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Item No. 15.1
Community Planning and Economic Development
April 20, 2017

TO: Chair and Members of Community Planning and Economic Development Committee

Original Signed

SUBMITTED BY:

Dave Reage, MCIP, LPP, Director, Halifax Transit

DATE: February 27, 2017

SUBJECT: Back to Our Roots Urban Farm Market

ORIGIN

At the January 24, 2017 meeting of Regional Council, the following motion was put forward and passed:

That Regional Council request a staff report considering a pilot project allowing the Back to Our Roots Urban Farm to hold their weekly market at the Woodside Ferry Terminal from June – September.

LEGISLATIVE AUTHORITY

Administrative Order 1, the *Procedures of Council Administrative Order*, Schedule 3, Terms of Reference for the Community Planning and Economic Development Standing Committee:

6. The Community Planning and Economic Development Standing Committee shall have an active interest in the Agencies and Initiatives that support Community and Economic development throughout the municipality by:
 - (a) promoting and encouraging the development of programs, policies initiatives in the municipality that support Community and Economic development throughout the municipality;

RECOMMENDATION

It is recommended that the Community Planning & Economic Development Standing Committee recommend that Halifax Regional Council direct staff to prepare an agreement with “Back To Our Roots” urban farm to operate a small-scale market in accordance with Table 1 of this report

BACKGROUND

Back To Our Roots (BTOR) Urban Farm is located on the grounds of The Nova Scotia Hospital in Dartmouth, which serves mental health and addictions patients/clients.

BTOR uses gardening as a way to promote physical, mental and environmental health. This is achieved by offering skills training and educational workshops on growing vegetables sustainably, making healthy food more accessible to hospital patients/clients and staff, and creating a space for gardening that's supportive and welcoming.

As per the project website, BTOR has four main components:

- A community garden where members of the public, hospital staff and patients/clients can have a plot to plant food for themselves and their family/community;
- A market garden that grows vegetables and herbs to be sold at an on-site market stand and donated to community and hospital food programs¹;
- Common gardens, dedicated to educational and experimental gardens, and nibbling patches for hungry passers by; and
- Flower gardens, where flowers are grown for beauty and joy, and also to create bouquets to be sold at the market stand and brought into the hospital.

Selling Local Produce Locally

For the last two years (2015 and 2016) during the summer months, BTOR Urban Farm Market has operated a not-for-profit market on Thursdays in a parking lot on the grounds of the Nova Scotia Hospital. For the 2017 season, market organizers have requested to relocate their market stall to the Woodside Ferry Terminal. The original request to relocate, as sent to Councillor Austin, may be found in Attachment 1.

As noted above, the market garden is located on the grounds of the Nova Scotia Hospital on Pleasant Street, Dartmouth. This is approximately 300m from the Woodside Ferry Terminal (see Figure 1 below). A site visit with the organizer confirmed that the aim of the proposed market is to “catch people on the way out of the terminal.” Although hospital staff and clients may still walk to the market, the reason for relocating the market is to capture higher pedestrian volume outside the terminal building.



Figure 1 - Location of farm, market in 2015 and 2016 and proposed market stall

¹ The market is an initiative run by Partners for Care, a charity arm of the Nova Scotia Health Authority.

DISCUSSION

As noted above, BTOR uses gardening as a way to promote physical, mental and environmental health, through offering skills training and workshops to hospital patients/clients and staff. Halifax Transit recognizes the multiple benefits of relocating the BOTR market to the Woodside Ferry Terminal for BOTR program participants and Halifax Transit passengers alike. The new location of the market will help improve access to fresh, sustainable, and locally grown produce for Halifax Transit passengers and staff, and provide a more vibrant atmosphere in the area of the terminal. Locating this market adjacent to the ferry terminal in a more visible and accessible location will also help BTOR further its reach and impact. The following section discusses the specifics of the request and the potential impact on Halifax Transit operations.

BTOR Urban Farm Market Request

The market organizer has indicated that their desire to relocate the market is due to the higher volume of pedestrian traffic outside the Woodside Ferry Terminal as compared to the upper parking lot adjacent to the hospital where the market was held previously. If relocated to be adjacent to the ferry terminal, it is likely that most customers would be those exiting the ferry terminal. The proposed location is shown in



more detail in

Figure 2.

In 2015 and 2016, the number of customers per market varied between approximately 20 and 40 people, with the majority of customers being hospital staff or clients. Based this demand, customers from any location other than the terminal and the hospital buildings are not expected to patronize the market.

In past years, the market has consisted of one or two tables with a small pop up tent for shelter. The organizer has confirmed there are no intentions to expand the market beyond a single stall and two tables. Products sold at the market will be limited to fresh fruit, vegetables and flowers from the farm. The market is intended to be staffed by three people; one member of staff and two volunteers.

Time of Day & Day of Week

In the 2016 summer season, the market was open between 3:30pm and 5:00pm on Thursdays. This is also the time period for planned markets in the 2017 season. Upon review of daily and weekly ferry ridership from 2016, it would appear that in order to maximize demand for the market, in the future, market organizers may want to consider hosting it Wednesdays from 3:30pm to 5:30pm in order to capture the highest amount of pedestrian traffic in the area adjacent to the ferry terminal, as this represents the busiest time of the day and day of the week for the Woodside Ferry. Staff note, however, that market schedule is based on availability of staff and volunteers. A more detailed breakdown of ferry ridership may be found on Attachment 2.



Figure 2 - Proposed Location of Market Stall (Site visit photograph, Google Earth, Google Street View)

Impact on Halifax Transit Operations

The proposed location for the market stall is in the pedestrian plaza, adjacent to the traffic loop in front of the main exit of the Woodside Ferry Terminal. The primary purposes of the traffic loop and pedestrian plaza at the Woodside Ferry Terminal are as follows:

- 1) Provide safe pedestrian access to the park & ride from the ferry terminal;
- 2) Provide access to Halifax Transit vehicles to service bus stops 8962, 8964, 8965, and 8966;
- 3) Provide a drop off or pick up location for ferry passengers; and
- 4) Provide some parking capacity, including several accessible parking spaces.

Stopping is prohibited at the end of the traffic loop in order to facilitate the safe passage of buses and pedestrians to the central parking spaces. Drop off and pick up is permitted on the straight section of the loop furthest from the terminal building. If this market were to proceed on-site, market organizers will not be held to the same standards as other users of the traffic loop.

Given the proposed size of the market as described above, the separation from passenger flow, and the anticipated customer uptake, it is not anticipated that this temporary use will impact Halifax Transit operations. Should market customers drive to the market and illegally park on the curved section of the

traffic loop, this would have a severe impact on the flow of traffic, thus impacting access to bus stops noted above. It may also impair the ability of passengers to use the loop as a drop off or pick up point.

Impact on Park & Ride Capacity

Annual park & ride counts indicate that the Woodside Ferry Terminal Park & Ride has been at capacity each year for at least the last seven years. As it is the intent of the market to focus on Halifax Transit users exiting the ferry terminal, staff do not anticipate that the market would have any noticeable impact on park & ride capacity.

Conditions of Agreement

Staff is recommending that it be directed to draft an agreement with “Back To Our Roots” urban farm in accordance with the following conditions:

TABLE 1 CONDITIONS OF AGREEMENT	
Starting in 2017, the market operates one day a week between May and October at the Woodside Ferry Terminal.	
Insurance requirements are met to the satisfaction of the Manager of Risk and Insurance Services or designate.	
Safe and unimpeded operation of the ferry terminal is maintained at all times.	
The agreement may be terminated or amended if the Director of Halifax Transit, or designate, determines, in his or her sole discretion, that the market interferes with the operation of Halifax Transit or the safety of the passengers using it.	

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report.

RISK CONSIDERATION

Potential risks to this initiative are described in the table below.

Risk	Likelihood	Impact	Risk Level	Mitigation
Market stand(s) cause crowding due to reduction in space for pedestrians	3. Possible	3. Moderate	High	Specify stand location in agreement to avoid crowding and impact on operations.

Risk	Likelihood	Impact	Risk Level	Mitigation
Unpacking or packing up the market affects pedestrian, bus or private vehicle movements	3. Likely	3. Moderate	High	Stipulate where vehicles can park for loading / unloading. Encourage use of push carts via the cycle path as an alternative.
Sales or promotion at stand directly or indirectly generate litter	3. Possible	2. Minor	Moderate	Require market organisers to take litter off-site with them and ensure the site is left as it was found.
Complaints from public	2. Unlikely	1. Insignificant	Low	Ensure market is located in area marked in  Figure 2 and doesn't cause any obstruction for passengers who wish to pass the stall.
Food poisoning	2. Unlikely	2. Minor	Low	Reduce likelihood to 'rare' through agreement not to sell meat or dairy products. Require by agreement that staff member to take food safety course.
Other organisations / businesses requesting equal access to sell products at the site	3. Possible	2. Minor	Moderate	Stipulate that this agreement is only for Back to Our Roots Urban Farm Market, particularly as it is a not-for-profit organisation supporting mental health initiatives. If this leads to other requests from not-for-profit organisations these will be considered separately.
Market stand blows over or collapses causing injury	2. Unlikely	3. Moderate	Moderate	Reduce likelihood with agreement regarding setup, appropriate weighting and checking of risk of collapse.

To further reduce risk for Halifax Transit, the market will be required to be named on an insurance policy with a limit of at least \$5,000,000. Further insurance requirements are set out in Attachment 3.

COMMUNITY ENGAGEMENT

No community engagement was undertaken in the preparation of this report. Staff have met with representatives of the market on site to determine specifications of the request.

ENVIRONMENTAL IMPLICATIONS

Market volunteers will be required to remove any litter indirectly generated by the market stall and to leave the site as they found it. The agreement will stipulate that litter should be removed from the site and taken back to the hospital to avoid a reduction in the capacity of litter bins available for public use.

Supporting the urban farm also has positive environmental implications as the organisers grow vegetables without pesticides and use the garden to promote environmental health as well as physical and mental wellbeing.

ALTERNATIVES

The alternative is to refuse permission to host the market at the Woodside Ferry Terminal.

ATTACHMENTS

Attachment 1 – Original Request from the Organizer

Attachment 2 – Ferry Ridership

Attachment 3 – Proposed Terms of Agreement

A copy of this report can be obtained online at <http://www.halifax.ca/commcoun/index.php> then choose the appropriate Committee and meeting date, or by contacting the Office of the Municipal Clerk at 902.490.4210, or Fax 902.490.4208.

Report Prepared by: Jeremy Galilee, Coordinator, Project Planning, Halifax Transit, 902.490.6720

Attachment 1 – Original Request from the Organizer

I work at the NS Hospital coordinating a community garden/market garden on the grounds here called Back To Our Roots Urban Farm (Common Roots is our sister farm in Halifax) The garden is a project of Partners for Care, which is the charity arm of the NSHA, in partnership with the NS Hospital and Mental Health Foundation. BTOR uses gardening as a way to promote physical, mental and environmental health. We do this by offering skills training and educational workshops on growing vegetables without pesticides; making healthy food more accessible to hospital clients and staff; and creating a space for growing food that's supportive and welcoming.

We have a market garden, where I work with volunteers to grow food for our weekly market stand from 3:30 til 5 on Thursdays. The money we make goes directly back into our programming.

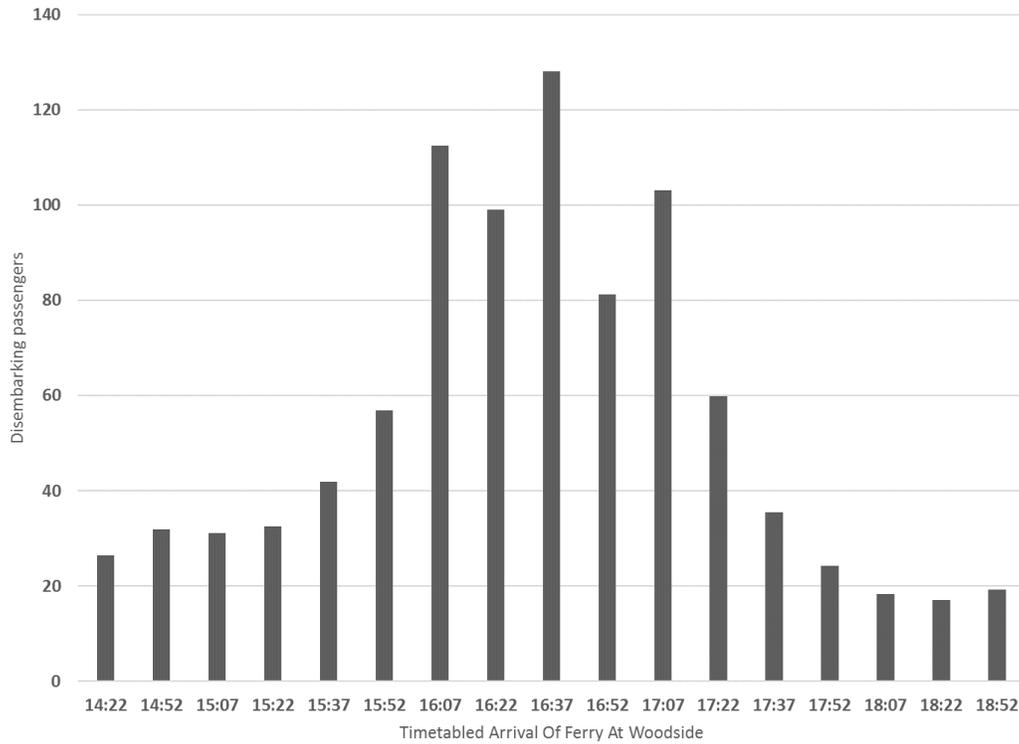
As you know, the NS Hospital is directly beside the Woodside Ferry Terminal. We would love to be able to set up our little stand outside the terminal as there's a lot of traffic that passes through there. I am wondering if you'd be able to recommend someone I could speak to about this possibility. I did speak to someone at the Woodside Ferry Terminal in the Spring, but they weren't much help and my guess is that it might be better if I spoke to someone 'higher up.'

I'd be happy to meet with you to fill you in more about what we do here or send along further information.

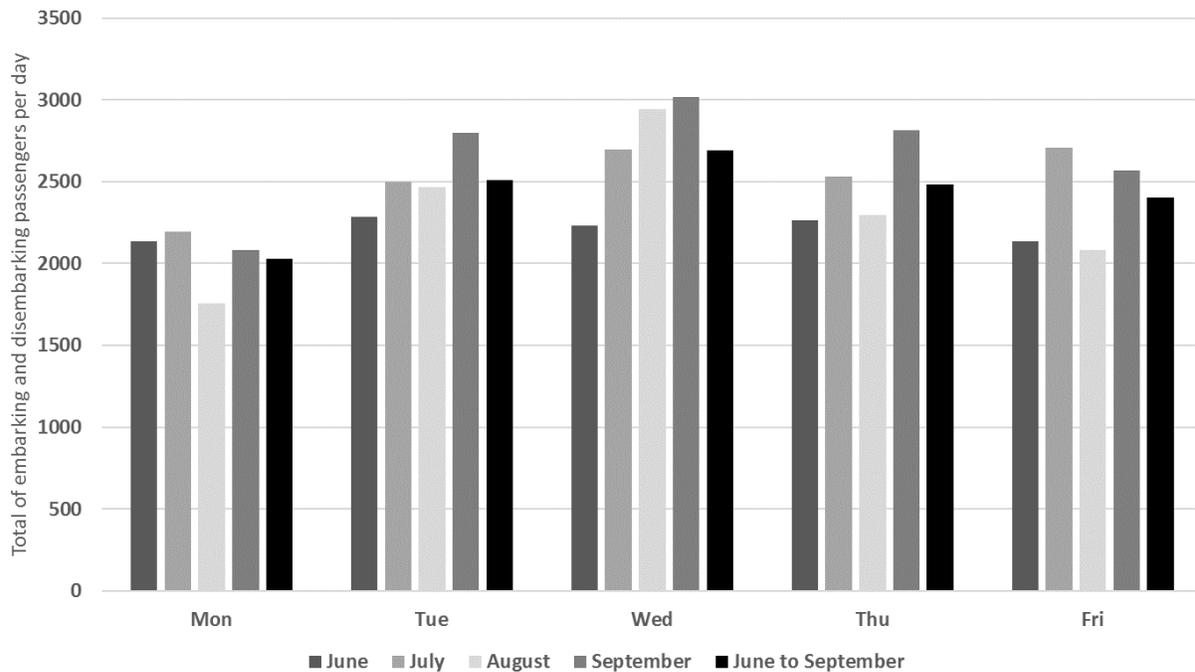
Thanks so much!

Attachment 2 – Ferry Ridership

Back to Our Roots Urban Farm Market Community Council Report



Variation in Disembarking Passengers at Woodside Ferry Terminal (June to September 2016 Average Weekday)



Daily Variations in Woodside Ferry Terminal Ridership (2016)

Attachment 3 - Proposed Terms of Agreement

Back to Our Roots (BTOR) Urban Farm Market is permitted to run a weekly market outside the Woodside Ferry Terminal, provided that:

- The first market will not occur before May 18, 2017. The market may continue until Thanksgiving weekend (October);
- Prior to the first market, 'Back To Our Roots Urban Farm Market' must be added to General Liability policy for 'QEIII Health Science Centre Auxillary o/a Partners for Health o/a Back to our Roots with a minimum coverage limit of \$5,000,000. Halifax Regional Municipality should be added as a named insured. This must be signed by the Board of the Auxiliary. A copy of this policy referring to the 'Back To Our Roots Urban Farm Market' must be provided to Halifax Transit as evidence of coverage;
- The market is limited to a single stall (consisting of two 10 foot tables and a tent) located within the area shown in blue on this aerial view below. Halifax Transit reserves the right to alter if necessary;



- The market must not block or alter direct pedestrian access to the stairs, car park, bus stops, trail or the terminal building;
- When setting up or packing up, organisers may use parking spaces if available or the passenger pick up / drop off location. However, they may not block or park in the bus turning circle, or drive / park on the pedestrian walkway;
- Tables and tent / marque coverings and other display features must in a good order, erected by staff / volunteers familiar with the equipment, weighted to avoid being blown over. A second volunteer should check that all equipment is sturdy and not at risk of collapse;
- To minimise trip hazards, all produce for sale should be displayed on the table tops (not in low crates in front of the table for example);
- When the market is open, organiser's vehicles must be parked off-site;
- Wheelbarrows, carts or other items used for transporting or storing produce should be kept out of the way behind the stall or off-site to avoid trip hazards. Brakes must be applied or blocks placed in front of wheels to avoid carts rolling away;
- No power or water source will be provided at the site;
- The organisers of the market must;
 - Arrange their own litter removal throughout the day if the stall is selling food ready to eat or otherwise appears to be indirectly generating litter;
 - Avoid using public litter bins and take all generated litter off-site;
 - Arrange their own security if required;

- Be responsible for the security of their equipment, produce and takings;
- Ensure the market stall is not left unattended (two or more persons are recommended);
- Ensure the site is left as it was found with all litter taken off-site;
- Ensure 'aggressive' / 'pushy' sales tactics are not used and produce is sold from behind / to the side of the stand where customers can approach voluntarily; and
- Promptly clear up any dropped items to avoid slip hazards and routinely check there are no slip or trip hazards for themselves, customers or people passing the stall;
- The following will not be permitted:
 - Sale of meat or dairy products;
 - Sale of alcohol;
 - Distribution of printed materials;
 - Promotion of the stand within the terminal building or on ferries;
 - Promotion of the stand as a location customers can drive to; and
 - Use of the Halifax or Halifax Transit logo or otherwise implying liability to Halifax Transit.
- Halifax Transit reserves the right to revise or terminate this agreement early. Permissions will be under review throughout the season in case direct or indirect issues are observed or reported by staff (including bus operators) and / or customers; and
- The agreement will provide an indemnity and hold harmless provision, typical to all HRM agreements.