor setup and cleanup
- Addressing security or emergency issues on market day
- Tracking market data, including customer counts, sales figures, and feedback from customers, vendors or abutters
- Handling payment systems for customers, such as credit cards or SNAP benefits

The Takoma Park Farmers Market uses a contractor to help manage ATM and SNAP card processing for market customers



- Inspecting farms to ensure that they produce what they sell
- Building maintenance and services in permanent facilities, including waste management, janitorial services, and utilities
- Developing programs and establishing partnerships with other organizations
- Managing special events at the market
- Marketing and publicity
- Short- and long-term planning for the market

All of the markets we interviewed had at least two people handling aspects of market management and operations, although these two people were not necessarily devoted to the market full-time. Increases in staff were not related as much to market size as to the variety of programs and operational activities at the market. Special events, marketing and communications, farm inspections, and SNAP benefits were among the programs that prompted markets to seek additional staff help. In some cases, markets contract out for specific services, such as web development or trash pickup. A few of the markets researched also use volunteers to supplement staff resources (e.g., managing the information table on market days).

There is no hard-and-fast rule about the necessary staffing levels for a public market, since the features of any given market can vary so widely. Instead, it is important for market planners and operators to carefully assess the programs and services that they want or need in the market. By providing adequate personnel to handle market operations, market managers foster a welcoming and fulfilling experience for customers and vendors alike.

The System: Market Operations and Logistics

The details of a public market's day-to-day operations are critical to its success. The idea of a public market can seem appealing

and even inspiring, but what makes visitors and vendors return to a market is the way that market staff bring the vision to the ground, from the way the market is laid out to the way it is cleaned up at the end of the day. As illustrated above, market management covers a broad range of issues and activities; however, our interviews revealed four operations areas most frequently highlighted by managers and sponsors: locating the market; finding and managing vendors; getting vendors and visitors to the market; and getting the word out.

Location and Layout

It's an old refrain: the key to a retailer's success is location, location, location. For public markets in permanent facilities, this decision only needs to be made once; for public markets without permanent homes, this question may come up every year or two (or in the worst case, more than once a season). In all cases, the placement of a public market and the relationship to its surroundings can either give the market an early boost or present it with obstacles to overcome.

The Ferry Building's clock tower is easily visible from the Embarcadero BART station in downtown San Francisco



In our research, we found that easy access, supporting adjacent uses, and a critical mass of users were the most significant criteria for market location, whether in a permanent or a temporary site. Access is such a decisive issue that it will be discussed separately, but it is worth noting that access is visual as well as physical; the market needs to be easily visible for those who want to find it, and the way to get to the market needs to be clearly discernible to visitors. It helps if people who want go to the market are already in the area, which is why the activity surrounding the market is a crucial factor. Even the best market will rarely draw customers to an otherwise deserted location; but if potential visitors are also living, working, shopping, and going out to eat or socialize nearby, it is much easier to induce them to stop at the market. A market can establish a mutually beneficial relationship with its neighbors – not only relying on local offices for its daytime traffic, for instance, but also making those offices more desirable workplaces because of the local amenity.

Of course, just one office or restaurant typically isn't enough; markets do best in the midst of a dense mix of different uses, in a location that offers a large number of users throughout its operating hours. Downtown city centers are often preferred market locations for this reason, but markets can also start and thrive in locations outside of the downtown. Eastern Market in Washington, DC is nearly a mile from Capitol Hill and still further from the city's major business districts, but it is able to rely on its dense residential neighborhood and a solid contingent of local office workers for its primary customers. The Midtown Global Market in Minneapolis is similarly located nearly three miles from the city center, but has seen strong increases in sales each year since it opened in 2008 (Midtown Global Market, n.d.).

Location is just as important inside the market as outside, which is why market layout is an important issue for vendors. At Reading Terminal Market, vendors near the market entrances and on the main aisles have higher sales numbers than those located on



At the Union Square Greenmarket, similar vendors are typically spread out; this cluster of plant and flower vendors is one of the few exceptions.

the interior aisles; at the Union Square Greenmarket, pedestrian patterns have shifted over the years so that the western street along the park receives more traffic than the northern street. In the Nantucket Farmers and Artisans Market, knitting and weaving vendors asked to be located near one another, valuing the connection to like artisans; but in many other markets, vendors of similar items feel that being located close together will drive down prices for all of them, as customers can make price comparisons more easily. Many markets that don't have permanent facilities also have vendor rosters that will change between days, weeks or seasons, making the management of market layout even more complicated. The Union Square Greenmarket has three staff members who work on the market layout for their 4-day-a-week, year-round operation.

A lack of permanent facilities doesn't relieve a market from the expectation of consistent location and layout, both for vendors and for visitors. More than one market manager shared stories of the loss of customers and loss of vendors that can result from changing a market's location. For the Ferry Plaza Farmers Market,

switching from the former location across the street from the Ferry Building to the current location directly adjacent to the Ferry Building caused some vendors to drop out of the market after the transition. At the Takoma Park Farmers Market, a vendor who had been part of the market for several years bought a larger truck and had to move directly across the aisle from his previous location; many regular market customers were unable to find him, while others greeted him as a new vendor. Since even small changes can cause a large degree of confusion and dissatisfaction among visitors and vendors, successful market managers minimize location shifts as much as possible.

Transportation Access

As mentioned earlier, easy physical access to a public market is an essential feature of its location. Market access has to be examined from two different points of view, each with its own requirements: access for visitors and access for vendors.

How visitors will reach a public market depends both on the surrounding transportation infrastructure and on the size of the market's catchment area. Regional-serving markets looking at a primary trade area of 1-3 miles or more, whether in an urban or a suburban area, will be much more reliant on cars as the primary mode of visitor transportation, making parking availability a critical component of market location. Neighborhood-serving markets in urban locations with primary trade areas under a mile may be able to rely more heavily on walking, biking and public transit where it is available. However, even in these locations, parking must be considered; shoppers with mobility limitations, small children, or a large amount of purchases are among those constituents for whom car travel is an important option.

If visitors are approaching on foot or by bike, the pedestrian and biking infrastructure available on the way to the market need to be safe and inviting. Well-maintained sidewalks, clear bike lanes



San Francisco's Embarcadero is quite wide, but a well-designed crossing helps pedestrians share the road safely with cars and trolleys

and safe street crossings will make a market easily accessible for these groups. At the same time, unpleasant or unsafe travel paths can deter customers, even over short distances. The pedestrian environment around a market is also a part of the market's identity and ambience; markets are frequently used to create inviting public spaces for community use and enjoyment.

While visitor transportation is an obvious component of any retail business, when planning a public market, it can be easy to overlook the transportation needs of the vendors who participate in the market. Especially for vendors occupying day stalls, the access constraints can define how they are able to operate: can they pull a vehicle up next to their stall in order to unload their products? Can they use a truck as additional storage space or a backdrop behind their stall during the market? If vendors can't park their vehicle in the area of their stall, is there other parking available – and is it free? Vendors with permanent stalls and storage areas in a market hall may have slightly different requirements, but along similar lines: parking access for their staff, and a loading area where products can be delivered.

One final component of vendor access that should be mentioned is the travel route that vendors must take to get to the market.

In many of the markets we studied, vendors were drawn from a 100- to 250-mile radius; this can mean a drive of two hours or more for some vendors. If vendors are coming from such distances, easy highway access to the market location becomes even more important; adding a half-hour of city driving to the commute could be the difference between keeping and losing a good market vendor.

Vendor Recruitment, Guidelines and Support

Good vendors are at the core of good markets; the quality and uniqueness of their products and the way that they interact with customers become part of the market's identity and reputation.

Vendor recruitment is often, but not always, based on existing relationships. At the Downtown Phoenix Public Market, the executive director's previous connections with farmers from her food pantry work helped her to find the market's first vendors. Similarly, the founder of Chicago's Green City Market used her relationships with farmers as a restaurateur to find her market participants. At Union Square Main Streets (USMS), the

At many farmer's markets, vendors use their trucks for display and storage



executive director didn't have existing relationships with farmers to help start that market, so the organization partnered with the Federation of Massachusetts Farmers Markets (FMFM): for the first few years, FMFM would handle vendor recruitment and management while USMS handled the other aspects of market operations. FMFM was able to use their knowledge of farmers' operations, reputations and relationships with one another to select a good mix of vendors. As time went on, USMS developed its own relationships with the vendors and took over vendor management.

A wider recruitment process can also be used to find vendors. The Unity Council conducted a charrette for local entrepreneurs to seek out viable business ideas that would be incubated in the Fruitvale Public Market; that charrette yielded over 160 applications for the 12 vendor spaces. The Midtown Global Market recruited its initial vendors by going door-to-door within the local communities served by its sponsors. Now that the market is established, a broker helps identify potential new vendors. Once a public market is established, staff are also likely to receive unsolicited expressions of interest from potential vendors, whether through an application available on the market's website or a walk-up visit on market day.

Most markets have some form of application to verify what the vendor will sell and how it is sourced and/or produced. Often, an application committee or jury will review potential vendor submissions to make sure that they match the market's standards; that group recommends or selects the applicants to fill any vacancies. The guidelines for who can become a market vendor are one of the clearest ways that the market's mission is expressed. Whatever guidelines a market establishes, its reputation is usually linked to how well it adheres to the standards it sets. Some common vendor criteria include:

- *Local business:* All public markets focus on local businesses as their vendor base, but every market has to determine

what "local" will mean for them. For some markets it is a specific distance away from the market (e.g., 50, 100, or 250 miles); for others, it is a geographic region (e.g., Nantucket Island, the tri-state area, or New England).

- *Product type:* As described earlier in this report, the merchandise mix of public markets varies greatly; markets set guidelines for the kind of products and services they include based on their mission and goals and what they think will attract customers.
- *Product sourcing:* Depending on their mission, a market may place certain restrictions on how or where a product was produced. "Producer-only" is a common market criterion for both food and non-food vendors, requiring that vendors sell only what they have grown, raised or made themselves. Some markets go further; both Union Square Greenmarket and the Chicago Green City Market are moving toward requirements that the ingredients in value-added food products also come from within their defined local radius. Green City Market also focuses on sustainable agriculture, and will require all vendors to have a sustainable or organic certification by 2012. For other markets, sourcing is not a primary criterion; at the Midtown Global Market, all of the businesses are local, but many vendors source products from their ethnic homelands around the world.

Other kinds of vendor guidelines are operational. Vendors may be required to participate in a certain number of market days; to open and close at specific hours or to refrain from selling outside those hours; to have staff with a certain level of direct knowledge of or experience with the product; to display certain information about themselves and their products; to maintain or clean up their selling area; or to report their sales numbers on a regular basis. These kinds of criteria are usually determined by the market's operational needs and staff capacity, included in the lease or other vendor agreement, and modified over time as market operations evolve.



The Pennsylvania Dutch vendors are one of the best-known attractions of Reading Terminal Market, but they are only available on certain days

Finally, vendors require support from market staff to be successful within the market. Vendors rely on staff to publicize the market; to share important information about market operations; to enforce rules and provide a forum for complaints; and to ensure the smooth running of the market’s logistics. Certain vendors may need physical support systems, such as utility service or storage areas. Additionally, some markets may also offer business training and development services as part of their mission, as seen in the Fruitvale Public Market and Midtown Global Market.

Branding and Marketing

Multiple components of a market’s identity – its mission, its guidelines, its products, and its physical and social atmosphere – have been highlighted in the preceding sections. One of the roles of market managers and staff is to knit these various components into a coherent brand for the market, and then to communicate

that brand to customers, vendors, community members, and other supporters and stakeholders. As in any other business venture, a successful brand is clear and distinctive, making it easy for potential customers to distinguish the enterprise from a variety of other options and to understand what that enterprise offers. Some aspects of brand identity may be concrete (for instance, related to specific products or a certain price point), while others are intangible but still important (for instance, about responsibility, sustainability, or community).

All of the markets we studied had solid reputations within the local community, but some had especially strong and clear brands. Chicago Green City Market is known locally and regionally for its focus on sustainable agricultural practices. The Midtown Global Market has built its brand on the international diversity of its vendors, whose backgrounds and products represent 5 different continents. For the Nantucket Farmers and Artisans Market, “Nantucket-made” provides a sufficiently distinctive core concept; at the Ferry Plaza Farmers Market, certain market days have well-known identities, such as the focus on street food vendors on Thursdays. With other large historic public markets, such as Reading Terminal Market and Pike Place, their long and successful histories and special components (such as Reading Terminal’s Pennsylvania Dutch vendors) have brought them national renown.

Communication of a public market’s brand is an ongoing work, even for the largest markets. Reading Terminal focuses its communications efforts on attracting local customers and maintaining its identity as a fresh food market for Philadelphians, not just an eating and shopping place for tourists and out-of-town visitors. At both Reading Terminal and the Union Square Greenmarket, vendors featured on TV shows and in magazine and news articles have given the markets good exposure. Many markets maintain newsletters, partner on local events with other community organizations, and work to boost their visibility

through new media outlets like Facebook, Twitter and blogging. However, a number of market managers indicated that their best publicity is still word-of-mouth, as customers and vendors share experiences of the market with family, friends and colleagues.

Other Logistics Issues

Beyond the major categories explored above, there are a number of other logistical issues that market developers should keep in mind when planning for market operations:

- Waste management:** Markets generate trash, even those that don't have a large selection of ready-to-eat food. Whether for corn husks or Styrofoam containers, market managers need to think about how to handle any waste that is created by the market's activities. In the open-air markets we studied, vendors were generally responsible for cleaning up their areas, with the market manager making a final pass to ensure that the site is left clean after the market has packed up. At both the Union Square Greenmarket and the Takoma Park Farmers Market, market managers have agreements with the city public works departments to do extra trash pick-ups on market days. In permanent market hall facilities, markets will either have janitors on staff or contract out the cleaning of public seating and circulation areas; they will also have trash rooms where vendors can take waste generated within their stalls, and vendors are usually responsible for the cleaning and maintenance of their stall area.
- Facilities:** Many open-air markets struggle with arranging the appropriate facilities supports for vendors, including access to storage, utility service, and restrooms. In general, open-air markets are not able to offer storage; however, the Ferry Plaza Farmers Market has been able to create some storage areas behind its education panels in the Ferry Building arcade. The Takoma Park Farmers Market and the Nantucket Farmers and Artisans Market both make arrangements with adjacent



San Francisco is a leader in sustainable waste management, and the Ferry Plaza Farmers Market is no exception

businesses for vendors to use restrooms. At Union Square Greenmarket, recent park construction has enabled them to build in electrical outlets for some vendors, and will restore a dilapidated public pavilion and comfort station to provide restrooms for vendors and customers. In market halls, restrooms and utilities are part of the infrastructure; these market halls also will have significant areas in the basement and in other parts of the market that offer dry, refrigerated and freezer storage for vendors who need it.

- *Health and safety:* Market managers must also make sure that their operations keep the public healthy and safe. Different local and state agencies may have public health requirements for vendors selling fresh food, such as licensing requirements or restrictions and procedures for food sampling; managers need to communicate these requirements to vendors and maintain a positive working relationship with oversight agencies. Safety and security arrangements at markets vary. Market halls may have in-house or contract security staff to handle security and emergency issues; in many open-air markets, the market manager on duty is the point person for safety concerns and emergency situations.

The Final Calculation: Market Costs and Financing

Although public markets are not started for primarily commercial reasons, they still have to be commercially viable. As noted by Mimi Graney at Union Square Main Streets, public markets are social enterprises, and the “enterprise” aspect needs as much attention as the social: customers must want to buy what is available at the market, vendors need to make enough money to justify the costs of participation, and operating costs have to be paid. In the end, the best mission, structure and operations plan in the world won’t save a market that cannot sustain itself with enough revenue to cover its operating costs. This was the unfortunate case for the former Portland Public Market in Maine. Although founded with strong philanthropic support and lauded for its building and urban design, the market ultimately failed to draw a sufficient customer base, and its foundation owner could not continue to subsidize market operations in order to keep vendor rents affordable (Associated Press, 2006).

Spitzer and Baum (1995, p. 71) define three criteria for economic feasibility of a market: development costs that are covered by available capital funds; operating expenses, including any debt

service, that are covered by market revenues; and vendors who are financially successful. Earlier sections discussed the importance of an attractive brand and merchandise mix and a sufficient level of customer demand. Market concept developers must also be sure that they have a solid business plan that includes both the start up and the ongoing maintenance costs of a public market.

The most common sources of financing for the start-up costs of a public market are fundraising (through grants and donations) and loans. This money is used to cover both “hard” costs of land acquisition and construction and “soft” costs of professional fees and other services. Operating costs for a market include staff salaries, contracted services, and event and program costs; in market halls, operating costs include building systems and maintenance expenses that open air markets do not have. Operating costs are covered with the revenue the market generates, primarily from rents and fees charged to vendors. In market concept development, financial feasibility analysis should be an early part of market planning, to ensure that planning participants are devoting their time and resources to a viable business idea.



SECTION IV – LECHMERE SQUARE AS A PUBLIC MARKET SITE

The previous examination of public markets and their circumstances outlines several aspects of creating and operating a public market, and offers useful guidance for further development of a public market proposal for Cambridge. However, more detailed exploration of any proposal must map the market concept onto a specific site and assess that site's suitability as a public market location. The following section provides a preliminary analysis of Lechmere Square as a public market site.

The specific site being examined is the parcel bordered to the north by Monsignor O'Brien Highway; to the east by a proposed extension of First Street to O'Brien Highway; to the south by Cambridge Street; and to the west by the houses along Second Street. In the discussion of public market operations, a number of criteria for a strong public market location were put forward, including population density, site access and adjacent uses. This study looks at three aspects of Lechmere Square from a public market perspective: the definition and demographics of the market's catchment area; the situation and condition of the current site and its existing buildings; and the existing business and community services in the surrounding area.

Although this report is not an evaluation of the specific Lechmere Square development proposal created by the East Cambridge Planning Team (ECPT), the proposal provides a useful starting point for discussion of the scale and siting of a potential public market. In their proposal, ECPT suggests a rearrangement of development rights on the current Lechmere Station site to create a public plaza area of approximately 30,000 sq. ft. On the plaza, the proposal uses the existing train shelters and bus shed to create a public market with indoor/covered and outdoor/uncovered spaces totaling 10-15,000 sq. ft. The proposal also includes recommendations to improve the pedestrian connections from the site across adjacent streets.

Market Analysis

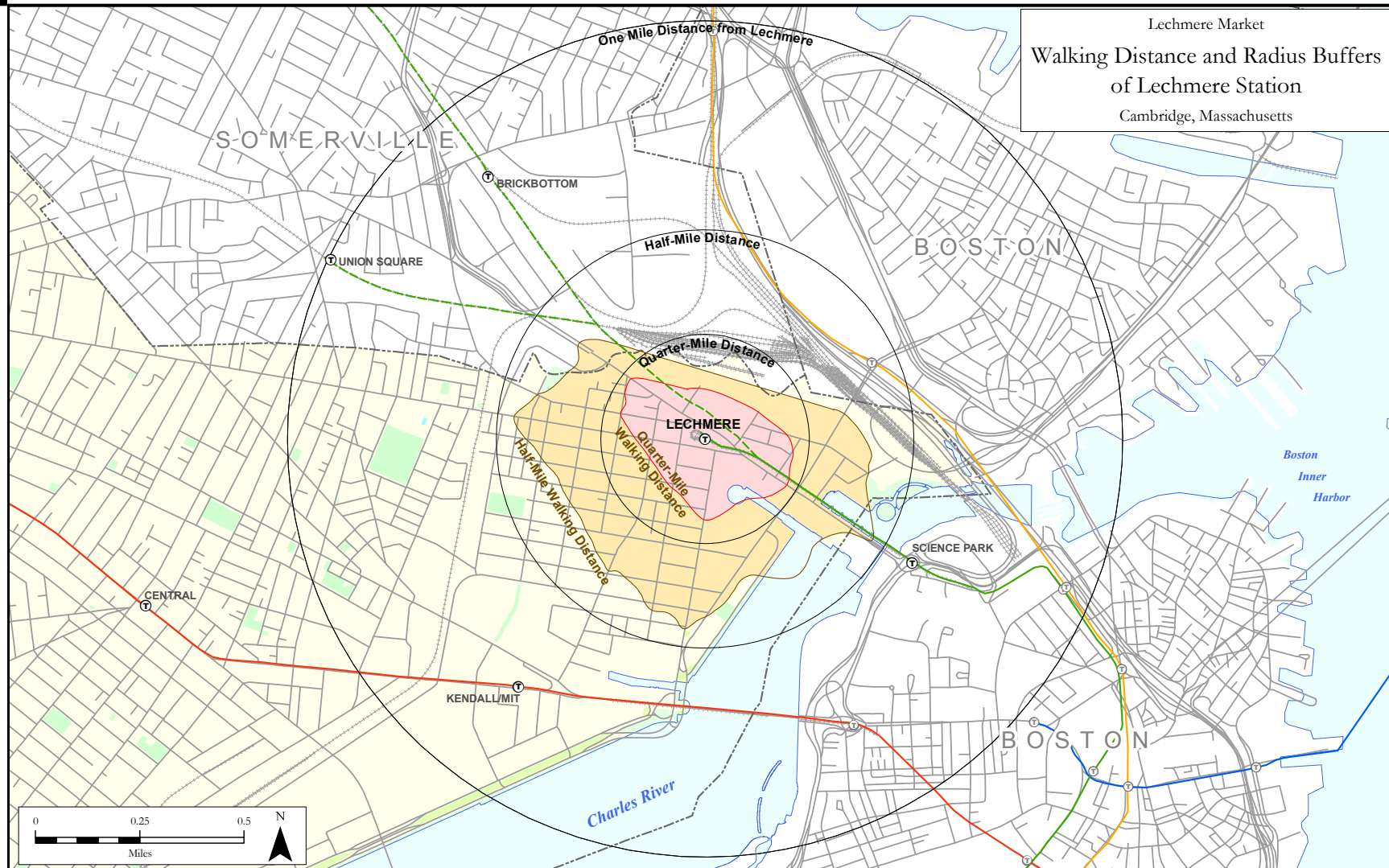
Definition of the Catchment Area

Based on our research, the proposed footprint of 10-15,000 sq. ft. suggests a market that primarily serves the local neighborhood. For comparison, the footprint of the Eastern Market (DC) building is approximately 13,600 sq. ft., with 10,100 sq. ft. for the South Hall market space and 3,500 sq. ft. for the North Hall events space. Eastern Market draws most of its customers from the surrounding residents and offices; on weekends, it will also attract customers from across the city.

Other research also supports a conservative definition of the primary trade area. In their feasibility study for a public market in lower Manhattan, Project for Public Spaces (2002) defined a primary trade area within a ¼-mile radius of the proposed site near the former World Trade Center, and defined the secondary trade area between ¼-mile and 1 mile from the site. Although some feasibility studies defined primary trade areas up to 1 mile and secondary trade areas up to and beyond 3 miles, these appeared to be more suburban, car-based models. Studies with larger catchment areas also assumed a larger, regionally-oriented facility of 20-40,000 SF, a scale well beyond the Lechmere Square proposal.

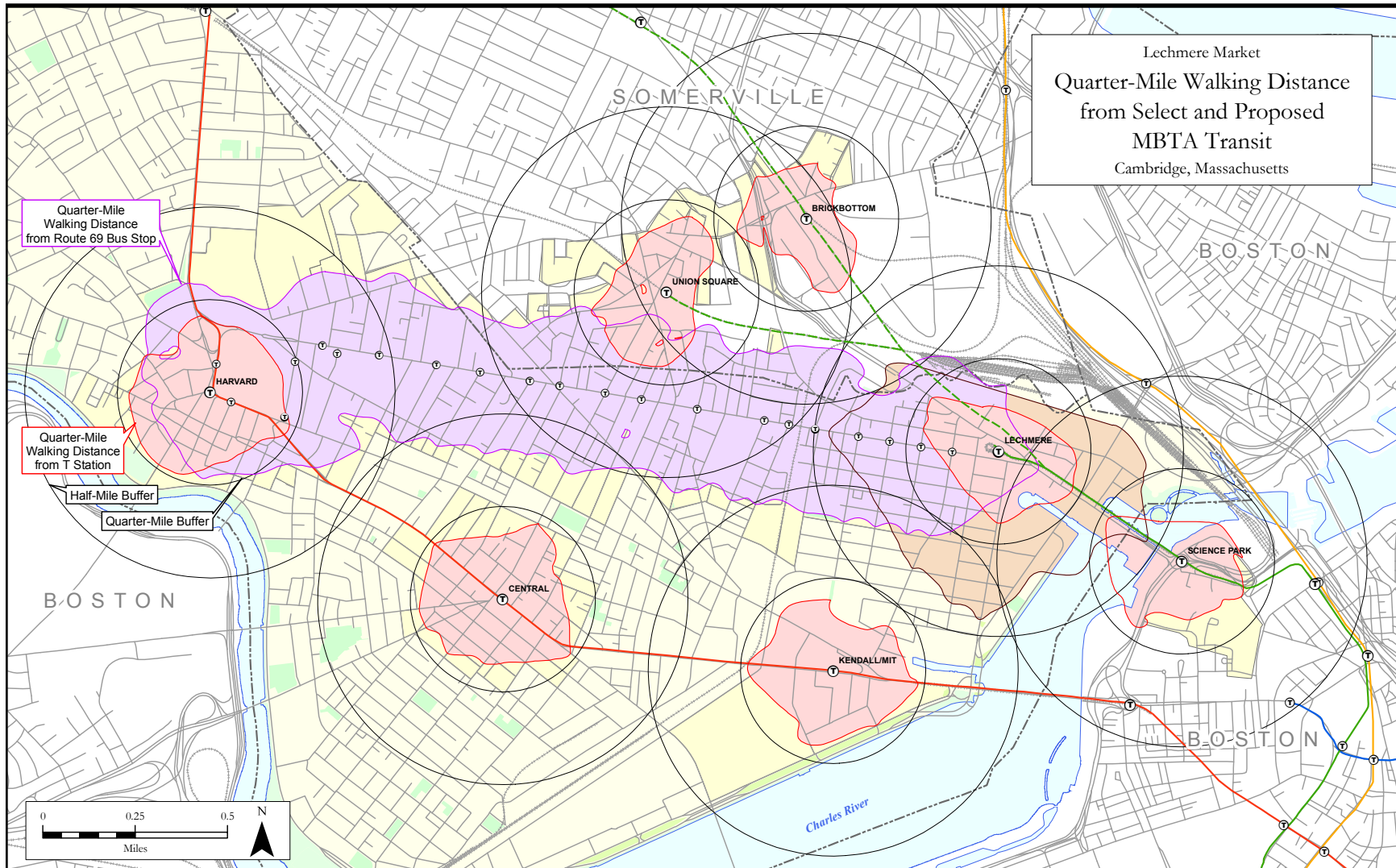
As a result, we defined a primary trade area for the Lechmere Square public market as ½-mile from the site. We also analyzed demographic data at the ¼-mile and 1-mile level, to assist with comparisons to the trade areas defined in other feasibility studies. In addition to the standard radial definitions of the trade area, we generated a true walking distance analysis for the ¼-mile and ½-mile level, and looked at residential and worker populations within those modified areas.

Section IV - Lechmere Square as a Public Market Site



Our definition of the secondary trade area was unique among the studies we reviewed. A typical 1-mile ring around the site seemed inappropriate for the study; it did not account well for factors peculiar to our area, such as the high percentage of residents who walk, bike and use public transit for commuting

and daily errands, or the way that the Charles River acts as a barrier. Instead of a radius, we chose to conduct a population analysis along major transit corridors: the secondary trade area includes the ¼-mile walking distance around the three nearest MBTA Green Line stops (existing and proposed) as well as the



¼-mile walking distance around stops for the MBTA Route 69 bus that runs from Lechmere Square to Harvard Square. We also included population data for the ¼-mile walking distance from the three closest MBTA Red Line stops in Cambridge, since private shuttle buses allow a connection from Kendall Square Station to the Lechmere Square area.

Population

In order to understand the population density around Lechmere Square in the context of public market development, we compared the trade areas for Lechmere Square to population analyses from other public market feasibility studies. Table 2

Table 2: Comparison of Population in Areas Surrounding Public Markets

	¼-mile radius	¼-mile walking	½-mile radius	½-mile walking	1-mile radius	Alt. trade area ^c
World Trade Center ^a	6,500		21,109		68,253	
Grand Central Station ^a	9,692		45,113		149,344	
Pike Place ^a	3,173		8,138		37,130	
Reading Terminal ^a	1,831		11,777		58,162	
Lechmere Square ^b	6,039	4,930	10,953	9,350	41,606	49,976

^a Source: Analogs of Public Food Markets (Project for Public Spaces, Inc./Public Market Collaborative, 2002)

^b Current population estimates for Lechmere Square area for ¼-mile, ½-mile and alternative trade area derived from 2000 Census data plus analysis of recently constructed development in the defined area. 1-mile population estimates from Community Development Department Market Profile: Lechmere Square, 2009

^c Alternative trade area includes ¼-mile walking distance around existing Lechmere, Science Park, Kendall, Central and Harvard stations, existing Route 69 bus stops, and proposed Union Square and Brickbottom Green Line stations.

shows a comparison to the existing markets at Grand Central Station, Pike Place and Reading Terminal and a proposed market near the World Trade Center site.

Lechmere Square's population density appears comparable within the ¼-mile and ½-mile radius; within the 1-mile radius (or using the alternative trade area), population numbers are on the low end but still within range. As an additional test, Lechmere Square was also compared with the half-mile radius for a proposed New Haven public market and the 1-mile radius for a proposed Tacoma, WA public market. New Haven's population within the half-mile ring was 5,992, as compared to Lechmere at 10,953; Tacoma's population within the 1-mile ring was 13,167, compared to Lechmere at 41,606 for the 1-mile ring and 49,976 for our alternative trade area (Market Ventures, Inc., 2007; The Scott Group LLC, 2005). Since the respective feasibility studies for lower Manhattan, New Haven and Tacoma deemed that these areas had sufficient residential population to support a public market, our comparisons suggest that Lechmere Square also has an adequate residential population density.

Equally important for a public market is the office worker population in its trade area, as these users provide a significant portion of the daytime customer base. For Lechmere Square, we have estimates available at the ¼-, ½- and 1-mile level; estimates were not available for the alternative trade area that we defined. At the 1-mile level, we compared Lechmere Square's estimated daytime population of 100,362 to Tacoma and to the World Trade Center area. Tacoma's daytime office worker population within a 1-mile radius was 30,882; near the World Trade Center, the estimate was more than 210,000 (The Scott Group LLC, 2005; Project for Public Spaces, Inc./Public Market Collaborative, 2002). The difference in these two numbers – and the type of metropolitan area from which they come – is quite large, but Lechmere Square's estimate does sit comfortably in the middle.

However, a closer look at the daytime population around Lechmere Square elicits some concern. Within a ½-mile radius, the estimated daytime office population is only 13,755; using the ½-mile true walking analysis, this estimate shrinks to 10,192. This means that 85-90% of the daytime population around Lechmere Square is located beyond an easy walk to the proposed

Office worker population estimates for Lechmere Square were derived from Metropolitan Area Planning Council employment figures for 2000 in Transportation Analysis Zones within or intersecting the half-mile radius/walking distance area, plus an analysis of recently constructed development in the defined area using a ratio of 1 job per 350SF of commercial development.

public market site. For comparison, the estimated office worker population around the World Trade Center site within a ¼-mile radius was nearly 110,000 (Project for Public Spaces, Inc./Public Market Collaborative, 2002). Lechmere Square’s distribution raises a question about how substantive a contribution daytime office workers would make to the public market’s daytime traffic volume.

It is important to note that the above figures for Lechmere Square’s residential and daytime office worker populations do not account for potential effects from the future build out of the North Point area. As highlighted in the section on Lechmere Square’s future development prospects, the build out of North Point over the next 10-15 years is expected to bring a substantial new population to the area. This growth has different implications for the residential and daytime worker support of a public market.

Using a projection of 55% build-out by 2020 (Cambridge Community Development Department & Eastern Cambridge

Planning Study Committee, 2001), North Point would add more than 3,000 new residents within walking distance of the proposed market site. When looking at the population densities in Table 2, the estimated 8-9,000 residents for Lechmere are second only to the Grand Central Terminal area at the ¼-mile level; at the ½-mile level, Lechmere Square would move ahead of Reading Terminal Market. However, for the daytime office worker population, the effect is much less significant. At 55% build-out, North Point would add about 2,700 new jobs; although this is a 20-25% increase in the current daytime office population within a ½-mile walking distance, it still leaves more than 80% of the office worker population within 1 mile of Lechmere Square beyond a convenient walk to the site.

Consumer Expenditure

We also examined consumer expenditure data in the study area, to assess whether consumer demand would support a public market. Table 3, from a Cambridge Community Development Department market profile of Lechmere Square, illustrates the consumer demand for five different retail types that relate to potential public market goods.

In selecting these categories, we considered grocery stores as an analog for fresh food spending in a public market; specialty food

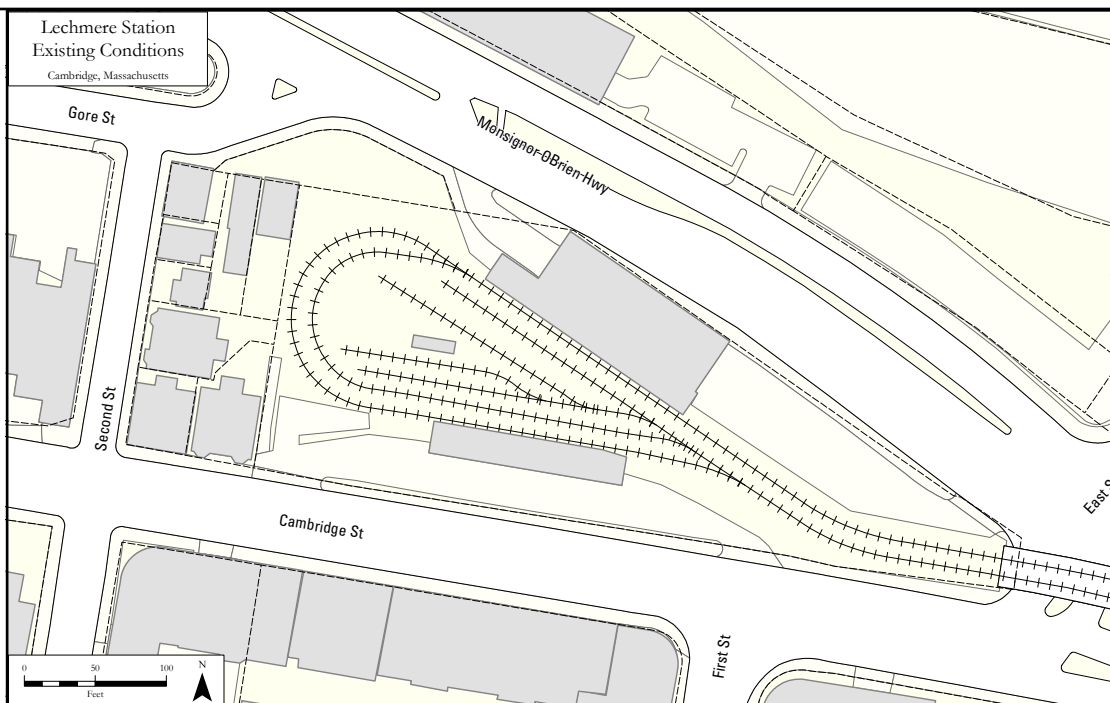
Table 3: Retail Potential & Expenditure Leakage, Estimated for Five Sample Store Types (approximately 1-mile Radius)

	Supply (Retail Sales)	Demand (Consumer Expenditure)	(Opportunity Gap)/ Surplus
Grocery Stores	\$30,456,800	\$94,565,841	(\$64,109,041)
Specialty Food	\$5,082,000	\$33,094,980	(\$28,012,980)
Retail – Specialty Store	\$14,926,723	\$17,732,372	(\$2,805,649)
Limited Food Services (Coffee Shop/Take-Out)	\$37,496,310	\$57,548,493	(\$20,052,183)
Full Food Service (Bar/restaurant)	\$37,584,152	\$57,548,493	(\$19,964,341)

as an analog for valued-added food items; and specialty store as an analog for crafts or other non-food goods. Limited and full food services would compare to those same services provided by any ready-to-eat food vendors who might be included in the market. From a quick survey of the market profile information, it is clear that opportunity gaps exist in all five categories, suggesting that there is ample room for a public market to add to the neighborhood's existing offerings.

Consumer spending data from the Bureau of Labor Statistics also can be used to estimate the potential spending that could be captured by a public market. Based on the 2008 Consumer Expenditure Survey, residents in an area similar to Cambridge spend anywhere from \$3,600 to \$4,000 annually on food at home, which includes cereals and baked goods; milk, poultry, fish and eggs; dairy; fruits and vegetables; and other miscellaneous foods. Feasibility studies for New Haven (Market Ventures, Inc., 2007) and Tacoma (The Scott Group LLC, 2005) estimated that a public market could capture 10% of the consumer expenditure on fresh food in the primary trade area. Looking at Lechmere Square's primary trade area of a ½-mile walking distance from the site, a conservative estimate yields a potential for approximately \$3.4 million in sales. Adding in the secondary trade area (as defined along transit routes) and using a lower capture rate of 3% yields an additional \$4.4 million in sales, for a total of \$7.8 million.

Market Ventures, Inc. (2007) used an average sales per square foot of \$750 to estimate the size of a market that could be supported by customer demand in New Haven. Using the same sales per square foot estimate for Lechmere Square, customer demand in



the area would support a public market of 10,400 sq. ft. This suggests that a public market at the lower end of the proposed scale of 10-15,000 sq. ft. could be feasible at this location. It should be noted that the consumer demand estimate is based only on the current residential population around Lechmere Square; potential demand from office workers or other visitors is difficult to quantify, and was therefore not included.

Site and Structure Analysis

Site and Building Condition

As mentioned earlier, proposed market site is bordered to the north by Monsignor O'Brien Highway; to the east by the extension of First Street to O'Brien Highway; to the south by Cambridge

Street; and to the west by the houses along Second Street. Near neighbors on the surrounding streets include the older housing on Second Street; auto-oriented retail at the intersection of Gore Street and O'Brien Highway; recent residential and commercial developments on O'Brien Highway, Cambridge Street and First Street; and civic buildings near the intersection of Cambridge Street and Second Street. Activity along the adjacent streets is fairly limited, and the pedestrian traffic in the site's immediate area is almost entirely users coming to and from Lechmere Station trains and buses.

Because the site is currently in use as a transit station, it is primarily occupied by various elements of transit infrastructure. Buildings on the site include the steel and wood shelters that cover the loading and unloading areas for the Green Line; these are about 20 feet wide, and 140 (loading side) or 170 (unloading side) feet long. The shelters incorporate Charlie Card vending machines, turnstiles, and a snacks concession on the loading side, plus enclosed spaces for passenger waiting on both sides. In addition to the train shelters, there is a 45' x 140' bus shed where passengers wait for the four buses that depart from Lechmere Station, and a small operations booth in the middle of the site. Surrounding these buildings are tracks for the Green Line, access ways for buses to pull into and out of the station, and parking for MBTA employees. There is also a small area of trees and grass at the northwest corner.

Most of the suggested public plaza area is occupied by tracks where Green Line trolleys are stored or turn around for a return trip to Boston. As a result, this area could not be used as a public space without considerable site improvements, including at minimum track removal, clean up of likely contaminants, and repaving. Creation of a welcoming public space to support the market would require additional site design and a higher level of site improvement, such as plantings, street furniture, and other landscape elements.

Similarly, the existing buildings on the site pose challenges for their suggested reuse. While the bus shed and trains shelters are generally sound, visual inspection of the buildings revealed indicators of structural deficiencies that would need to be further examined before the structures were repurposed for market use. Of particular concern were rust conditions at the base of several columns and cracks in the bus shed wall along Monsignor O'Brien Highway. Based on the experience of transit riders using the bus shed currently, it may also be necessary to re-grade or otherwise address the pavement within the shed, in order to avoid problems with pooling water that occur during rainstorms. Planned roadway modifications related to the relocation of Lechmere Station present the most serious problem for preservation of the existing buildings. In station area plans for the Green Line Extension, the revised roadway layout (including a new right-hand turning lane from Monsignor O'Brien Highway onto the extension of First Street) would require demolition of the bus shed; traffic analysis has determined that this roadway configuration is necessary to reduce traffic pressure on neighborhood streets.

The buildings are not currently designated as historic; at both the state and the local level, they are deemed to have minimal historical significance, and are considered basic utilitarian transit structures. The buildings may have some value as community landmarks, although planning documents over the past few decades generally concurred that the station was an eyesore in need of demolition (Cambridge Community Development Department, 1978; Cambridge Community Development Department & Eastern Cambridge Planning Study Committee, 2001). Were the buildings to be preserved after the transit station operation is moved, there are also concerns about the security and liability issues that would arise for present and future owners if they are required to secure and maintain the structures in the interim before a public market is established.



Standing within the existing bus shed, a clear view of residential development in the North Point area

The existing buildings may have value to a public market in terms of their size, scale and ability to provide shelter from inclement weather; in particular, the bus shed with its high ceiling and clerestory windows evokes a traditional market shed. If preservation of the existing buildings proves unfeasible after further study, one low-cost alternative may be the construction of a pre-engineered building that would create a similar kind of shelter for the market. A simple, utilitarian building could be purchased for \$60-70,000; a custom building with a higher level of design and detailing might run \$20-30 per square foot, or approximately \$300,000 for a 10-15,000 sq. ft. shed. A custom-designed shed could also allow the provision of additional infrastructure to support vendors, such as pre-built stalls, utilities service, and storage.

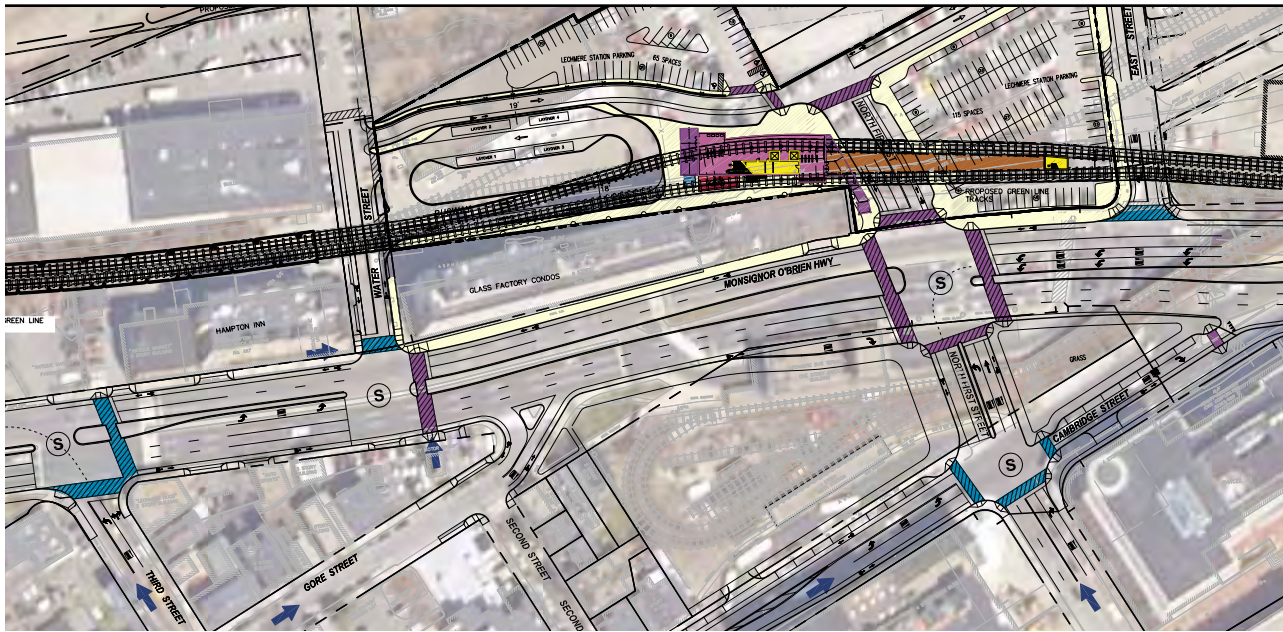
One important advantage for the site is its visibility from and proximity to surrounding buildings. Even with the tracks that

currently pass over O'Brien Highway, there is a clear line of sight from the present location of the bus shed to the Archstone and North Point condominium buildings along East Street and to the Graves Landing condominium buildings along Cambridge Street. The recent developments at One First Street and the Glass Factory are directly across the street from the proposed market, and existing office complexes such as the Monitor building and the EF Building are either directly adjacent to the site or within a ½-mile walk. Such high visibility and close proximity greatly increases the likelihood that occupants of these buildings will make use of the market for their daily shopping and eating.

Site Access

At first glance, a Lechmere Square public market would be well served by surrounding transportation infrastructure: directly adjacent to two major local arterials and a regional highway and across the street from a light rail station. In order to more fully understand the access conditions to the site, however, it is necessary to look more closely at the access routes and infrastructure for both visitors and vendors coming to the site. In discussing access conditions around the site, we refer to the Green Line Extension Project (GLX) Final Environmental Impact Report (FEIR), Figure 5-3: Relocated Lechmere Station Circulation (Massachusetts Department of Transportation, 2010). For ease of reference, a larger copy of this map is included in Appendix B.

Visitors approaching the proposed public market site are able to do so using multiple modes: walking, biking, MBTA light rail and bus, and private vehicle. The site can already be easily approached on foot via sidewalks on all surrounding streets; GLX FEIR Figure 5-3 shows widened sidewalks on the north and south edges of the site, and a new 30-foot wide plaza created on the east edge of the site along the First Street extension (labeled North First Street). Existing crosswalks allow access across Cambridge Street; improved crosswalks are proposed across O'Brien Highway, with



Source: Green Line Extension Final Environmental Impact Report, Figure 5-3

a wider median (15-20 feet) between Water Street and North First Street to offer a safe zone for pedestrians while crossing. Even with these improvements, O'Brien Highway will still be a significant 6- to 7-lane barrier between the new station and development to the north and the proposed public market and neighborhood to the south. For cyclists, the plan also indicates improved infrastructure, with new bike lanes along O'Brien Highway, Cambridge Street and North First Street allowing travel in both directions on these streets.

For visitors coming to the market in their cars, the site can be approached from the south on First Street, from the west on Cambridge Street, and from both east and west on O'Brien Highway. According to GLX FEIR Figure 5-3, street parking is reduced to only one side of Cambridge Street in the block between First and Second Streets (and further restrictions are suggested in the below in the discussion of vendor transportation). However, the existing municipal garage on First Street, the existing commercial

garage at Cambridgeside Galleria, and proposed parking lots around the relocated Lechmere Station can all provide visitor parking within a few blocks of the market.

Visitors can also approach the site via public transit. The relocated transit station is very close to the proposed market site; however, its orientation in GLX FEIR Figure 5-3 is not ideal from a public market's perspective. Bus service to the station comes in behind the Glass Factory condominiums on the west side of the station, and bicycle parking is also located near the station's western end. The

presence of these facilities, combined with the more sheltered sidewalk behind the Glass Factory (versus walking on the sidewalk along O'Brien Highway) may induce many transit users to exit and enter the station on the Water Street side, using Second and Third Streets to go deeper into East Cambridge; this pathway almost completely bypasses the proposed market site. A second station entrance is located in a corridor and vestibule along North First Street and does provide better access to the public market area.

Analysis of vendor transportation reveals both potential opportunities and concerns. One bright spot for vendors could be the availability of 15 or more street parking spaces along the north side of Cambridge Street between Second Street and O'Brien Highway; if these spaces could be reserved for vendor parking during market hours they might be a welcome vendor amenity. (Obviously, the more days and times the market operates, the less feasible reserved parking becomes.) However, vendors are likely to have some difficulty getting to these spots.

Section IV - Lechmere Square as a Public Market Site

Because GLX FEIR Figure 5-3 shows Cambridge Street as one-way eastbound, vendors approaching the parking spots – and probably approaching the market site at all, given the lack of a vehicular entrance from O’Brien Highway – would be required to drive in from the west on Cambridge Street.

Vendors attempting to use O’Brien Highway to access the market would be faced with a series of less-than-ideal options: from the west, exiting O’Brien Highway at Medford Street in Somerville (near Somerville Avenue), then taking Lambert Street or 6th Street south to Cambridge Street; from the east, exiting O’Brien Highway at Land Boulevard, then taking Rogers Street or Binney Street to 3rd Street in order to go north to Cambridge Street, or making the left turn to exit O’Brien Highway at North First Street and using Spring Street or Hurley Street to access 3rd Street. Either option creates a complicated route for vendors, and may also significantly increase traffic through East Cambridge residential areas.

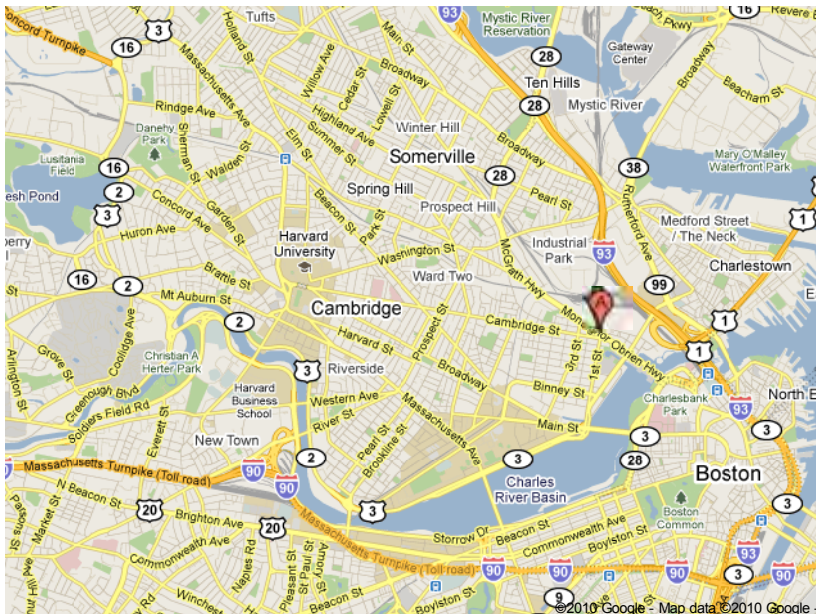
Visitors using private vehicles do not have the same difficulties with O’Brien Highway, because the primary parking facilities they would use can all be accessed by turning from O’Brien Highway onto First Street.

Looking at the wider network of regional arteries leading to the site, Lechmere Square is accessible but still not ideally placed. Interstate 93 allows access from the north or south to the eastern end of O’Brien Highway; after exiting to O’Brien, vendors would need to follow the eastern access routes through the neighborhood as described above. From the west, use of Interstate 90 would require driving through Central or Kendall Squares to approach the site on Cambridge Street, or using Storrow Drive and the Longfellow or Charles River Dam Bridges. From Route 2, vendors have a lengthy cross-town drive.

Site Control and Future Development

The final issue in a site analysis of Lechmere Square as a public market site is site control. At present, the site is occupied by Lechmere Station, and would not be vacated until 2015 at the earliest. The future plans for the site and its existing buildings also remain unclear. As a site owner, the MBTA will seek to dispose of the site profitably and with little to no ongoing liability; beyond this, there are no definitive statements of the prospects for development at this location.

The City of Cambridge does have some ability to guide future development on the site through its zoning and permitting processes. As an example, existing permitting for North Point development requires the creation of multiple open spaces that would be turned over to the city as public parks; a similar strategy could be used to create a public plaza at Lechmere Square. The example from the Ferry Building in San Francisco is also instructive. In that instance, the request for redevelopment proposals released by the Port of San Francisco (which owns the Ferry Building) required “public trust uses” on the ground floor of the building – that is, functions that would allow the



public to freely access and use that area. The team that won the redevelopment rights suggested a public market to fulfill the public trust requirement; in partnership with the MBTA, the City of Cambridge may be able to encourage development proposals for the site that would include a public market.

Linkage and Competition Analysis

Existing Businesses

Within a 1-mile radius around Lechmere Square, more than 3,500 businesses offer jobs for more than 100,000 employees. According to demographic research from the City of Cambridge, those numbers include 67 food stores, 199 eating and drinking places, and 154 miscellaneous retail stores. The area covered by these statistics includes not only East Cambridge but also portions of downtown Boston, Charlestown and Somerville.

Within the primary trade area of a potential Lechmere Square public market, Cambridge Street and First Street are the two major retail zones. The retail along First Street is dominated by the Cambridgeside Galleria, which generally turns a blank wall to the street and keeps its retail activity contained inside; however, the area also includes smaller shops and restaurants on the opposite side of the street from the mall that enliven the street. Although retail areas are included in the permitting for projects all the way north to Cambridge Street, most of the current retail activity is located between Spring and Rogers Streets, about 2 blocks south of Lechmere Square.

The diversity of retail activity along Cambridge Street is much higher, made up almost exclusively of small, local businesses in street-oriented storefronts. The bulk of this activity happens west of Third Street; the range of establishments includes everything from fresh meat and fish to sewing materials and

medical supplies to a vast array of restaurants, bars and sandwich shops. The MBTA #69 bus runs along this street, and it is also well traveled by cars, cyclists and pedestrians.

In the East Cambridge Planning Study (2001), the planning team explicitly stated that development in the area should connect to and support these existing retail zones. This concern was echoed by current members of the East Cambridge Business Association board of directors. While business owners were interested and cautiously optimistic about the potential for a Lechmere Square public market to provide them with new business opportunities and greater customer exposure, they were apprehensive about a market drawing customers away from the rest of Cambridge Street. The rerouting of traffic patterns around Lechmere Square to keep vehicles off of neighborhood streets also caused unease. Association members offered several ways that the market could enhance instead of detract from established businesses, such as allowing food retailers to rent stalls or offer demos at the market; including a table with ECBA information and materials; and providing a map at the market that directs visitors to the businesses and services in the rest of the neighborhood. Business owners also wanted to be certain that the market would focus on local enterprises, rather than the chains found at the Galleria or Faneuil Hall.

It is quite possible to create strong links and partnerships with existing retail establishments; however, these connections will not happen accidentally. The visual and physical disconnect between Lechmere Square and the active retail areas on First and Cambridge Streets means that deliberate effort must be expended to relate the areas to one another – and hopefully, to generate additional retail activity in the block directly adjacent to Lechmere Square that will link the zones naturally. Active engagement of current business owners will help to ensure that the market establishes mutually beneficial relationships with nearby retailers.

Existing Community Organizations and Services

In the past few years, city agencies and local community groups and business leaders have engaged in a series of programs to increase the level of community activity in East Cambridge. Two organizations have been spearheading a number of these activities: the Cambridge Arts Council (CAC), a department of the city, and the Cambridge Multicultural Arts Center (CMAC), an independent nonprofit focused on exploring diversity through visual and performing arts.

In 2007, CAC and CMAC convened the Consortium on Arts, Leisure Time and Business, composed of approximately 50 stakeholders who gathered to set goals for the business and cultural development of the East Cambridge area. Initiatives that have grown from the Consortium include the East Cambridge and Kendall Square business associations; the Boom Town Festival, an annual series of arts activities and performances to activate public open spaces in the district; and walking tours of local history and public art. CAC has also expanded a number of its programs, including the Summer in the City series and the Cambridge Open Studios, to include events focused on East Cambridge. Additional efforts supported or developed by Consortium members include the creation of non-profit incubation space and a major performing arts center within the area.

From a public market perspective, these activities offer several opportunities to link a Lechmere Square market to arts and culture programming. The plaza surrounding a public market can become a venue both for performance events linked to community festivals and for street performers who want to work in the area. Tours of the area that focus on history, public art or sustainable building and construction could start, end and pass through the market. Public market staff could also collaborate with local organizations on activities specific to the market, whether bringing in local crafts people for special shows and

demos or organizing education activities related to community food systems and agriculture.

Local social service organizations can also offer opportunities for partnership and exchange with a public market. One example is the East End House, a multi-service community center and social service agency that focuses on programs to strengthen families and the community (East End House, 2008). Programs like the Emergency Food Pantry at the community center and monthly Free Farmers' Markets at local housing complexes present clear and direct opportunities to work with market vendors around community food access. For other activities of the organization, such as youth development programs or community workshops, a public market could act as a resource for information, events and service opportunities.

The presence of existing collaborative structures among community leaders provides an easy forum in which public market management could solicit partners and contribute its resources to community-building efforts. As efforts to develop a public market in the area move forward, it will be essential to connect with and include the civic and organization leaders who are already involved in community development efforts for the area. These participants will not only be able to lend their support to the public market concept; they will also be able to help shape the concept so that it is most successful within the current network of individuals, organizations and programs operating in East Cambridge.

Existing Public Markets and Market Initiatives

As in many other parts of the country, interest in local fresh food has prompted a rapid proliferation of farmer's markets. We identified more than 50 farmers markets serving the Metro Boston area within a 10-mile radius of Lechmere Square; nearly half of those are within 3 miles of the proposed public market

Lechmere Square Public Market: Preliminary Feasibility Study



site. Six farmers markets already exist within Cambridge, covering every day of the week except Friday; four markets are within a 1-mile radius from the site, operating on Wednesday, Thursday and Saturday. The alternative secondary trade area for Lechmere Square (defined along transit lines) is served by 7 farmers markets. No markets exist within the primary trade area of a ½-mile walking distance or radius around the site; however, portions of that primary trade area are served by three farmers markets operating on Wednesday and Thursday.

All of this is in addition to the existing food-related businesses described in the previous section. While our consumer demand analysis indicated an opportunity gap in the retail sectors that could be served by a public market, it is also clear that the market faces considerable competition not only from food-related businesses, but also directly from other existing public markets. A public market at Lechmere Square would need to establish a very distinctive identity, product line, and program offerings in order to differentiate itself from the wealth of existing offerings. It is also quite possible that a new public market would take away both customers and vendors from existing farmers markets and threaten their viability; such an effect may be detrimental to the level of fresh food access for the area as a whole.

Finally, two other public market initiatives add competitive pressure on a potential Lechmere Square market. The Boston Public Market Association (and its predecessor organization, Friends of the Boston Public Market) has been working for more than 10 years to develop a public market in downtown Boston. The Massachusetts Department of Food and Agriculture has sponsored two feasibility and planning studies for the Boston public market concept, one in 1998 and one in 2000; a third document encapsulating the market proposal was created in 2003, and another study to develop a market district was generated for the City of Boston in 2009 (Project for Public Spaces, Inc./Public Market Collaborative, 1998; SEAREACH/CMI, 2000; Boston Public Market Association, 2003; Project for Public Spaces, Inc., 2009) In recent years, the BPMA began operating the Dewey Square (South Station) and City Hall (Government Center) farmers markets to maintain visibility and develop expertise in market logistics.

The proposed public market district for Boston would include two 25-30,000 sq. ft. indoor markets in existing and new buildings, offering fresh and prepared food retail year-round. The district also connects these indoor markets to existing and new spaces

for outdoor food and crafts retailing, such as the Haymarket area and portions of City Hall Plaza. In their customer analysis for the 2009 report based on current usage of the Haymarket, Project for Public Spaces defined the primary trade area as a 15-minute walk from the market. However, they noted that two-thirds of customers for the market come from outside of this primary trade area – including areas of Cambridge and Somerville with strong ethnic populations, such as East Cambridge (Project for Public Spaces, Inc., 2009). The state recently pledged up to \$10 million to prepare a state-owned building adjacent to the Rose Kennedy Greenway for the creation of the market; public officials and market supporters hope for a market opening within the next two years (Ross, 2010).

In addition to the Boston venture, groups in Somerville are also working to establish a winter farmers market as a first stage toward the development of a year-round public market on this side of the river. The planning group is building off of the success of Somerville's seasonal farmers markets and other arts and crafts festivals. Union Square Main Streets, one of the lead organizers of the initiative, has already conducted initial surveys to determine the level of customer demand and types of products that would be desirable at a winter market; they are exploring possible locations for start-up in January 2011.

The large number of existing markets and initiatives calls into serious question the demand for a public market located in Lechmere Square; it also raises concerns about the effects these competing efforts will have on one another. However, the presence of so many entities and programs with an interest in local food and goods presents a tremendous opportunity for collaboration to establish a permanent, year-round public market – whether at Lechmere Square or at an alternate location that serves East Cambridge and the surrounding areas.



SECTION V – SUMMARY AND FINAL OBSERVATIONS

The previous sections presented background information on the Lechmere Square area, information about public markets and their operations, and an analysis of Lechmere Square as a potential public market site. This final segment concludes the study with a summary assessment of the Lechmere Square public market concept and a series of observations that can guide future exploration of a public market for the area.

Is Lechmere Square Right for a Public Market?

Discussion of a public market never failed to generate interest among local stakeholders, and in many cases elicited tremendous enthusiasm. There is clearly a demand in Cambridge for access to this kind of amenity, and strong support for the public goals that a market could accomplish.

However, a general demand for a public market in the area is very different from a specific demand for a public market at Lechmere Square, and that is ultimately what this study seeks to determine. From the perspective of a public market, Lechmere Square offers some opportunities, but at least an equal number of challenges, including site access and site control issues and questionable density of nearby uses and users. Combined with the highly competitive environment of existing seasonal markets and year-round markets already in planning stages, we believe that a year-round public market at Lechmere Square would face significant challenges.

Time may truly become the critical issue for a Lechmere Square public market. A market cannot be developed on this site before the current transit station moves, an event that is at least 5 years in the future. The additional daytime and residential population

density that could be provided by North Point development is likely 10 or more years away. In contrast, a new local winter farmers market and a new year-round, regional-serving public market may be operational within 6 to 24 months. By the time a Lechmere Public market could begin operations, it might be up against two well-established competitors who would have the benefit of multiple years in operational experience and brand recognition. At the very least, market supporters could continue with planning efforts in the near future, but would need to re-evaluate consumer demand when there is a clearer path to implementation. This would make sure that any planning done before that point is still valid for the situation at the time.

Despite all of the above, the strong appeal of a public market for the local community should not be ignored. Rather, the energy that has prompted this study can be used to direct the attention of local market developers to the needs and the ripe customer potential of East Cambridge and its environs. A growing awareness of the need to include this area in market initiatives is evident in documents like the most recent study for the Boston Public Market district (Project for Public Spaces, Inc., 2009). Public market supporters in East Cambridge can use this awareness to establish partnerships with existing markets and market developers in Boston, Somerville and other areas of Cambridge, ensuring that the neighborhood's residents and businesses have easy access to public market products, opportunities, activities and services.

Observations to Guide Future Study

We recognize that a variety of stakeholders and external factors will determine the appropriate next steps toward a public market

that serves the Lechmere Square area. We anticipate that this study and the following observations will play a valuable role in future public market planning for Cambridge and neighboring communities.

A Site in Flux

At this point in time, the future of the Lechmere Station site is very unclear beyond 2015. Already, the Green Line Extension project has moved its completion date by nearly a year (Moskowitz, 2010); the complexity of the project means that there may be more delays. In addition to the station planning timeline, the development future of the site is also uncertain. Without knowing who might be the potential buyers and what intentions they might have for the site, supporters of a public market can only guess at the options available for market development with a new site owner.

Because of this uncertainty, tying public market development solely to this particular site may become more of a hindrance than a help. Our study did not explore alternative sites, but this does not mean that other strong locations for a public market may not exist – perhaps even in the vicinity of Lechmere Square. Uncoupling the public market concept from the Lechmere Station relocation has a number of advantages; among them, the chance for the public market to be freed from the complexity of the Green Line Extension and allowed to develop more fully.

A Growing Demand

As we have noted multiple times in this study, public market development can be supported from many different perspectives: fresh food, food access, local agriculture, local business support and economic development, arts and cultural activities, and community open space. Communities across the country are focusing on these various areas of community development, and

in many ways Cambridge is already a local and regional leader on these issues. The city can take advantage of a progressive population with a natural and growing inclination toward these public goals as it determines the next steps for public market planning.

Numerous trends in our society right now make it timely to be looking at public markets. Problems with the quality and sustainability of our food system have prompted citizens to connect with and support better trends in agricultural production and food processing, whether that means local farms, organic vegetables, or cruelty-free meat. The “foodie” movement has stimulated an increase in consumer attention to the craft, value and pleasure of well-produced and well-prepared food. A focus on the importance of good food is not elitist; social and environmental justice advocates are drawing more and more attention to food as a key concern for underserved communities, tying it not only to public health and nutrition, but also to education and economic development.

The economic development angle opens the conversation to more than just food; particularly in the recent economic downtown, residents and their representatives in government are increasingly eager to support local businesses that will start, grow and stay in their communities. Art and creative industry as an economic engine has been a hot topic for years, and many cities are working to build facilities and districts around opportunities for creative businesses. Even the green building wave can support public market development, as public markets can showcase a holistic approach to environmental, economic and social sustainability.

A Wealth of Partners

Because of the many interests that can tie into a public market, there are opportunities in Cambridge to build a remarkable

coalition of market supporters and collaborative partners. These partners would give strength and depth to the market concept, both by expanding it with ideas not yet considered and by connecting it to actors with the resources to move a public market forward. The truly rich, distinctive flavor of a Cambridge-area public market will be created from the blend of diverse ideas and people in the community.

Engaging in discussions with potential partners can shed light on the aspects of a public market that could be uniquely fashioned for this area. Perhaps the market brings together the diverse ethnic groups that make up the city; perhaps it builds off of education, research, and advocacy programs in the local colleges and universities; perhaps it highlights a cadre of new craft and manufacturing entrepreneurs who are repopulating old industrial spaces. The variety of activities, enterprises and individuals who live, work and study in the area greatly expands the number of ways that a market could define itself.

The large number of existing farmers markets and public market initiatives was noted as a challenge for public market development in the Cambridge area; but it also opens up unexpected possibilities. In a conversation with Howard Leibowitz, consultant to the Boston Public Market Association, he suggested that a network of markets connected to a central regional market may offer a remarkable opportunity to extend fresh food access deeper into our communities. Partnerships among different markets operating at various levels can not only make their products and services accessible to a wider range of people, but also increase consumer and public agency support for public markets as a whole, as they demonstrate both their corporate strength and their individual adaptability.

Finally, collaborative partnerships generate a fundamental aspect of successful market development: good relationships.

Throughout our research, we saw examples of partnerships that generated strong market concepts, moved planning forward during difficult periods, and cleared the way for market siting, funding and construction. Even in market operations, relationships among managers, vendors, program partners and regulatory agencies were an essential component of smooth functioning. Many of these supportive relationships are built over the course of market planning and development.

A Need for Clarity

Of course, a public market – like any other venture – cannot be all things to all people. To be successful, market developers must decide what they will focus on as the core of their mission and vision. A strong market mission is specifically responsive to the needs and interests of its community and builds on the assets and resources of that community.

Right now, the public market concept for Cambridge is unformed, mostly a placeholder in a land use plan. The market idea inspires warm, positive feelings for many people; but the difficulty is in the details, as market planners have to work through competing and sometimes contradictory visions of what the market is really about. It is this defining process that eventually turns a public market concept into a set of priorities and plans that stakeholders can put into practice.

A clear, well-crafted mission will be the start of a good public market partnership for the Cambridge area. It will allow market supporters to gather around a concrete idea, and it will give indispensable guidance to keep market development on track through its many twists and turns. As discussed in an earlier section of the report, the market mission helps to shape everything from where a public market is located to what products and programs it offers to how it handles its trash.

A creative, collaborative and entrepreneurial market planning team would activate the public market development process. This group could bring together stakeholders within the community to identify key goals, assets and needs; flesh out and refine the market concept; seek partnerships and resources to support the plan; and determine the appropriate next steps to move toward a public market for the area. Thoughtful composition of the planning team would allow it to include diverse but well-aligned perspectives and build capacity for market governance and management.

Ultimately, we believe that a public market serving East Cambridge and surrounding neighborhoods is an idea worthy of continued support. The market may not be located at Lechmere Square, and may involve partnership with individuals and organizations beyond the city of Cambridge. Although a future initiative may take a different form than what has been imagined to date, we are confident that future public market development can benefit local residents and businesses.



For additional reference, we have also provided in Appendix C three profiles of recently developed or developing public markets that offer useful lessons for our area. The three cases examined are the Boston Public Market Association, the Fort Collins (CO) Community Marketplace, and the Downtown Phoenix Public Market.

ACKNOWLEDGMENTS

In the preparation of this study, many individuals and organizations generously shared their time and expertise to increase our understanding of the critical issues in public market development. We thank them for providing a tremendous body of resources that will continue to inform future work on this initiative.

City of Cambridge

City Manager's Office

Robert W. Healy, City Manager
Richard C. Rossi, Deputy City Manager

Community Development Department

Susan Glazer, Acting Assistant City Manager
Beth Rubenstein, former Assistant City Manager
Stuart Dash, Director of Community Planning
Estella Johnson, Director of Economic Development
Chris Basler, Associate Planner
Cliff Cook, Project Planner/Planning Information Manager
Bill Deignan, Transportation Program Manager
Iram Farooq, Project Planner
Elaine Madden, Project Planner
Brendan Monroe, GIS Specialist
Jeff Roberts, Associate Planner
Pardis Saffari, Associate Planner
Elaine Thorne, Associate Planner

Cambridge Arts Council

Jason Weeks, Executive Director
Julie Madden, Director of Community Arts

Cambridge Historical Commission

Charles Sullivan, Executive Director

Commonwealth of Massachusetts

Department of Transportation

Katherine Fichter, Manager of Long-Range Planning/
Green Line Extension Project Manager

Department of Agricultural Resources

David Webber, Farmers Market Program Coordinator, Agricultural Development

Community Organizations

Cambridge Multicultural Arts Center

Shelley Neill, Executive Director

East Cambridge Business Association

Carl Fantasia, President
Jason Alves, Staff

East Cambridge Planning Team

Barbara Broussard, President
Chris Matthews

Union Square Main Streets

Mimi Graney, Executive Director

Public Market Managers and Sponsors

Boston Public Market Association (Boston, MA)

Howard Leibowitz, Consultant

Chicago Green City Market (Chicago, IL)

David Rand, Farm Forager

Downtown Phoenix Public Market (Phoenix, AZ)

Cindy Gentry, Executive Director
Community Food Connections

Eastern Market (Washington, DC)

Barry Margeson, Interim Manager
DC Department of Real Estate Services

Ferry Building Marketplace (San Francisco, CA)

Jane Connors, Senior Property Manager
Equity Office

<i>Ferry Plaza Farmers Market</i> (San Francisco, CA)	Dexter Carmichael, Director of Operations Center for Urban Education about Sustainable Agriculture
<i>Fort Collins Community Marketplace</i> (Fort Collins, CO)	Matt Robenalt, Executive Director Fort Collins Downtown Development Authority
<i>Fruitvale Public Market</i> (Oakland, CA)	Angie Vargas, Fruitvale Public Market Manager Jeff Pace, Chief Operating Officer Unity Council
<i>Midtown Global Market</i> (Minneapolis, MN)	Kimberly Hanna, Market Coordinator Neighborhood Development Center
<i>Nantucket Farmers and Artisans Market</i> (Nantucket, MA)	Morgan Beryl, Market Manager Sustainable Nantucket
<i>Takoma Park Farmers Market</i> (Takoma Park, MD)	Robert Audia, Market Manager
<i>Reading Terminal Market</i> (Philadelphia, PA)	Paul Steinke, General Manager Michael Anthony, Operations Manager
<i>Union Square Greenmarket</i> (New York, NY)	David Hughes, Operations Manager GrowNYC

Local and National Experts

<i>Catherine Donaher + Associates</i>	Catherine Donaher, Principal
<i>Earthos Institute/BTA+ Architects</i>	Philip Loheed, President/Principal
<i>Project for Public Spaces</i>	Stephen Davies, Senior Vice President Kelly Williams, Senior Associate

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MARKET PROFILE: LECHMERE SQUARE | 2009

RETAIL POTENTIAL & EXPENDITURE LEAKAGE

Estimated for Five Sample Store Types, approximately 1-mile Radius

	Supply (Retail Sales)	Demand (Consumer Expenditure)	(Opportunity Gap)/Surplus
Grocery Stores	\$30,456,800	\$94,565,841	(\$64,109,041)
Specialty Food	\$5,082,000	\$33,094,980	(\$28,012,980)
Retail – Specialty Store	\$14,926,723	\$17,732,372	(\$2,805,649)
Limited Food Services (Coffee Shop/Take-Out)	\$37,496,310	\$57,548,493	(\$20,052,183)
Full Food Service (Bar/Restaurant)	\$37,584,152	\$57,548,493	(\$19,964,341)

2009 ANNUAL CONSUMER SPENDING

1-mile Radius (2009 Estimated Data)

Total Apparel (including footwear):	4%
Total Entertainment: (sports, TV, travel):	9%
Total Food at Home:	8%
Total Food Away from Home:	9%
Total Alcoholic Beverages:	2%
Total Furniture/Appliances:	9%
Total Transportation/Maintenance:	48%
Total Education/Day Care/Health:	12%

TOP TEN TYPES OF BUSINESSES

Estimated for approximately 1-mile Radius

1. Limited Food Service (Coffee Shop, Bakery, Take Out)
2. Retail - Apparel
3. Personal Services – Hair/Nail Salon/Spa/Fitness Centers
4. Full Food Service (Restaurant/Bar)
5. Retail – Accessories (shoe/jewelry/optical)
6. Banks/ATM
7. Auto Services
8. Real Estate Offices
9. Retail – Cell/Electronics
10. Retail – Specialty (Antiques/Gifts)

[continued on the next page]

MARKET SCOPE

DEMOGRAPHIC PROFILE

1-mile Radius (2009 Estimated data)

Estimated Total Population	41,606 (2009)
Children (Under 18)	4,889 (12%)
Adults (18-34)	16,155 (39%)
Adults (35-64)	15,913 (38%)
Seniors (65+)	4,649 (11%)

Median Age in Radius: 34.8

Family Households by Household Size

One-Person Households	9,560 (47%)
Two-Person Households	6,498 (32%)
Family Households (3+)	4,371 (21%)

Average Household Size: 1.90

Race

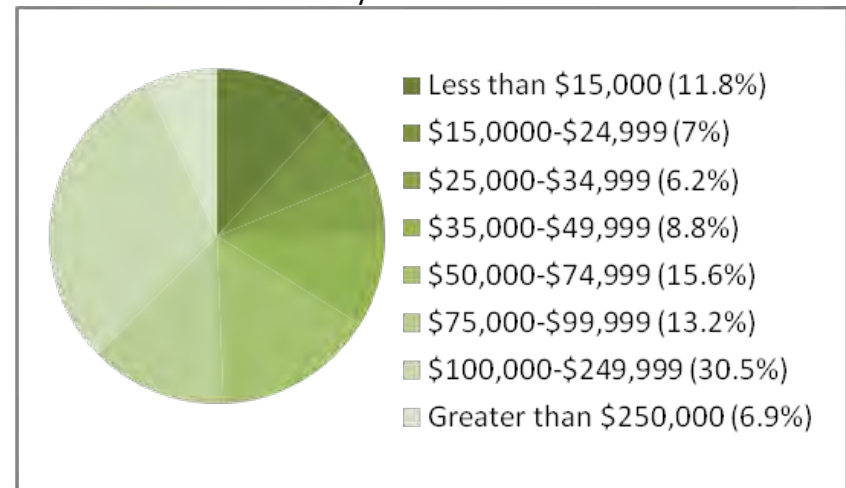
White	29,979 (72%)
Black/African American	3,372 (8%)
Asian	4,251 (10%)
Other	2,051 (5%)
Two or More Races	1,952 (5%)

HOUSEHOLD INCOME

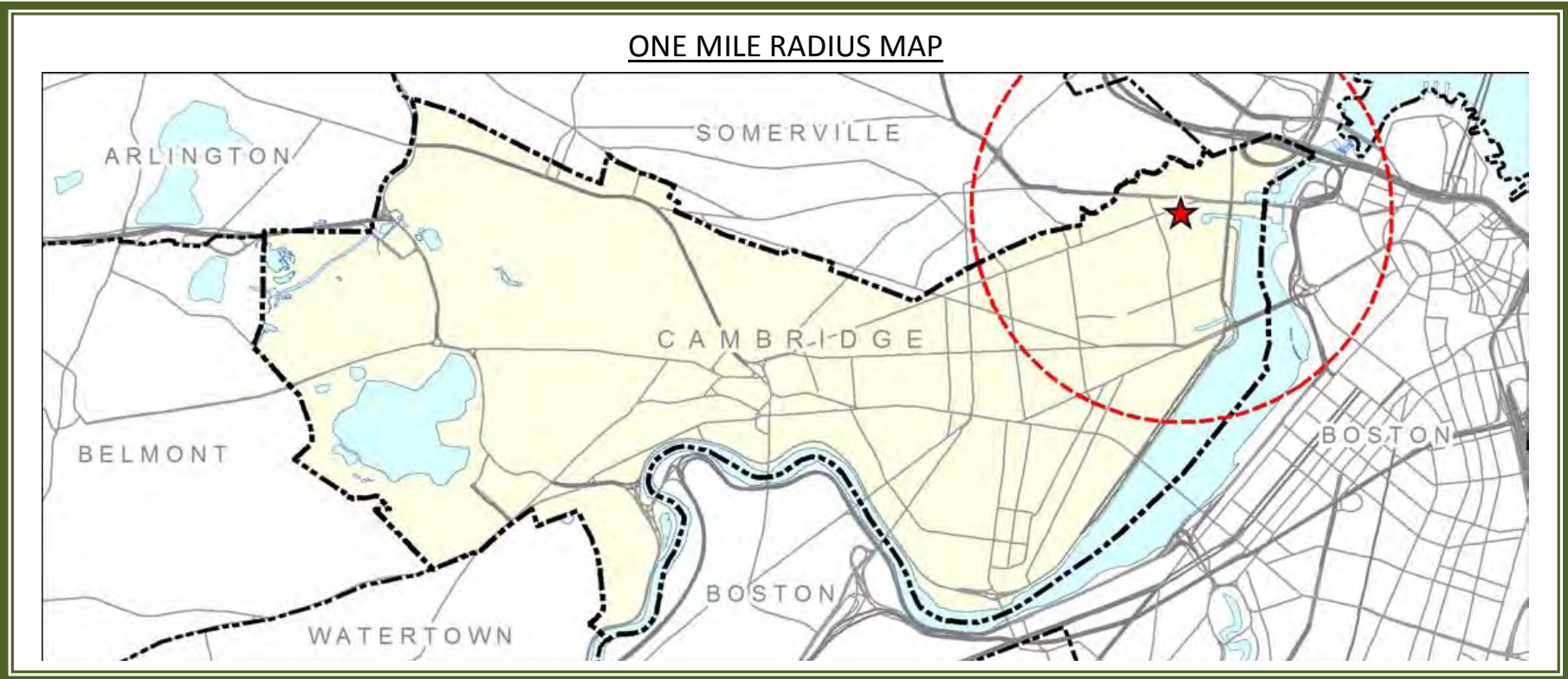
1-mile Radius (2009 Estimated data)

Estimated Average Household Income: \$107,191
 Average Household Income (2-mile radius): \$100,624
 Average Household Income (3-mile radius): \$91,318

2009 Households by Estimated Household Income



[continued on the next page]



WORKPLACE POPULATION
1-mile Radius (2009 Estimated Data)

Estimated Daytime Population: 100,362
Ratio of Workplace to Residential Population: 41.5%

Workers Travel Time to Work (Ages 16+):

Less than 15 minutes:	22%	15-29 minutes:	44%
30-44 minutes:	23%	45+ minutes:	11%

[continued on the next page]

TRANSIT INFORMATION

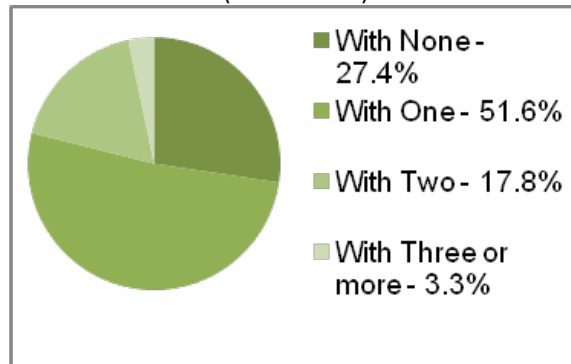
1-mile Radius

MBTA Subway Train Stops: 2 (Lechmere and Kendall Sqs.)

Number of Bus Lines: 4 MBTA lines go through the Square.

Vehicles per Household (Citywide)

(Census 2000)

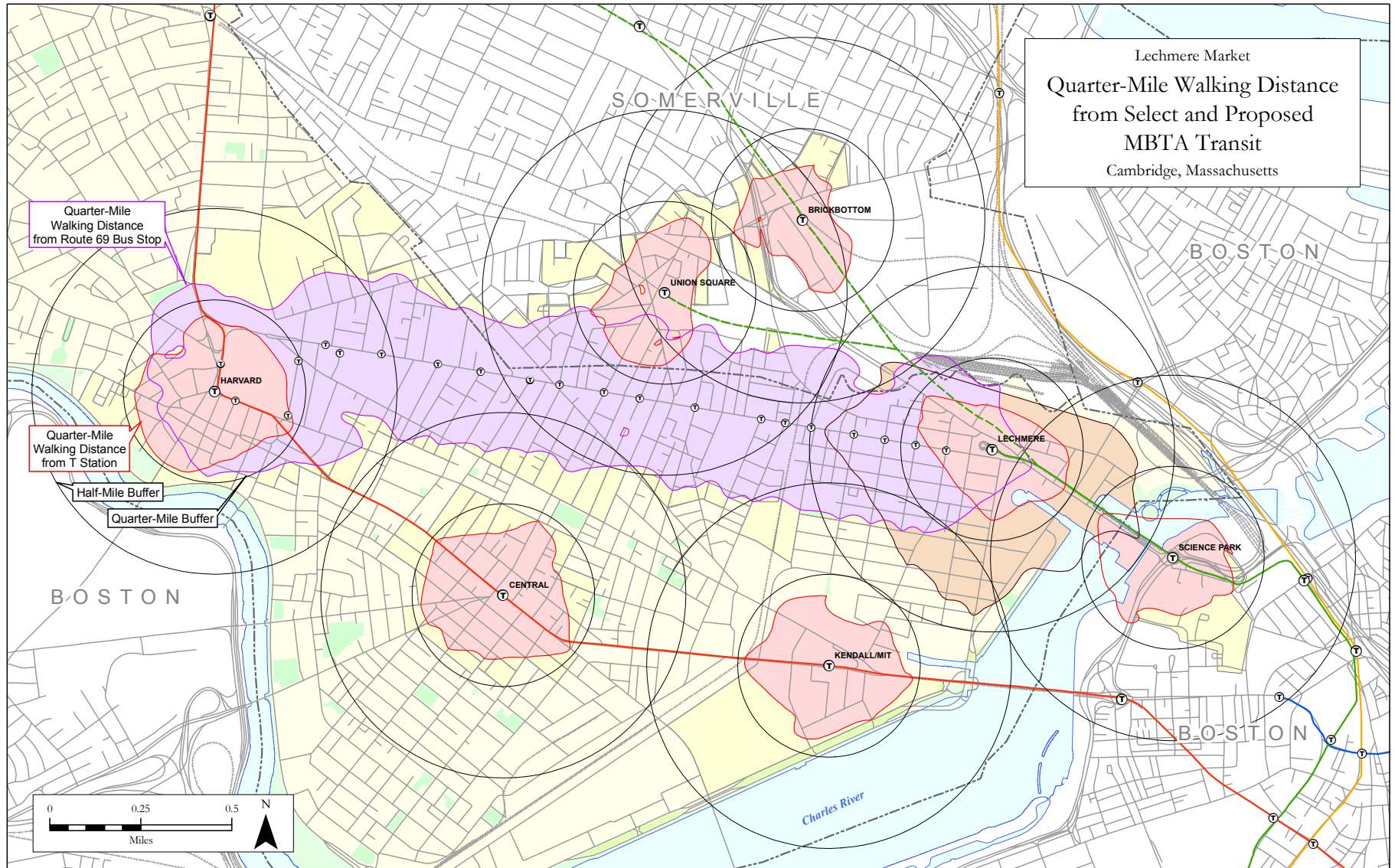


For more information on Cambridge Commercial Districts or assistance with Site Search, please contact the Economic Development Division at 617-348-4654 or via the web at:

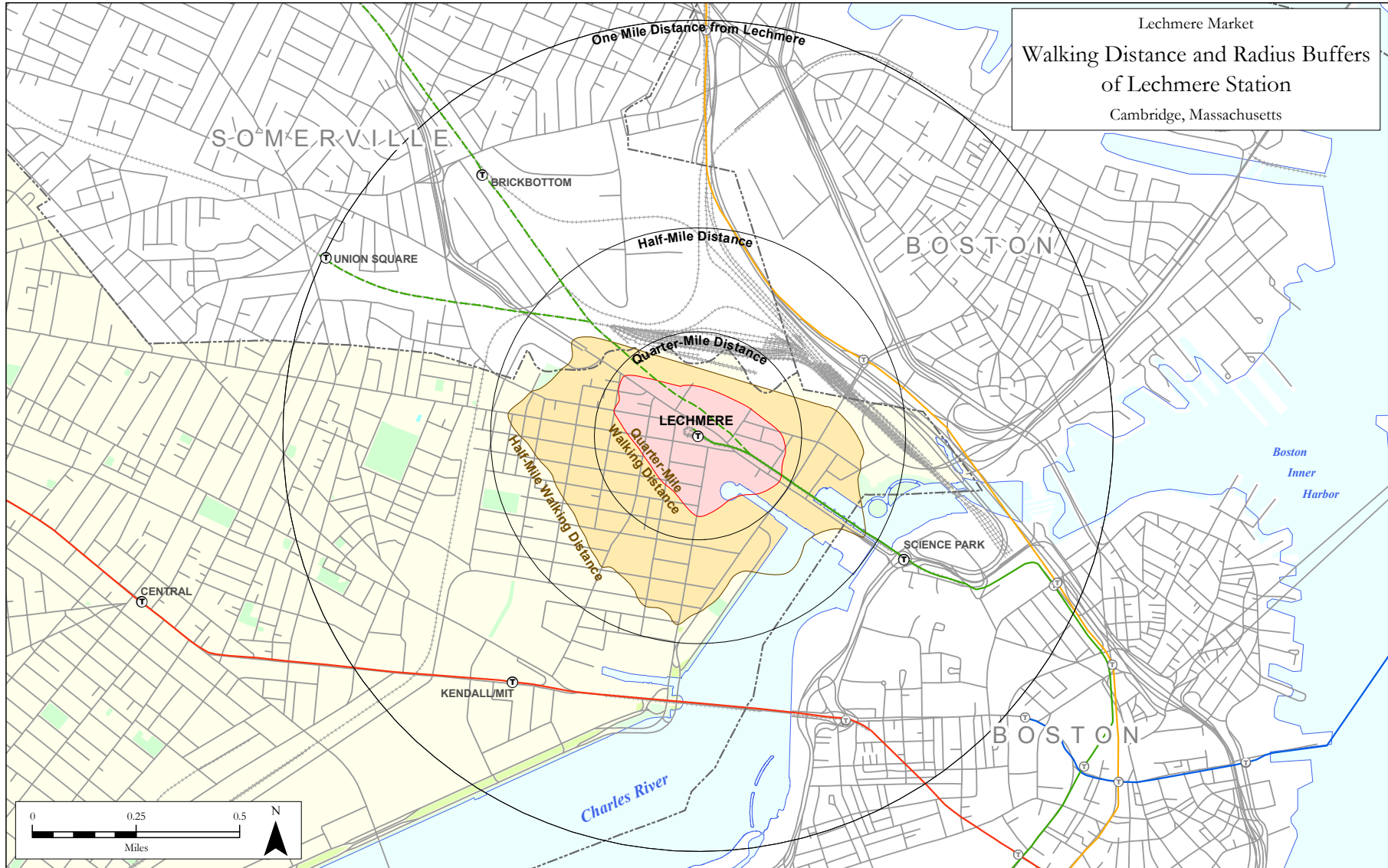
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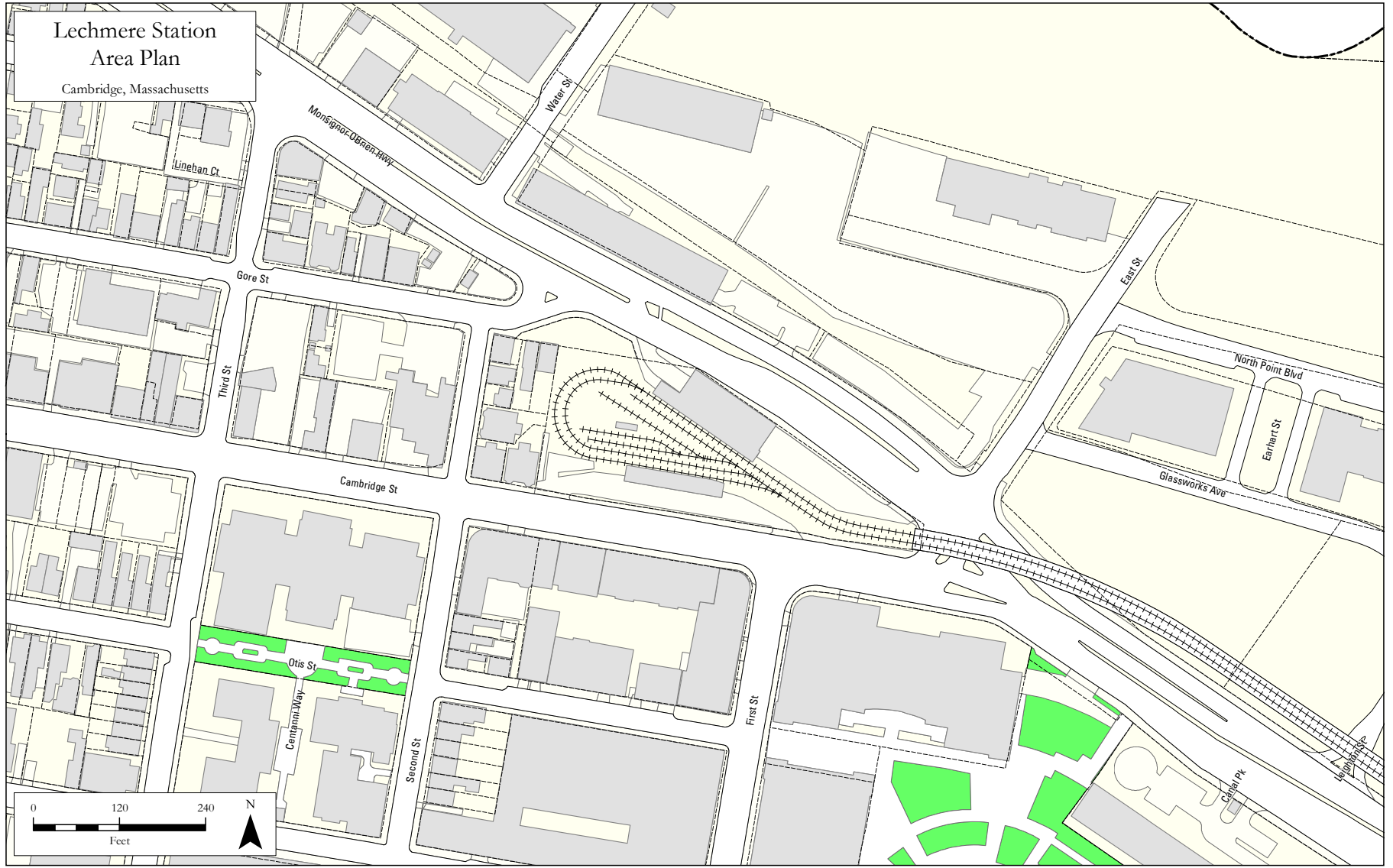
Source: Community Development Department calculations are based on data from ESRI (2009) provided through Costar (A Commercial Real Estate Company), the US Census Bureau, Assessor's Office and data gathered by Economic Development Division. The accuracy and completeness of the data is not herein guaranteed or warranted, and the Community Development Department is not making any express or implied representation of warranty about the fitness of the data and reports for any particular purpose.



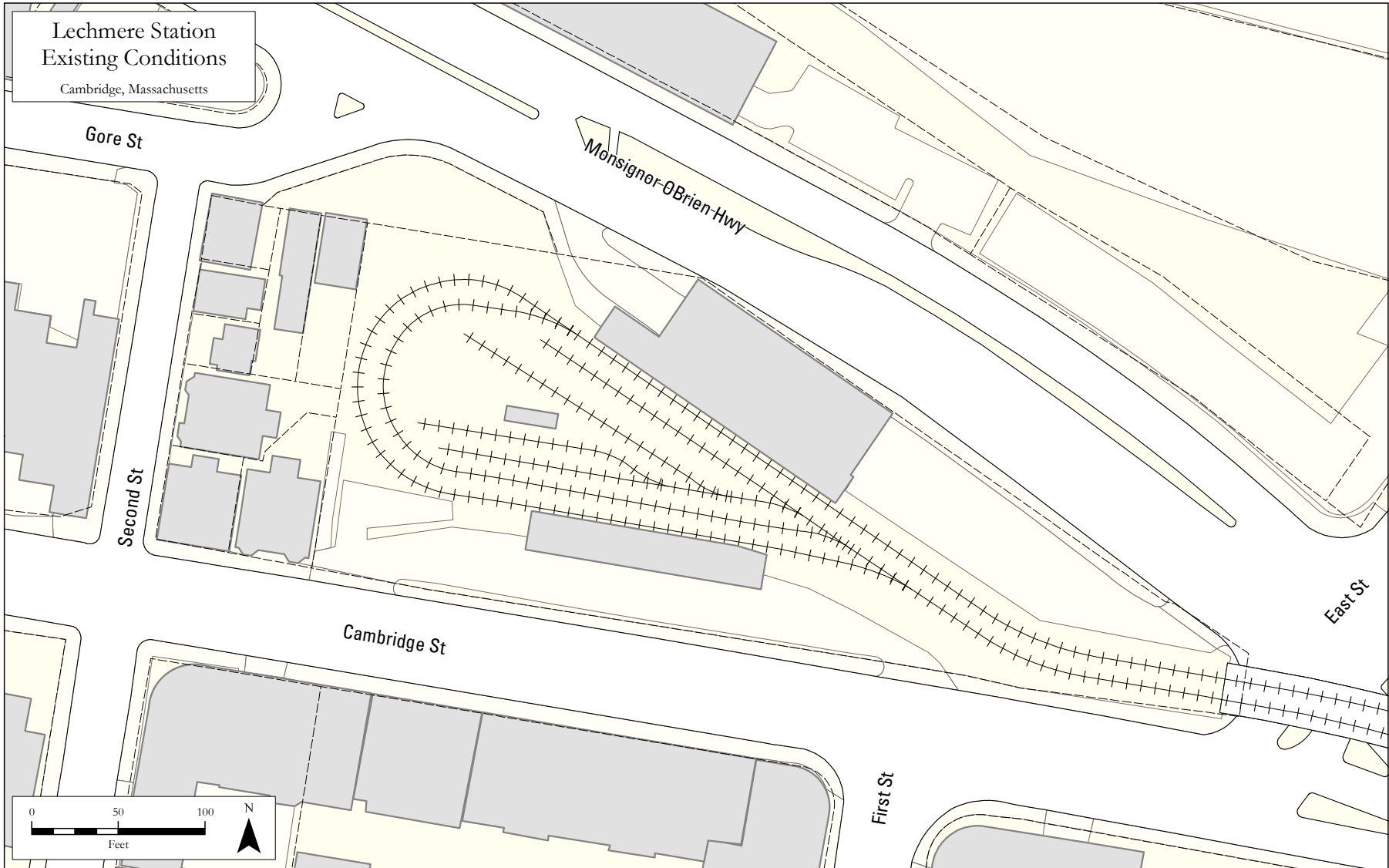
Map prepared by Brendan Monroe on August 3, 2010. CDD GIS C:\Projects\LechmereMarket\CatchmentAreas2.mxd



Map prepared by Brendan Monroe on July 19, 2010. CDD GIS C:\Projects\LechmereMarket\LechmereOneMile.mxd

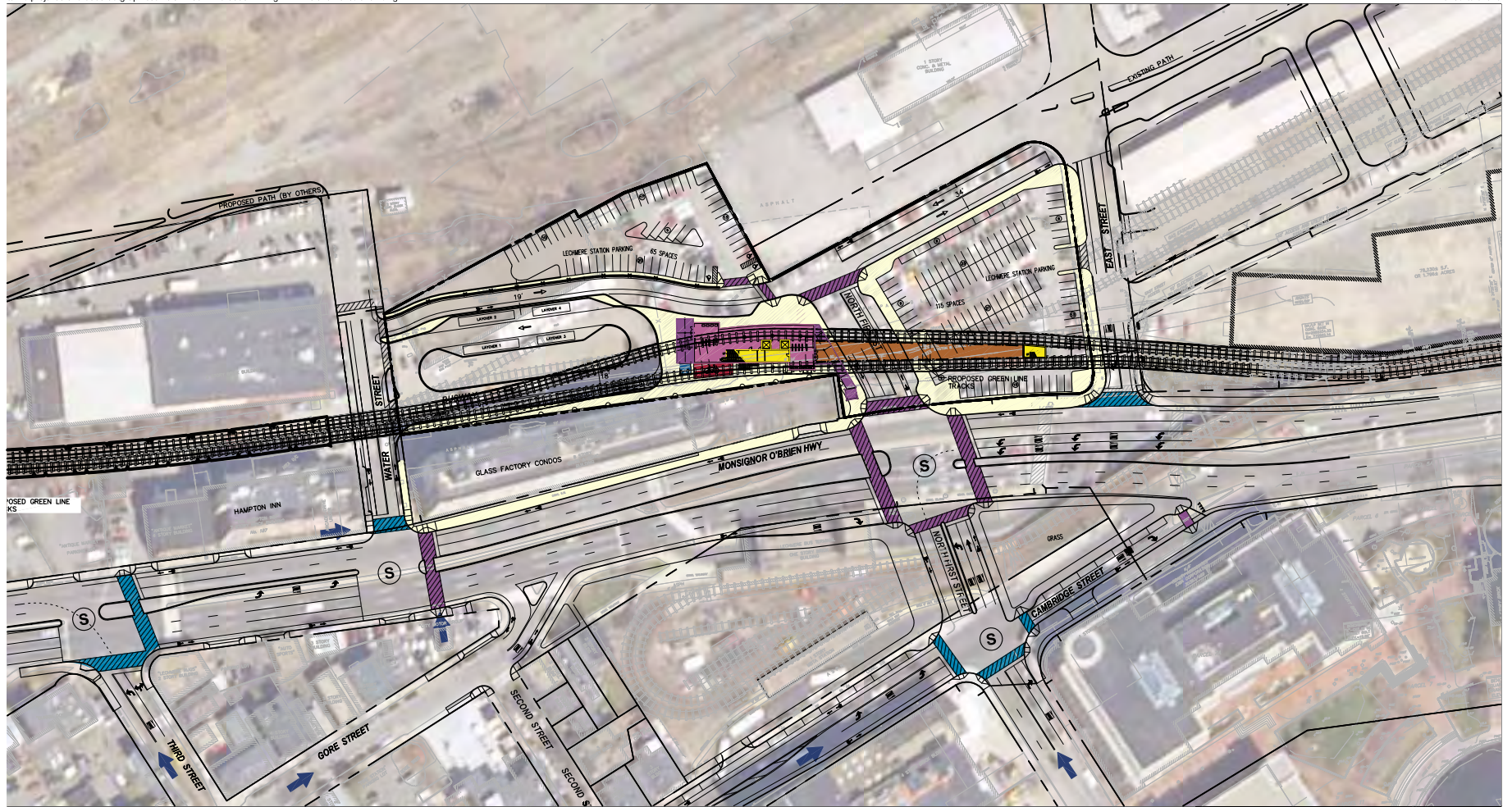


Map prepared by Brendan Monroe on July 30, 2010. CDD GIS C:\Projects\LechmereMarket\LechmereStationBldgsPlus.mxd



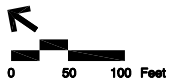
\\hbj\proj\Boston\10303.00\graphics\FIGURES\FEIR\10303PR-Align-FEIR-station-circulation.dwg

Plotted:6/2/2010



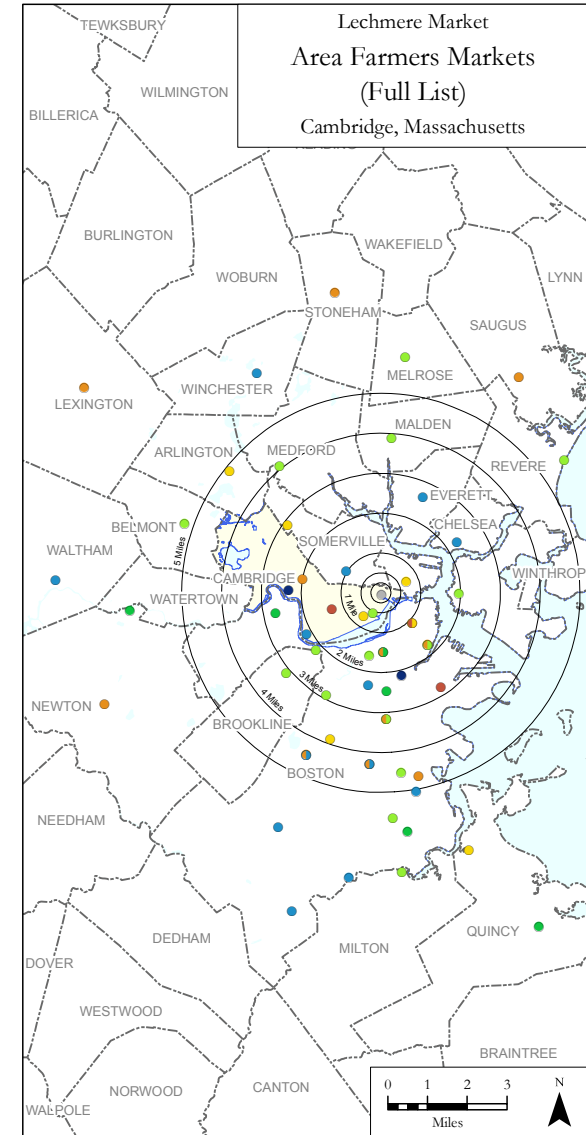
Legend

- | | | | |
|--|---------------------------|--|-------------------------------|
| | MBTA Bus Stop | | Platform |
| | Proposed Traffic Signal | | Station Concourse |
| | Bicycle Storage | | Station Entry |
| | Existing Crosswalks | | Service Areas |
| | Proposed Crosswalks | | Stairs, Elevators, Escalators |
| | Pick-Up/Drop-Off Area | | New Sidewalk |
| | Pedestrian/Bicycle Access | | New Landscaping |
| | | | Proposed Community Path |

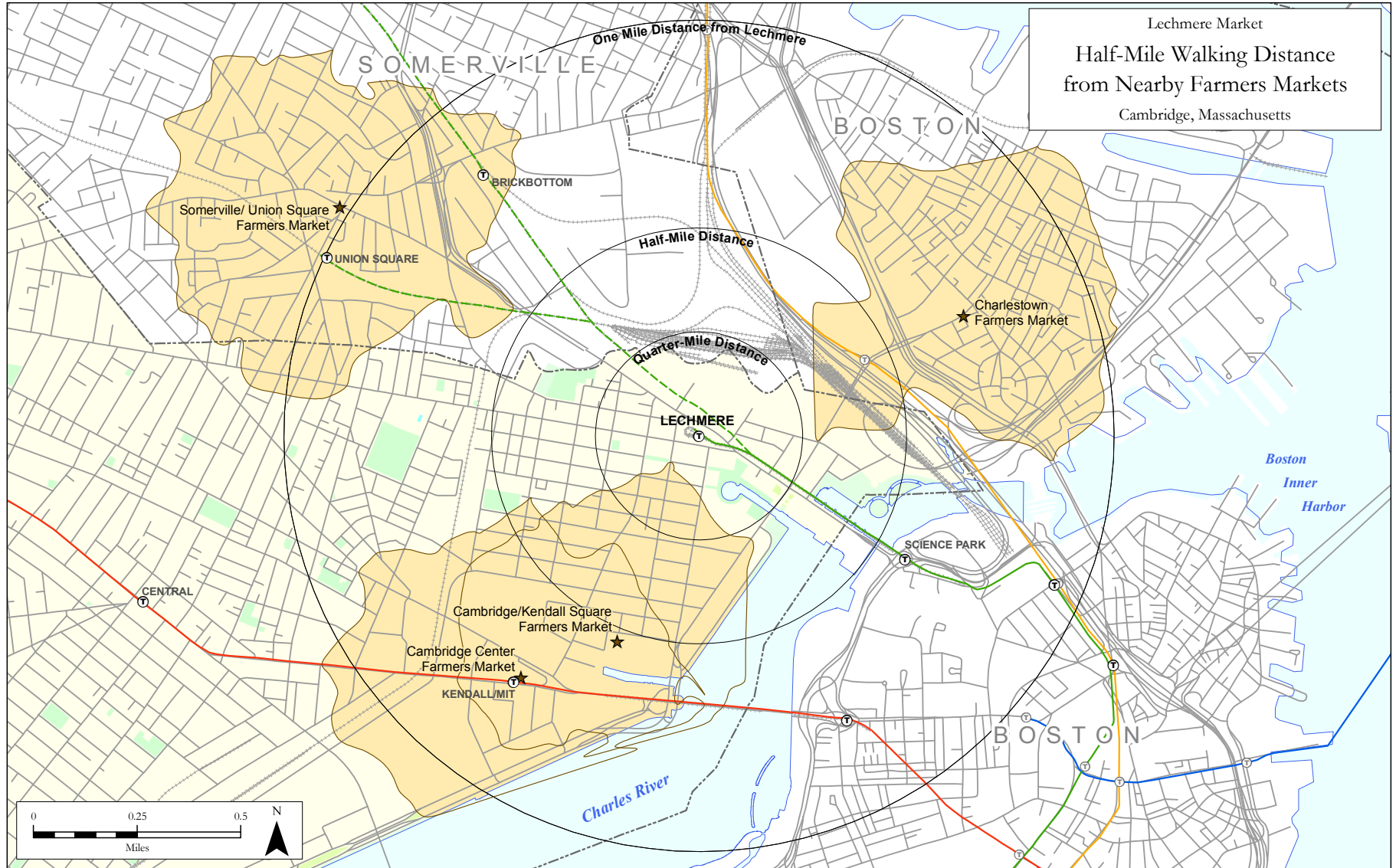


Green Line Extension Project

Figure 5-3
Relocated Lechmere Station
Circulation



Map prepared by Brendan Monroe on August 4, 2010. CDD GIS C:\Projects\LechmereMarket\FarmersMarkets.mxd



Map prepared by Brendan Monroe on July 16, 2010. CDD GIS C:\Projects\LechmereMarket\LechmereOtherMkts\1Mile.mxd



APPENDIX C: THREE CASES FOR FURTHER STUDY

We believe that the following three public market development examples are particularly instructive for continued exploration of a public market concept serving the Lechmere Square/East Cambridge area. All three cases are public markets either in development or recently established, and each highlights opportunities, challenges and wise practices that are applicable to our local context.

Boston Public Market Association

Planning for a public market in Boston began in the late 1990s; a group of individuals working at the state level to support farmers markets recognized that Boston was one of the few major U.S. cities without an active public market. Officials from the Massachusetts Department of Food and Agriculture (as it was then named), along with nonprofits like the Federation of Massachusetts Farmers Markets, gathered supporters to form the Friends of the Boston Public Market in 1997.

In 1998, the Department of Food & Agriculture used grant support from the U.S. Department of Agriculture to fund a feasibility study conducted by Project for Public Spaces, Inc./Public Market Collaborative. This initial study established the case for a year-round Boston public market, many aspects of which are still at the core of the concept: strong regional demand, sufficient vendor capacity, and user density in a downtown location that could support a facility of approximately 40,000 s.f. The 1998 report included a detailed economic feasibility analysis; analysis of two potential downtown sites; a business plan outlining the mission, vendor mix, operating principles, prototypical market layout, and development and operating costs of a potential market; and a set of suggested next steps to advance market development.

A second study was conducted in 2000 by local consultants SEAREACH/CMI to refine the development concept and build a constituency of market supporters. The study took a much closer look at existing fresh food outlets in the trade area, including supermarkets and farmers markets; the consulting team also generated a much more detailed analysis of local food consumption expenditure. Among the next steps suggested in this report was the creation of a more formal organization to lead ongoing market development efforts. As a result, the Boston Public Market Association was established in 2001 as a tax-exempt nonprofit focused on shepherding the public market idea into implementation. Another key recommendation was the selection of a site for the market, so that more detailed analysis and site negotiations could proceed.

Siting has been among the primary challenges for the Boston public market initiative. The initial site proposed in 1998 was on the South Boston waterfront; an alternate site was suggested on Central Artery Parcels 19 & 21, slated at the time for use by the Massachusetts Horticultural Society. The 2000 study looked at market data for a “central city location” near South Station and the Central Artery, as well as a “western city location” near Ruggles Station. A 2003 proposal prepared by the Boston Public Market Association outlined criteria for a potential site, and suggested a target area for locating the public market that included downtown Boston and immediately adjacent neighborhoods. A second Project for Public Spaces study in 2009 identified a broader market district that would include Central Artery Parcels 7 & 9, plus portions of the Rose Kennedy Greenway and City Hall Plaza; the district would incorporate existing food markets such as Haymarket and the City Hall Farmers Market. Interestingly, Parcel 7 was rejected as a potential site in the 1998 study, but has been viewed as a more feasible option in recent years.

Despite periodic setbacks over the last 13 years, the Boston Public Market Association remains active in its pursuit of public market development for the city and region. Partnerships with state and local officials are helping to move the market forward; in the meantime, the Association works to maintain its public profile and gain operation expertise by running seasonal farmers markets at South Station and City Hall.

Key Observations:

- *Building relationships.* Over more than a decade, the Boston public market initiative has persisted in part because of its extensive network of relationships: with supportive state and local officials, with a variety of like-minded organizations, and with individuals who are passionate about bringing a year-round public market to the area. As new leaders have come into the Boston Public Market Association, they also brought their colleagues to support market efforts with their expertise, whether in food production and retail or in real estate and finance. Members of the Association board of directors have come from and moved into positions in state and city administration; and while some observers think this gives the market an unfair advantage over other competitors for development rights in potential market locations, these connections have generally been a source of great strength for the public market concept.
- *Establishing a track record.* The initial Project for Public Spaces report and subsequent reports strongly suggested that market supporters establish a series of festivals and seasonal markets, to draw attention to their cause and learn about market operations by doing. Over the last 12 years, the Boston Public Market Association and its predecessor organization have held temporary markets on the South Boston waterfront, on the Northern Avenue Bridge, in front of South Station, and on the Rose Kennedy Greenway. Since

2006, the organization has been operating the seasonal Dewey Square Farmers Market on the Greenway near South Station; and recently, they also took over management of the City Hall Farmers Market in Government Center. These activities allow the Association to maintain an active profile in the community while they continue work on a larger public market concept.

- *Maintaining patience.* The Boston example clearly illustrates that public market development can take a long time, even with strong official and community support. Public market planning teams need patience and tenacity to weather the ups and downs of implementing their concept. From this case and other markets we researched, it can be expected that market development may take several years to come to fruition; will suffer fits and starts of energy and opportunity; and will see changes in the market concept from its initial proposals to its final form.

Fort Collins Community Marketplace

A public market concept for Fort Collins, CO dates back as far as the 1980s, when the Downtown Development Authority (DDA) was being formed and the city was creating its development plans. The idea resurfaced in 2007 during UniverCity Connections, a joint program of the City of Fort Collins, the Downtown Development Authority, Colorado State University and the Community Foundation of Northern Colorado to improve connections and working relationships between the city and its institutions. A public market emerged as one of the key opportunities for university-community partnership, as well as an important economic development strategy.

DDA began by collaborating with two local agriculture and business organizations, Be Local Colorado (formerly the Local Living Economy Project) and the Northern Colorado Food

Incubator. These groups already had experience organizing seasonal markets for local products, and they were able to reach out through their networks to form a diverse coalition of stakeholders in support of the market concept: food growers and producers, restaurateurs, academics and policy makers. The result was an initial market mission and vision that grew out of the unique assets of the Fort Collins community.

Based on enthusiasm shown in the initial stakeholder meetings, the market planning team has proceeded toward development of a final concept, including refinement of the mission, suggestions for useful precedents, and an implementation plan and timeline. A series of reports have been produced by the team over the past two years to clarify aspects of the market's purpose, governance structure, and operating guidelines. The planning team has hired Ted Spitzer of Market Ventures, Inc., a veteran of public market research and development, to assist them with further development of their economic and program feasibility models.

Key Observations:

- *Uniquely local concept.* One of the most striking aspects of the Fort Collins public market concept is how directly it ties into the specific assets and opportunities present in its community. The market's "conscious consumerism" ethic was directly influenced by the work of the CSU Center for Fair and Alternative Trade Studies; educational and programming ideas for the market grow from the existing initiatives of several local organizations; and the Fort Collins Co-op is envisioned an anchor tenant helping to support the public market's start-up through its daily retail presence. This close connection to existing initiatives and organizations not only helps to solidify support for the concept, but also allows it to become well-integrated into community development efforts already underway in the city.

- *Strong mission, flexible implementation.* The Fort Collins initiative has a strong mission and core goals, but they have been open to exploring how that mission will actually take form in the final implementation. The planning team has explored options for the market such as the inclusion of an area for nonprofit office space, the expansion of the concept to take advantage of the production capacity of the Northern Colorado area, and a variety of vendor and program partnerships to build the right mix of activity for the market. This flexibility allows the team to remain responsive to new opportunities and conditions and to improve the feasibility of the market concept as they go forward.
- *Active public entity involvement.* The Fort Collins DDA has been a lead partner in the market development process since the UniverCity Connections event. They are funding and coordinating the planning process, and they have already set aside money for market construction in a future bond issuance. The DDA does not wish to become the market operator, and wants to facilitate the connections among public markets and local agriculture advocates so that they can build capacity for governing and managing the market. Nonetheless, its activities to date show that local governments can still play a substantial role in public market formation, if the initiative is strongly connected to their existing development priorities and the staff and financial capacity is available to support market development efforts.

Downtown Phoenix Public Market

Community Food Connections (CFC) was founded in 2002, when its executive director realized that food banks weren't well-positioned to address the root causes of hunger. She saw the joint problems of communities lacking fresh food access and farmers lacking the customer base to make a sufficient living – and she recognized that there might also be a joint solution. The

organization works on economic and community development through farmer direct marketing, including farm-to-school and community-supported agriculture programs; however, many of these activities are behind the scenes and not easily perceived by the public. The weekly open-air farmers market started in 2005 as a visible showcase of the organization's work and has become its best-known activity.

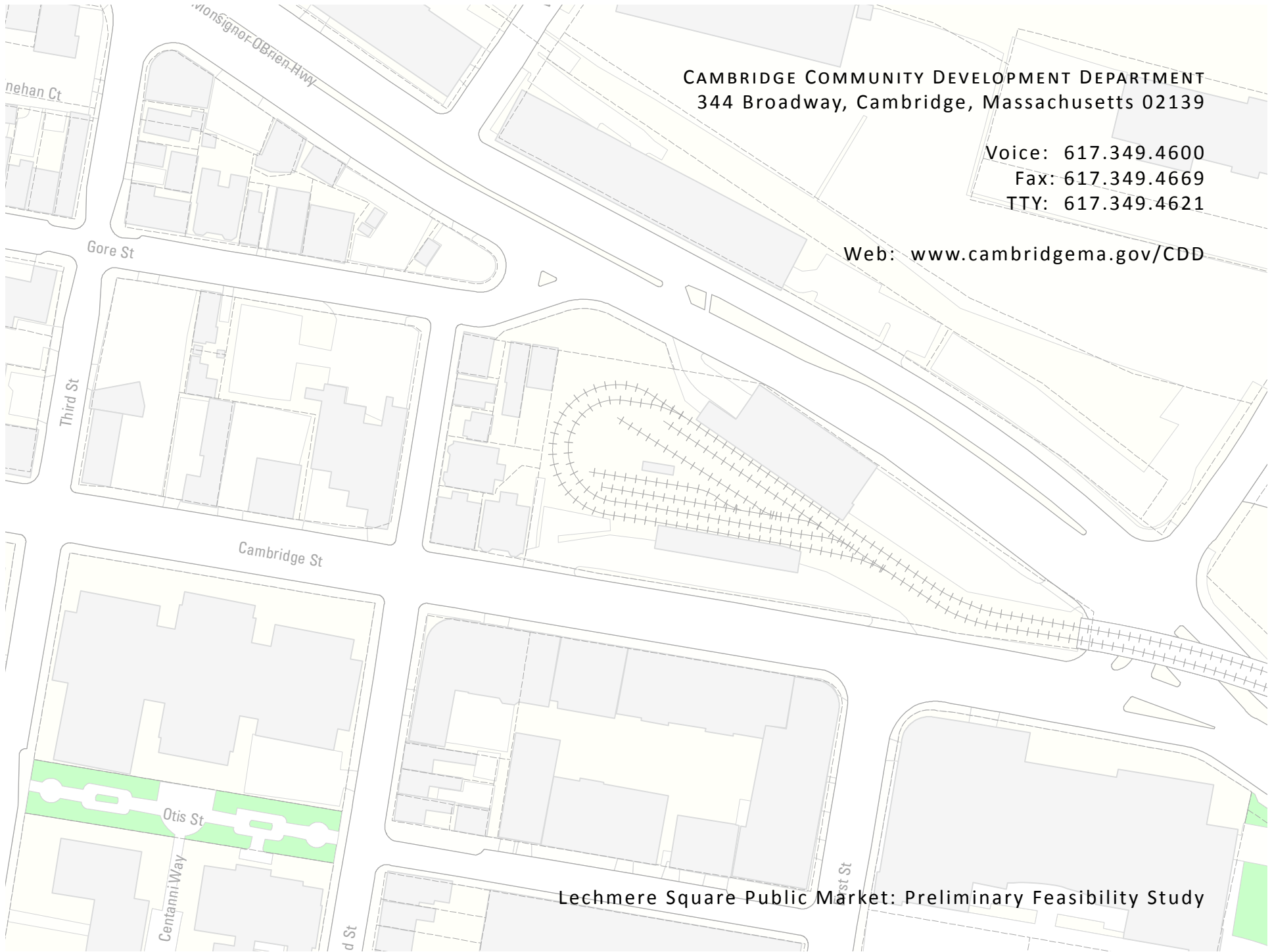
The first phase of study for a year-round public market in downtown Phoenix was done in 2004 and supported by a coalition of city, county and state business associations, public officials and higher education programs. Like many other public market studies, it was funded by the U.S. Department of Agriculture, and it focused specifically on the potential vendor supply and consumer demand for a year-round market. The second study phase, completed in 2005, laid out the steps toward establishing a temporary farmers market and a permanent public market for the area; it also evaluated the coalition's progress toward their goals. Over the course of the study, the planning team established the open-air farmers market on a site donated by a local business; set criteria for selection of a permanent public market site; and developed the conceptual design, cost estimates, pro forma and organizational structure for the market.

The research for these studies, conducted by Community Food Connections in partnership with the College of Architecture and Design at Arizona State University, was thorough and productive. In addition to the extensive community and vendor surveying of the first phase, the second phase generated important planning tools for the market development team. This groundwork allowed CFC to take advantage of an unexpected opportunity: when the business that owned the farmers market lot sold its property, CFC purchased it and developed the Urban Grocery and Wine Bar, a 6-day-a-week grocery store featuring local food products that opened in October 2009. The farmers market still runs year-round on the lot adjacent to the Grocery, and CFC

and its allies continue their work to develop a permanent public market in downtown Phoenix.

Key Observations:

- *Artists as the vanguard.* Artists have a reputation for establishing themselves in locations that others consider too risky; this was surprisingly true of the Downtown Phoenix Public Market. When it was first established, local food producers were hesitant about the market's potential for success. Arts and crafts vendors were the ones who helped get the market started and the food producers came later, after the concept was proven. Among the markets studied for this report, Downtown Phoenix was one of the few that successfully integrated food producers with a significant selection of non-food vendors.
- *Opportunity comes knocking.* The Urban Grocery and Wine Bar was not an original part of the public market development plan. However, the threat of losing its farmers market space prompted CFC to take action, and its past research and operational experience gave the organization capacity to start a new initiative. In doing so, CFC has remained both flexible and focused – flexible enough to start a well-aligned venture, but focused enough to recognize that the Urban Grocery is step toward a year-round market, not the end goal.
- *Balancing acts.* As mentioned in the earlier description of CFC's programs, the public market and related initiatives are not its sole activities; however, the rapid expansion of the market has taken time and energy away from the organization's other efforts. Since the development and operation of a public market – of whatever form and scale – takes significant staff time and attention, existing organizations that want to start a public market need to carefully manage their portfolio of programs.



CAMBRIDGE COMMUNITY DEVELOPMENT DEPARTMENT
344 Broadway, Cambridge, Massachusetts 02139

Voice: 617.349.4600
Fax: 617.349.4669
TTY: 617.349.4621

Web: www.cambridgema.gov/CDD

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