



Guide for Farmers Markets on Military Installations



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Dear Reader,

We are pleased to present this *Guide for Farmers Markets on Military Installations*, a comprehensive online manual that explains how to successfully establish and operate farmers markets on military bases. This manual is the result of a collaboration between the U.S. Department of Defense's (DoD) Healthy Base Initiative (HBI) and the U.S. Department of Agriculture's (USDA) Agricultural Marketing Service (AMS), in partnership with Wholesome Wave.

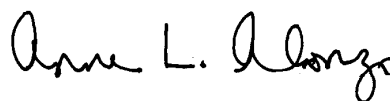
The DoD launched the Healthy Base Initiative (HBI)—a demonstration project at 14 military installations that works to improve nutritional choices, increase physical activity, reduce obesity, and decrease tobacco use—on March 18, 2013. In support of the theme of “Healthy Eating,” HBI has helped increase the availability of quality wholesome food and agricultural products on military bases by establishing farmers markets. AMS supports programs to improve access to healthy, affordable food and facilitates the marketing of U.S. agriculture, including the development of local and regional food systems and farmers markets.

Given the shared objectives of DOD and USDA, and the interest in providing all service members with fresh, wholesome food, this guide presented the perfect opportunity for a cooperative effort. The stories and ideas highlighted in this guide emerged from interviews with people who are involved with existing farmers markets on military bases, resulting in step-by-step directions for how to successfully establish and operate farmers markets in these unique settings. The guide is filled with effective ways to bring local agricultural products into the diets of service members and their families at installations across the country.

We hope that you find this resource helpful in ensuring that America's service members are able to enjoy fresh, healthy food.



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Introduction

The Department of Defense, and each of its components, faces a daunting challenge with the decline in health among the military community as a whole, including military personnel, their families, military retirees, and other Government employees. This health challenge has significant implications on military readiness and also contributes to the increased cost of health care.

The Secretary of Defense launched the Healthy Base Initiative (HBI) in 2013 to explore various initiatives that could contribute to positive health outcomes. One result of the HBI was an endorsement to create farmers markets on military installations to improve the nutritional offerings and encourage individuals to make healthier food choices.

One of an installation commander's many responsibilities is the health, safety, and well-being of his or her installation's community. Another is fostering positive community relations between the installation and the surrounding community. This guide was created to aid installation commanders and their leadership teams in supporting installation health and building positive community relationships by determining if a farmers market is appropriate for their installation, and if so, how to successfully open and operate one.

Defining a farmers market is relatively straightforward: A multi-vendor market in which farmers and food producers sell agricultural products, particularly fresh fruit and vegetables, but also meat products, dairy products, and grains, directly to the general public at a central or fixed location. However, determining what a market will provide for its community, where it will operate, who will operate it and how, as well as the seasonality and frequency of the market at a specific installation requires careful thought. Moreover, opening and operating a farmers market on a military installation presents opportunities and challenges based on the unique characteristics of the installation that must be weighed and considered, including food safety, liability, security, competition, vendor selection, site selection, and staffing, among others.

The goals of this guide are to enable installation leadership to:

- a. help installations improve healthy food options and build effective community partnerships that improve combat readiness and advance the overall health of the military community;
- b. understand the nature of farmers markets, how they benefit a community, and the different types and structures of markets that exist;
- c. determine if it is appropriate and feasible for an installation to host a market;
- d. determine the optimal type, frequency, and management of a market on an installation;
- e. develop a plan of action that sets a market up for success; and
- f. provide resources to facilitate the establishment and implementation of a market.



A farmers market has three main stakeholder groups: the market host and management, the customers, and the vendors. Creating a vibrant and successful market requires that it benefit all parties. The market must help the installation meet its goal of improving the quality of food choices for the community and be practical to implement; it must provide customers with the experience and products that they want at a price they can afford; and it must be financially beneficial for the vendors.

Determining the appropriateness and financial viability of opening and operating a farmers market on an installation must be considered upfront, as each installation is distinct. Mission, population size and demographics, surrounding community, local food availability, installation support facilities, geography, and weather can all impact the decision-making and planning process for hosting a farmers market on a given installation.

This guide provides tools and resources that provide installation leadership with the information necessary to make an informed, evidence-based decision on whether to launch a farmers market at the installation. These tools and resources, located in Section 9, include a decision tree to guide the decision-making process for whether or not a market is appropriate for the installation, a simple farmers market feasibility study, and a sample evaluation table to guide the use of appropriate tools to collect data and measure impact. The guide also includes tools for use during the market planning process, including a checklist for developing a farmers market that ensures key aspects of planning and market operations are considered including market management, organization and logistics, marketing strategy, and rules and regulations.

As a farmers market matures, it adapts to its specific environment and develops its own personality. However, the decision-making process entering into the venture and the initial planning and implementation process around it are critical to success.

About This Guide

This guide was developed collaboratively by food access experts, farmers market managers with direct experience starting and operating farmers market on military installations, Healthy Base Initiative, and military program implementation specialists. The goal is to help installations improve healthy food options and build effective community partnerships that improve combat readiness and advance the overall health of the military community.

Extensive research and analysis were conducted in partnership with the United States Department of Agriculture (USDA) and the Department of Defense (DoD) to develop this resource. This included surveying best practices from farmers markets in the continental United States, consulting subject-matter experts who collaborated to author the guide, and incorporating best practices and lessons from farmers markets operating on military installations during the spring, summer, and fall of 2014.



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1. Purpose and Context

The purpose of this Guide for Farmers Markets on Military Installations is to equip installation commanders, their leadership teams, farmers market managers, and stakeholders with the knowledge and tools to determine if a farmers market is feasible and appropriate on a military installation, to launch and sustain a market if it is deemed appropriate, and to understand how a farmers market on a military installation differs from civilian markets.

From an operations perspective, this guide enables installation leadership to:

- 1) Understand what a farmers market is, how markets serve their communities, and the types and structures of markets that exist; and
- 2) Determine if it is feasible and/or appropriate for an installation to host a market.

If it is decided that a farmers market is feasible, this guide can assist with:

- 1) Determining the appropriate type, frequency, and management of the market;
- 2) Developing a plan of action that results in a successful market from the perspective of producers and customers; and
- 3) Providing resources to facilitate the implementation of the market.

Finally, this guide shares best practices and lessons learned from farmers markets on military installations and builds upon an extensive foundation of best practices from markets around the country to help market organizers develop a successful farmers market on a military installation that:

- Creates access to safe, fresh, locally grown foods;
- Promotes healthy lifestyles;
- Builds strong, positive community relationships; and
- Supports the regional economy.

The Benefits of Hosting a Farmers Market on an Installation

The health and well-being of the military community as a whole is a well-understood concern for the Department of Defense and its installation commanders. Nearly two-thirds of individuals on active duty are either overweight or obese,¹ and health issues caused by obesity and tobacco use among U.S. military healthcare beneficiaries are estimated to add more than \$3 billion each year to the DoD budget in healthcare costs and lost duty days.²



Failure to meet weight standards is a leading cause of involuntary separation from the military, and obesity rates in the civilian community may be limiting the DoD's ability to recruit qualified personnel.³ In the years between 1998 and 2010, the number of overweight or obese active-duty U.S. military personnel more than tripled.⁴ "This really is a problem that has gone unreported and it is impacting our ability to defend this Nation," said Rear Admiral, United States Navy Retired, Casey W. Coane, member of Mission: Readiness.⁵

The health of America's military is a vital national security, public health, and financial concern. Inadequate health among service members contributed to an increase in Military Health System costs by nearly 300 percent between 2001 and 2012.⁶ Few active military personnel meet the Federal Government's nutrition recommendations for fruits (11.2 percent), vegetables (12.9 percent), and whole grains (12.7 percent).⁷

³ "Case Study: US Military: Comprehensive System Design to Encourage Healthy Behavior" (Boston: Altitude Incorporated).

⁴ Ernesto Londoño, "Rising Number of Soldiers Being Dismissed for Failing Fitness Tests" (The Washington Post, December 2012).

⁵ Ron Nixon, "Poor Fitness in Military Poses Peril, Report Says" (The New York Times, September 2014).

⁶ Lawrence J. Korb et. al, "Reforming Military Compensation, Addressing Runaway Personnel Costs Is a National Imperative" (Center for American Progress, May 2012).

⁷ Frances M. Barlas et. al. "2011 Health Related Behaviors Survey of Active Duty Military Personnel" (Department of Defense, February 2013). Contract No. GS-23F-8182H

¹ "Overweight in the Military: Issue Brief: Health Care Survey of DOD Beneficiaries" (Health Program Analysis & Evaluation Directorate, 2005).

² "Military Community and Family Policy Fact Sheet" (Healthy Base Initiative).



Notes From The Field

“We are truly proud of Camp Lejeune’s Farmers Market,” said Colonel J.W. Clark, the Deputy Commander of Marine Corps Installations – East, who helped establish a market at Camp Lejeune with a local 501c3 non-profit that undertook market management, “but there is no secret to our success beyond creating a team of motivated professionals from across the installation that worked very hard for several years. The result is a win-win in the Camp Lejeune military community, which now has access to the freshest local produce, while the farmers in the local area now have [a] new market to sell their produce.”

The ability of the military community to combat these problems and change the overall health of the military community is likely strongest if it emerges from the grassroots level, that is to say, from the military installations at which its members live, work, play, and eat. Hence, it is incumbent upon installation commanders and their leadership teams to foster environments that encourage healthy eating and active lifestyles. As part of this effort, providing adequate support for healthy food access via a farmers market can contribute to improved wellness, performance, and military readiness. Farmers markets also easily link with other health-promoting and community-building activities and educational services.

Regardless of where they are located, when successful, farmers markets provide their community with a unique experience. They serve as a vibrant community-gathering space, reliably offering delicious, fresh food, and contributing to healthy lifestyles. On installations, members of the military community and vendors can both benefit from farmers markets: healthy products are made available and accessible, local businesses are supported, and healthy behaviors are encouraged.

In addition to supporting goals for a healthier installation community, a farmers market can also generate and strengthen positive bonds between the installation and the local civilian population. A farmers market provides a direct source of revenue to local small- and mid-size agricultural businesses. It also directly connects individuals in the military community with food producers in the region, providing patrons with an opportunity to learn about food production and supply. Just as non-military farmers markets provide “community gathering” places for the general public, an installation’s farmers market can provide community-building elements for individuals with access to the installation.

History of Farmers Markets on Military Installations

To help address concerns about the health of enlisted personnel and their families, the Office of Military Community and Family Policy and the Office of the Secretary of Defense launched the Healthy Base Initiative (HBI) in 2013 to explore and test various initiatives aimed at increasing positive health outcomes. Fourteen military installations were initial HBI demonstration sites, exploring initiatives such as 24-7 access to fitness centers, recipe re-engineering to improve the nutritional value of available menu items, and healthy recreational opportunities for military communities.

HBI (see HBI Fact Sheet, Appendix A) endorsed the establishment of farmers markets on military installations to improve the nutritional choices on military installations, while encouraging military personnel and their families to make healthier personal choices. The collective experiences from these farmers markets, including best practices and challenges, have been incorporated into this guide, both in the text and through “Notes from the Field” boxes, to facilitate the expansion of healthier food options at military installations across the country.

Unique Considerations for Military Installation Farmers Markets

Farmers market operations are deceptively simple, and issues such as food safety, liability, security, competition, and vendor selection must be addressed when hosting any market. In addition, these concerns may be enhanced on a military installation that has strictly enforced procedures and requirements for entry and vending. Therefore, it is crucial to understand how farmers markets operate, the preparation necessary for opening a market, and the unique challenges that a farmers market on an installation presents, which will be discussed in the coming sections.

Additionally, the success of a farmers market on an installation requires the dedication of installation leadership and sustained collaboration from a variety of agencies, including: Navy and Marine Corps Public Health Centers, Public Affairs, Security Forces, Civil Engineers/Public Works, Contracting, Morale, Welfare and Recreation (MWR), Defense Health Agency Veterinary Services, the Surgeon General of the Army, and other entities that are necessary to ensure smooth and successful operations.

2. A Brief Introduction to Farmers Markets

Defining Farmers Markets

For the purposes of this document, farmers markets are defined as multi-vendor markets in which farmers and food producers sell agricultural products, particularly fresh fruit and vegetables, but also meat products, dairy products, and grains, directly to the general public at a central or fixed location.⁸ Farmers markets typically operate weekly, and in some cases, multiple times per week, depending on demand and financial viability.

Producer-only farmers markets work with farmers that only sell products that they grow or produce, and with small- or mid-size, locally based prepared food vendors who often source ingredients locally and regionally. This producer-only model supports farm businesses and ensures that consumers can create relationships with those who grow and produce their food. Producer-only farmers markets generally have by-laws stating these criteria; such market rules can ensure accountability for the quality of products offered.

The Growth and Economic Benefits of Farmers Markets in the United States

In big cities and small towns across the country, Americans are embracing local agriculture. Customers flock to farmers markets for the nutritional, environmental, and economic benefits they provide to families and communities.

⁸ "What is a Farmers Market?" (USDA Food and Nutrition Service, 2015).

One of the fastest growing segments within U.S. agriculture is consumer purchasing of locally grown food. One billion dollars of locally grown food was purchased in 2005, and almost \$7 billion in 2012.⁹ Producer participation in local food systems is growing, and the value of local food sales, defined as the sale of food for human consumption through both direct-to-consumer (e.g. farmers markets) and intermediated (e.g. sales to institutions or regional distributors) marketing channels, is increasing.¹⁰ This growing appetite is further demonstrated by the steady increase in the number of farmers markets over the past 20 years. According to the USDA Local Food Directories,¹¹ in 1994, there were 1,755 farmers markets nationwide.¹² By 2014, USDA reported that there were over 8,376 and counting.¹³

While this surge in the number of farmers markets is significant, perhaps one of the most important impacts is how these new markets have added much-needed support and resources to local communities and economies.

⁹ "USDA confirms farmers markets' growth, sustainability" (AgriNews, August 2013).

¹⁰ ERS, "Trends in U.S. Local and Regional Food Systems" (U.S. Department of Agriculture, January 2015).

¹¹ USDA-AMS Local Food Directories

¹² Mary Ahearn and James Sterns, "Direct-to-Consumer Sales of Farm Products: Producers and Supply Chains in the Southeast" (Journal of Agricultural and Applied Economics, vol. 45, August 2013), 497-508.

¹³ "USDA confirms farmers markets' growth, sustainability" (AgriNews, August 2013).





In its 2012 report, “The Economic Impact of Farmers Markets: A Study of 9 Markets in 3 Major U.S. Cities,” Market Umbrella, found that 9 markets, 3 each from Baltimore, Cleveland, and Los Angeles, “generate significant economic benefits for vendors, host neighborhoods, and the surrounding region” and have the capacity to “incubate small businesses, encourage entrepreneurship, and help move businesses from the informal to the formal economic sector. Expressed as a range across the markets studied, these economic benefits include the following annual economic impacts:

- On vendors: \$52,000–\$40,594,000 per market
- On nearby businesses: \$19,900–\$15,765,700 per market
- On communities: \$72,000–\$56,360,000 per market.”¹⁴

According to the Market Umbrella report, the West Baltimore Farmers Market (new and small at the time) contributed \$72,000 to its local economy. The Hollywood Farmers Market in Los Angeles, CA, has an annual combined economic impact of \$56,360,038 on its vendors, host neighborhood, and surrounding region. The report explained that farmers markets bring “sticky” dollars to the areas in which they operate; “sticky” dollars are defined as “dollars that are spent at the market and ‘stick’ to the local economy, being re-spent locally rather than being siphoned away to distant parent companies or other stakeholders.”

Twenty-six Mississippi farmers markets generated \$1.6 million of economic activity, almost 16 part-time jobs, \$213,720 in wages, and \$16,000 in State and local taxes in 2009.¹⁵ In New Orleans, LA, the Crescent City Farmers Market’s 3 locations attract 140,903 visits from shoppers each year, resulting in gross combined receipts of \$6.66 million. A 2012 report found that some 32 percent of shoppers also spend money at nearby businesses, resulting in \$5 million in projected gross receipts and \$236,014 in local sales tax revenue.¹⁶

More than just a food-shopping trip, farmers markets have become integral parts of regional food systems, local economies, and social networks. The markets offer a place to connect with neighbors, meet farmers and food producers, support small local businesses, and purchase wholesome, nutritious food.¹⁷

Although more farmers markets are being established every year, the rapid growth of the local food movement in the last decade has been slow in reaching military installations. If more installations around the country introduce and are able to successfully sustain their own markets, as several have through the Healthy Base Initiative, U.S. military personnel and their families, as well as the surrounding community, will benefit from the bounty of nutritious, local food made increasingly available.¹⁸

¹⁴ Richard McCarthy and J. Robin Moon, “The Economic Impact of Farmers Markets: A Study of 9 Markets in 3 Major U.S. Cities” (Market Umbrella, September 21, 2012).

¹⁵ Albert Myles and Ken Hood, “Economic Impact of Farmers Markets in Mississippi” (Mississippi Agricultural and Forestry Experiment Station, 2010).

¹⁶ “SEED Economic Impact Report for the Crescent City Farmers Market” (New Orleans, LA, 2012).

¹⁷ Farmers Market Coalition, “National Farmers Market Week: There’s More to Market” (FMC, 2015).

¹⁸ Eva M. Clayton, “Local Food for the Military” (The New York Times, October 26, 2014).



Notes From The Field

Establishing a Farmers Market: What, When, and Who?

Early in the planning process, the market manager, with input from installation leadership and stakeholders, should make decisions on a few key variables that will define the market. Many of these decisions will be based on common practices in the region. These components are discussed in more depth throughout this guide, and include the following:

What?

Producer-only: Will the market invite only vendors who grow, raise, or produce the food they sell, or will it invite those who purchase food from a wholesaler and then resell it at the market? Today, most successful farmers markets restrict participation to only growers and producers.¹⁹

Local: The market manager should decide whether participation in the farmers markets should be open to growers and producers within a given geographic area. Market management could define that area based on mileage (such as within 200 miles of the market site) or by limiting participation to in-State growers. Familiarizing oneself with common practices in the region can be helpful in making this decision.

Food-only or Crafts-also: Many farmers markets focus solely on the sale of food. Interestingly, Federal SNAP (Supplemental Nutrition Assistance Program, formerly food stamps) benefits can be used to purchase nursery plants and seeds that produce edible plants; some markets offer these items as well. Other markets include artisan crafts and handmade objects in their product mix, which can serve as an additional draw to potential customers.

When?

When to begin and end market season: “Local” could help answer this question because a “producer-only” market will feature only produce growers who offer food in-season in the local region. Other variables include climate and weather in the specific region and personnel schedules of the installation, including training and permanent change of station (PCS). For example, one market on an installation in Virginia opens in July to accommodate the PCS flow of military residents.

Frequency of market: The manager should decide how often the market will operate, based on customer feedback, installation input, and producer preferences. As stated earlier, most seasonal, producer-only markets operate weekly. If this is the case, the next question is whether to have the market during the week or on a Saturday or Sunday. This depends on a variety of factors, including desires of installation command and other stakeholders, as well as potential customer traffic flow during the week compared to a weekend. This speaks to the importance of research and due diligence prior to opening the market, including observing and counting vehicle and foot traffic at potential sites, which is explored in Section 6.

Who?

Number and type of producers: The optimal number and type of producers will depend on market size and location. An important consideration is the availability of producers relative to distance from farm to market, in addition to the number of potential customers. Keep in mind that when seeking producers, the installation may be competing against other markets in the community. Identify market days that do not conflict with other nearby markets in which vendors already participate, and that would be a good fit for the installation community. A number of producers may have to be contacted to find the right mix of those who are interested and available. Producers tend to organize their market season in advance of the growing season, typically in January and February. Contact with prospective producers should begin as early in the planning process as possible. Finally, remember that while a large market with many vendors can make a market appear vibrant and may be the long-term vision for the market, the customer base must exist to support the participating vendors. If it doesn't, vendors will end up competing with each other for customers and may choose to drop out over the course of the season due to low sales volume.

^{19a} Dan Charles, “California Cracks Down on Farmers Market Cheaters” (National Public Radio, October 2014).

^{19b} Karen Gustafson, “What Makes a Good Farmers Market?” (Civil Eats, January 2013).

3. Stakeholder Groups

The orchestration of a successful, recurring market is dependent on the commitment and collaboration of a number of individuals, each with his/her own role and set of responsibilities. Adopting the best practices of successful farmers markets both on and off of installations helps leadership engage the military community in shopping for seasonal, healthy food from the region.

The principal stakeholder groups within military farmers markets include:

1. Market management (includes market manager, support staff, and volunteers);
2. Installation leadership;
3. Vendors;
4. Customers; and
5. Supportive partners (outreach partners; complementary programming, e.g. nutrition education activities).

Together these groups compose the community that will be key to sustaining the success of the market. On a military installation, this community must agree on the need for a farmers market and work together to support the effort. Each group has different motivations and unique views on what represents a successful market (measuring success is discussed in Section 8). Installation leadership must consider the roles, responsibilities, and motivations of market stakeholders in its definition of success.

A. Market Management

Market management can take many forms depending on the market's size, frequency, and host site. Consistent with DoD policy²⁰ (see Resources 1a and 1b for DoD installation farmers market policy guidance), farmers markets may be operated by the Defense Commissary Agency (DeCA), a Military Service Morale, Welfare, and Recreation (MWR) organization, a Military Exchange, or by a third party non-federal entity.

On installations to-date, market management has most often been the responsibility of a third party. Independent farmers market management firms, experienced market managers, or non-profit organizations specializing in farmers market management are often contracted by the installation. In some cases, the market manager is a volunteer position. Alternatively, market management can be assigned to an installation employee as collateral duty.

The market manager plays a crucial role in generating sales for farmers and food producers, while fostering an attractive and inviting customer-shopping experience. Because farmers markets are a relatively new development on military installations, and low-cost food is already available (through commissaries, for example), these duties could prove more difficult in the installation environment.

²⁰ R.F. Williams, "Review of DoD Policies Concerning Farmers Markets on Military Installations" (Memorandum, July 30 2013).



NOTES FROM THE FIELD Camp Lejeune opted to work with an existing non-profit market operator in the community for the management of its farmers market, which streamlined the hiring process and eliminated the need to solicit bids for the position from multiple entities. If there is an existing, reputable farmers market operator in the area, an installation may want to utilize this same approach for staffing its market manager position.

An effective market manager must lead, strategize, analyze, and organize. The manager must create a vision and a viable plan, and then communicate the strategy for market success to stakeholders, including individuals in leadership roles, vendors, the consumer community, local business, organizations, and local government. The market manager is the market's leadership, overseeing both daily operations and long-term economic viability.

A market manager's duties vary based on a market's size, structure, and activities but generally include the following:

- Developing the market's budget;
- Recruiting vendors;
- Developing the vendor application and agreement;
- Hiring support staff and recruiting volunteers;
- Creating and deploying a communications plan, including a web and social media presence;
- Developing marketing and promotion materials and signage;
- Fundraising for market operations, communications, and activities;
- Acquiring the necessary technology to accept Federal benefits and/or credit cards;
- Incorporating programs that generate foot traffic, such as accepting and matching nutrition assistance benefits or distributing discount coupons for the market through supportive businesses and organizations;



- Overseeing daily set-up and breakdown of market equipment and signage (tents, tables, no-parking signs, directional signs);
- Ensuring a welcoming, comfortable environment for vendors and customers;
- Trouble-shooting vendor concerns as they arise;
- Ensuring smooth market operations throughout the market day;
- Keeping detailed financial records and market data;
- Reporting market progress to stakeholders;
- Attending trainings such as those held by State-wide farmers market associations and similar trade associations to develop relevant skills and gain knowledge;
- Conducting site visits to farms, or reviewing crop plans, to ensure vendors' products accurately reflect products being grown on the farm or produced by the vendor; and
- Ensuring that food protection requirements are met.

The resources section of this guide provides additional information and examples of some of these elements, including a sample market manager job description (Resource 2b) and a farmers market manager training manual (Resource 3b).



NOTES FROM THE FIELD Installation leadership can be a strong advocate for a farmers markets on the installation, and do much to ensure its success, especially in the first couple of years as the market is established. If a supportive leadership group leaves, there can be challenges in maintaining continuity in a young market.

An installation could decide to serve as the market manager itself, meaning that it would assign management of its market to an employee as either a full-time position or as a collateral duty. The employee selected to manage the market should either have the skills discussed here or have the opportunity to gain those skills in a timeframe that allows for sufficient planning prior to the market launch. In some cases, acquisition of these skills should happen a year in advance of the anticipated market launch, so that the market manager can begin reaching out to potential vendors with a solid plan at least 6 months prior to the start of the market.

- Full-time market managers employed by installations are likely to be civilians but may also be military members. They can be either appropriated fund (APF) or non-appropriated fund (NAF) employees. Regardless of their classification, their full-time responsibility should ideally be to manage installations' farmers markets.
- Part-time market managers employed by the installation also can effectively and efficiently manage markets. Again, these employees may be military, appropriated fund (APF)



NOTES FROM THE FIELD The installation public affairs office can help communicate the importance of the market to military stakeholders and, by working together with the market manager on outreach efforts, be a big driver of customers to the market.

civilians, or non-appropriated fund (NAF) civilians, and they may serve as full-time employees who split their duties between market management and other activities, or serve on a part-time basis.

Regardless of whether the market manager is full or part-time, the individual(s) in this role must have the time and resources to fully execute the responsibilities of managing farmers markets.

B. Installation Leadership

The base commander and appointed market manager should develop a strong working relationship before their new farmers market opens. The commander, or appointed installation leadership, and the market manager should work together to determine an appropriate schedule and location, promotional and communications strategies, and partnerships and affiliations within the installation and off-installation communities. Examples of potential partners include health centers, fitness centers, schools, academies, Family Readiness Officers, and clubs.

Before the installation leadership and market manager(s) develop a strategic plan for the market, they should be aware of common installation roles, including:

- Installation Commander: Responsible for the health, safety, and well-being of the installation community and charged with fostering positive community relations. As the senior leader on the installation, the commander bears the ultimate responsibility for planning and supporting the market. Initially, this may involve creating a working group to determine if a market is appropriate for the installation and, if so, how best to launch, operate, and support it. The installation commander needs to provide the resources to ensure that the market is successful including optimal siting of the market, ensuring management and oversight of the market, and facilitating broad and sustained market outreach.
- Morale, Welfare, & Recreation (MWR): Responsible for the overall activities and events associated with community morale and well-being. MWR operates many business activities on an installation and could lead the development of a farmers market. In fact, if a full-time market manager is hired, that person would likely be a non-appropriated fund employee of the MWR unit. Additionally, MWR provides

guidance on non-appropriated funds handling, accounting, and security. MWR is critical to raising awareness and interest in the market among the installation community, as they have extensive marketing and advertising resources.

- c) Installation Civil Engineer: Responsible for the buildings, real estate, and utilities on a military installation. As such, the civil engineer is involved in siting the market and responsible for providing adequate access to facilities, including water, electricity, port-a-potties, and waste/trash services.
- d) Installation Security: Responsible for the installation security, policing, and traffic control. For the market, this involves ensuring access to the installation for vendors and all products, a process that requires significant planning due to necessary screenings and badges. For each market day, installation security must clear both the vendors and their goods for access to the installation; vendors may not be accustomed to such checks, so it is important for the market manager and installation security to work together to educate the vendors and make the process as streamlined as possible.
- e) Public Affairs: Responsible for fostering positive community-installation relations and sharing information among the military community. A farmers market can serve as an ideal way to develop new community relationships and build upon existing ones. Public affairs can be helpful in promoting a new market and communicating about it over time. Promotional efforts may include publicizing the market through an installation newspaper, informational billboards, the website, banners, electronic newsletters, and briefs to installation leadership at staff meetings.
- f) Military Public Health: Responsible for food safety at an installation. This department enforces health and food safety requirements. This may include visiting vendors' production facilities, reviewing license and certificates from other State or Federal agencies, providing food-safety handling instruction and certification, conducting delivery inspections, supporting farmers market site selection, and visiting the market to ensure food protection compliance. See Resource 1b for DoD installation farmers market public health policy guidance.



NOTES FROM THE FIELD In Quantico, market organizers located the farmers market in the parking lot of the installation Commissary and Exchange. Over time, the management of the market and the commissary formed a good working relationship, which included cross-promotional efforts; the commissary promoted the farmers market, and the farmers market generated sign-ups for the Cooking Matters nutrition education program offered at the commissary.



NOTES FROM THE FIELD In 2014, the Fort Meade Farmers Market featured information about healthy foods and how to cook them. A nutrition expert answered market-goers questions and gave them recipes and nutrition-related information to take home.

- g) Defense Commissary Agency (DeCA): The commissary is the grocery store on a military installation. The offerings and activities of the commissary and farmers market can complement each other, as they meet many of the same goals of the Healthy Base Initiative related to healthy food choices. Therefore a relationship between the farmers market and the commissary should be established during the market planning process. A commissary's produce department can complement the farmers market, as it likely offers a wider array of products than are available at a market, and is open every day of the week.

Cross-promotional activities can generate increased foot traffic at both sites. For example, the installation's commissary may provide locally grown produce, or may choose to sell produce in a "farmers market-like" event; however, if it does so, it must restrict sales to authorized patrons only. The commissary may even be willing to advertise the market inside the store. Additionally, commissaries are typically located at the center of installation activities and often have large parking areas that may be ideal for a periodic farmers market, as long as adequate parking remains available for the commissary's customers. Complementary activities, such as nutrition education and cooking classes held at the commissary or the market, can also help increase the demand and appetite for fresh, healthy food across the installation.

- h) Installation Exchange: The Exchange (AAFES for Army and Air Force, NEXCOM for Navy, and MCX for Marine Corps) is the primary retail outlet on military installations and often includes a mall-type setup in which there is a large retail anchor store and several specialty retail or service outlets including military clothing stores, a dry cleaner, barber shop, health food stores, florist, as well as a food court area. The exchange is often located adjacent to or near the commissary, and is also typically a hub for installation activities. Locating a farmers market in or near the exchange's parking area may be an ideal option.

A Military Exchange may operate a farmers market under limited circumstances, i.e., if there is no commissary on the installation and no fresh meat and produce available within a reasonable distance. If an exchange operates a farmers market, it may sell only to authorized patrons.²¹

²¹ R.F. Williams, "Review of DoD Policies Concerning Farmers Markets on Military Installations" (Memorandum, July 30 2013)

- i) Judge Advocate: The Judge Advocate serves as the legal advisor to the installation commander and ensures that all contractual agreements or memoranda of understanding are appropriate. The Judge Advocate’s office is responsible for handling any partnership or teaming arrangements made with off-base entities.
- j) Contracting Office: This office is responsible for entering into contracts with the government for goods or services. This agency is critical if the installation requires a contractual agreement (full or partial) in the establishment of a farmers market at the installation. The contract may or may not involve the exchange of funds, but should outline the services, roles, and responsibilities of each party.

With the roles of market management and installation leadership in mind, consider opportunities for innovative communication strategies and supportive, complementary programming. For example, installation commanders and/or leadership teams can work collaboratively with market management to:

- Develop a communications plan to ensure effective reach and frequency of farmers market messaging. Installations have unique communications challenges; there are often multiple outlets for the flow of information that can be challenging for a new civilian market manager to navigate, and often the installation population is transient, so a tailored communications strategy is essential to market success. For example, if PCS is a factor on the installation, consider a strategy that reaches out to incoming personnel with information about the farmers market early in the PCS process. Or, if the installation has a large barracks community, recognize that many of these potential customers do not have cooking facilities and may be more drawn to messages about the availability of prepared foods.
- Make the new market’s promotional message more effective and persuasive by offering financial incentives to potential customers such as bonus bucks (a nutrition incentive program that matches Federal nutrition benefit dollars spent at markets; see Resource 3g for more information) or farmers market coupons, and other programs that make the prices of food at the market competitive with the commissary and nearby grocery stores. Coupons distributed by the

- installation’s healthcare personnel can reinforce the message that healthy food consumption supports better performance.
- Facilitate educational programming to help customers learn about fresh food purchasing, preparation, and storage. Sources of educational materials and programming include State Extension offices and farmers markets associations, and USDA’s Agricultural Marketing Service (see Resource section 4 for more information).
- Establish convenient transportation such as shuttles for various populations, and parking alternatives.
- Plan activities and events that attract market-goers, such as food trucks, entertainment, and health screenings.



NOTES FROM THE FIELD Camp Lejeune

used its local Cooperative Extension office as a key resource to recruit vendors. Farmers markets can help link the base to the community, so the base liaison office should play a role. Farmers markets present an opportunity for the installation to be a “good neighbor,” supporting farms and the local environment, and creating economic opportunity in the community.

C. Vendors

Agricultural producers seek to reach new consumers with their farm-raised products, so a logical path for expansion is reaching new customers via access to military installations. However, most producers are likely to be unfamiliar with selling farm products on a military installation and may need to be convinced of the market opportunity it presents.

In general, farmers market vendors prefer to sell at established markets rather than at unfamiliar start-up operations with an unknown track record. However, given the growing number and popularity of farmers markets and the important role they play as a stepping-stone for new or beginning farmers, many may relish the opportunity to serve an entirely new customer base by selling products on a military installation. Such “early adopter” producers might enthusiastically engage in a new market, since it would provide opportunities to directly market their products to a new population of consumers.

The market manager, working with installation leadership, can encourage producers to be the pioneers of a new market on an installation by demonstrating the size of the prospective market opportunity and by making it as easy as possible for the producer to generate sales. This illustrates the importance of surveying the installation community well in advance of launching a market in order to obtain information to attract producers, such as the number of prospective shoppers, the income potential, and ancillary sales opportunities to other



NOTES FROM THE FIELD At the

Quantico Farmers Market, \$2 coupons were widely distributed through installation stakeholder organizations, with the goal of bringing new shoppers to the market with a small financial incentive to encourage them to shop for healthy food.

groups on the installation (e.g. schools, clubs, appropriated fund food service operations, and other outlets).

Agricultural producers generally know their “breakeven” sales numbers that they must reach to participate in a market. These can range from a few hundred dollars per day to a thousand or more. Variables include the type and price point of their product, labor and travel costs, and the producer’s earnings at other markets. Knowing this about potential vendors helps inform planning and operations, in terms of understanding how many customers the market must attract for producers to reach their breakeven threshold. If a market cannot attract the required number of customers over time, producers will likely opt out of continued participation.

Lack of existing producer relationships may be a hurdle for collateral duty market managers. It is therefore important for these individuals to establish relationships with local food organizations, Cooperative Extension agents, marketing personnel from State Departments of Agriculture, and other nearby farmers market managers to learn about producers in the region (see Resource section 4). Experienced Extension agents and farmers market managers typically have relationships with a variety of growers and/or ranchers in their community and may have some knowledge of which agricultural producers would likely be interested in taking on new direct market opportunities. USDA’s Agricultural Marketing Service’s National Farmers Market Directory provides a list of nearby market managers and State farmers market contacts, available in Resource section 5d.

It is important for the market manager to begin recruiting vendors as early as possible, ideally in January, February, or March (in regions with standard growing seasons) to help the vendors maximize the quantity and quality of products they bring to the market. In addition to considering product mix, when selecting vendors, the market manager should consider the vendors’ growing capacity, season length, and agricultural practices.



NOTES FROM THE FIELD Exploring opportunities for market vendors to sell wholesale on an installation can entice participation and supplement sales. The Commissary, mess halls, clubs, health clinic, schools, day care centers, and camps are all possible local food wholesale opportunities. However, it is important to keep in mind that there are additional public health concerns (i.e. food safety) and restrictions (e.g. Buy American) around buying food wholesale on installations that need to be taken into consideration.

D. Customers

The increasing interest in local foods nationwide leads to an opportunity to connect military personnel, families, contractors, and retirees with easy-to-access fresh food. Still, building a dedicated group of recurring market-goers is a challenge all markets. In the case of installations, that task is compounded by the transient nature of military personnel and the unique culture of installations, including the convenience and availability of low-priced food.

Military customers may be unfamiliar with farmers market shopping, unwilling or unable to pay higher prices for farm-fresh products, or lack knowledge of selecting, storing, and preparing seasonal foods. Customers may also view markets as less convenient in terms of hours and days of operation compared to retail grocers. These hesitations can be partly overcome with good marketing tactics and a consistent message that healthy, farm-fresh food is an essential building block to a healthy lifestyle. Educating consumers about the advantage of purchasing and consuming fresh, locally produced food, and pairing the market with other health programs reinforces messaging encouraging customers to shop at the farmers market.

In addition to installation-affiliated personnel, consider how the market could be made most accessible to the general public, so that community members outside of the installation can add to the market’s customer base, supporting community building efforts and vendor’s revenues.

E. Supportive Partners

Farmers markets are dynamic entities, with many different partnerships and resource contributions supporting their success. Within the installation, key partners include Public Health, Contracting, Security, Morale, Welfare and Recreation Programs, Public Affairs Officer, the Commissary, Schools, Clubs, Academies, and others. Such groups need to be engaged early in the process so that the farmers market is firmly integrated into the installation community, working in tandem with other health and lifestyle initiatives.

Outside the installation, partnerships should be formed with potentially supportive parties such as the local County Extension Office, State Agriculture Department, USDA, 4-H, Future Farmers of America or other youth programs, veteran’s organizations, Chambers of Commerce, and Military Affairs Councils. All of these organizations can play a role in building awareness of the market among military affiliates and reaching a significant segment of the population near large military installations.

These on- and off-installation partnerships can result in new customers, funding, marketing and outreach, special market events, volunteer support, technical assistance, market data collection and evaluation, and more.

4. Rules and Regulations

A consistent set of rules should govern each market's operations. This ensures clear market day protocol, guidelines, and expectations that producers can follow each week. See Resource 2e for instruction and information about market rules and regulations, as well as samples of market rules. All protocols, guidelines, and rules should be fair, straightforward, enforceable, and legal.

In addition, the installation has its own set of requirements with which the market must comply. To successfully integrate the installation's requirements with market rules, communication between market management and an installation's contracting, security, and food safety teams should begin months ahead of the opening market date.

1. An installation can take several steps to support a market's operating requirements:

- Ensure availability of necessary permits for operation in the identified location. For example, the installation command should state in writing that the market can operate at a given location during a specified period of time.
- Clearly communicate the installation's public health criteria to market management well before the market is established. The appropriate departments, such as public health personnel, should inspect the market and its participants at consistent times that are convenient to the market, and appropriate. For example, food deliveries must be inspected prior to setup, and vendor booth inspections should take place once all vendors are set up and the market is open.



NOTES FROM THE FIELD

The following is an excerpt from a producer-only farmers market application package:

"Vendors must grow, raise, or produce the food and flowers they sell at the market. The market manager reserves the right to visit a farm or production facility at any time to verify producer-only status. Only farmers who grow or raise the food they sell and producers who make their own goods, including bread, cheese, and preserves, may participate in the market. Fruit growers should bring tree fruit and small fruit to market in picking/transport crates bearing the name of their farm or no name at all."²²

²² "2014 Vendor Application" (Washington DC: Historic Brookland Farmers Market)

- Offering separate food handling courses for vendors, if required by installation public health, in the months prior to opening day and again on-site during the first 3 weeks of the season;
- Ensuring that vendors are sanitarily approved or are using sanitarily approved sources for applicable products.
- Accepting a vendor's official food handling card or license from a recognized and certified source;
- Providing each vendor with one entry pass for use in multiple vehicles, if possible;
- Providing a secure place, with electricity, for storage of tents/canopies, tables, chairs, paperwork, and electronic hardware used for market day operations (such as iPhones or iPads);
- Providing market management with access or keys to market venue to streamline set up and break down on market days;
- Allowing market management to recruit vendors, track sales, and collect vendor fees;

2. In addition, an installation can support farmers market communication efforts by:

- Supporting the market and/or vendors to accept Federal nutrition benefits by working with the appropriate State agency or USDA and promoting nutrition benefit usage through State and Federal Government channels, social media, websites, and signage;
- Identifying a single point of contact from MWR (or its equivalent) to interact with market management to create streamlined and effective communications channels;
- Paying for clear signage directing people to the market site;
- Scheduling media events early to build awareness and interest; and
- Inviting the U.S. Secretary of Agriculture, elected officials, and/or DoD representatives to participate in the market's launch or market events, which is valuable at the beginning of market season, especially during the first and second years, to build market awareness.

Vendor Application Process

As part of the application process, each prospective vendor should be required to complete an application package, which includes a market overview and is designed by the market manager. Sample vendor applications are included in Resource section 2g.

The vendor application package should clearly state:

- the operating days, dates, times, and location of the market and arrival information;
- the market's mission (if applicable) and a description of the installation community;



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NOTES FROM THE FIELD A vendor application might read: “Market vendors assume any and all risk of loss for damages associated with their participation in the market and other related entities. All market vendors must carry and maintain general commercial liability insurance (with general and product liability coverage for bodily injury and property damage) in an amount no less than \$1 million. The policy shall name the following entity(ies) additional insured(s): ‘XYZ its successor(s), assign(s) and any other related entities.’

- criteria and requirements for vendors; for example, a market may have a local focus or producer-only or geographic restrictions in vendor participation; some markets limit participation to a mileage range (e.g. 100-mile radius from market site) or State borders to promote local food production and sales;
- any vendor fees or costs associated with vendors’ participation in the market;
- vendors’ roles and responsibilities, including insurance requirements (see below); and
- contact information for market management.

Insurance

Most markets carry their own liability insurance and require that vendors carry liability insurance that names the market and the market host site as co-insured entities.

Vendors shall also maintain all other coverage as required by law. Vendors must provide a copy of a Certificate of Liability Insurance along with their complete application packet.”

Market Day Operations

The market manager oversees all on-site market day operations, including crisis management, food safety and protection, promotion, and vendor or customer concerns.

At outdoor farmers markets, crisis management often relates to weather emergencies. Market managers have the authority to delay market opening or close early in response to dangerous weather conditions, such as lightning or high wind, that make the market unsafe for vendors or customers. Prior to the market season, market management and installation security should develop a comprehensive and coordinated plan for dealing with these and other emergencies.

Market managers should be trained in food safety, which includes monitoring safe storage of cold foods and appropriate food sampling techniques. As mentioned previously, a military installation’s health, food handling, and farm inspection requirements should be reasonable, practical, and as consistent as possible with accepted standards at farmers markets.

The market manager should also be the last one to depart, ensuring a clean and orderly close.

For more information about on-site market management, refer to Resources 2e, 3b, and 3c.

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NOTES FROM THE FIELD Market patrons can find the market manager and assistants at a market information table and canopy typically located either at the front of the market or in its center. This is the place for patrons to ask questions about various topics, including vendors, programming, and services.

5. Financials

While farmers markets bring many environmental, social, and health benefits to their communities, they are first and foremost a small business enterprise that must be financially viable. While many U.S. markets still operate with volunteer or minimally paid staff, many successful and enduring markets are operated by paid professional management. Military installation leaders considering a farmers market should consider how to fund effective and professional market management over the long term. Without funding for market operations, it is unlikely that a farmers market will be active year to year.

Many markets charge vendors flat or percentage-of-sales-based “stall” fees, ranging from a few dollars per day to hundreds of dollars per year, to fund management, promotion, and other operating expenses. These fees are communicated upfront in the vendor agreements. These fees rarely generate the revenue necessary to fairly compensate professional market managers. [For example, a 10-vendor market with \$75,000 being the total sales for the season will net approximately \$3,750 in fee revenue for the market operator. 5 percent of total sales is the industry norm.] For markets that charge vendors a percentage of their gross sales, vendors typically report their sales weekly and pay their fee monthly. In contrast, flat “stall fees,” which range anywhere from under \$100 to \$500 or more per season, are usually collected at the start of the season or daily.

Smaller markets with few producers may need to find other sources of funding to cover market operations and salaries. [For example, a start-up market with 4 vendors and total sales of \$40,000 for the season will generate less than \$2,000 for the market operator.] Some turn to local governments, non-profit organizations, and businesses to contribute funds to the market via grants or donations. Additional in-kind support in the form of administrative services or promotional activities may be sought from local entities such as Cooperative Extension offices, community or economic development agencies, and municipal offices such as parks and recreation.

To help cover market costs, farmers markets may also conduct fundraisers such as farm-to-table events featuring food grown on local farms. Donations can be solicited for tickets or through activities such as auctions. All fundraisers on military installations must be approved by Judge Advocates General and follow specific criteria. Alternatively, MWR could conduct related business activities that would generate funds for the market. For instance, MWR operates all installation club and restaurant operations; hosting a farm-to-table meal at one of these venues may generate significant interest and result in strong support for the farmers market.

Grants tend to be a major source of farmers market funding. Federal grants to support farmers markets primarily come from the USDA's Farmers Market Promotion Program or Local Food Promotion Program grants. For a full listing of USDA grant programs, see the newly updated guide, “Building Sustainable Farms, Ranches and Communities:



NOTES FROM THE FIELD Sales tax and use tax are paid by the producers to their local tax authority and are not the responsibility of the market operator.

A Guide to Federal Programs for Sustainable Agriculture, Forestry, Entrepreneurship, Conservation, Food Systems, and Community” in Resource section 3j.

Farmers market leadership should consider creative sources of funding and support for their market's operations. Entities with a stake in the health and well-being of military personnel, families, and support workers may be interested in supporting the market in some way. For example, many healthcare and hospital foundations have an interest in supporting healthy food access programs. Finally, check with the State department of agriculture to learn about funding opportunities.

Federal nutrition benefit programs, such as SNAP (Supplemental Nutrition Assistance Program, formerly Food Stamps) or WIC (Women, Infants, and Children program), can add a boost in revenue. By accepting nutrition benefits, a market becomes accessible to a new customer segment, which can generate additional income for farmers. Many farmers markets around the country also implement programs that increase the value of nutrition benefits when used towards locally grown food. These programs, generally funded by public or foundation grants, provide customers with “matching” dollars to buy additional fruits and vegetables; for more information refer to the Resource section 3 on Federal Nutrition Benefits, specifically Resource 3g. Such nutrition incentive programs increase the affordability of fresh, healthy food for low-income consumers, while simultaneously supporting local vendors and producers.

In order to accept nutrition benefits, the market and/or vendor(s) must register with the appropriate State or Federal agency. SNAP requires specific Electronic Benefit Transfer (EBT) equipment for point-of-sale transactions, though most EBT machines also accept credit and debit cards. SNAP and other Federal nutrition benefit programs at the market may require additional operational and staff costs, but grants and donations may be available from the above-stated sources. Additionally, grant funding may be available for EBT equipment via USDA's Food and Nutrition Service (FNS), see Resource 4c.

Ensuring adequate funding for the farmers market may require a mix of funding strategies. Keep in mind that grants operate on distinct timelines and may involve in-depth application processes. Begin to research potential grant funding sources at least 1 year in advance of the market's opening date, since there may be lag time between application submission, award decisions, and access to funds for implementation. Generally, the market manager and an appropriate fiscal partner seek and manage grants, but the installation may also serve in this role.

6. Market Organization and Logistics

There are a number of factors that market management should consider when organizing farmers markets on military installations. These include:

- site selection;
- market layout;
- market day and time;
- market size and composition; and
- a marketing plan.

Site Selection

Site selection is an important component of a successful market and should be considered early in the planning process.

On an installation, placing the market in a highly visible, central location that is near other amenities such as shopping and eating establishments or near installation entrances and major roadways is advisable. Consider placing the market adjacent to residences, schools, training academies, or office buildings, in an area of the installation that is accessible and convenient for the greatest number of people. Parking should be ample and close. Provisions should be made for disabled motorists and for families with strollers. If the installation offers transportation, such as shuttles, the site should be accessible via established routes. Consider using a portion of the Exchange or Commissary parking lot or an adjacent area since it should meet all of these criteria. Additionally, traffic studies that may have been done for the installation can help identify the flow and volume of traffic in a given location to inform site selection.

The availability of parking on the installation is a key variable to be taken into consideration when planning the market. At some installations, parking is scarce and people do not return to their cars once they have parked until they are leaving for the day. This may mean that the market misses out on potential customers. For installations facing such an issue, consider



NOTES FROM THE FIELD

Mobile markets bring fresh produce directly to where consumers live or work. Similar to food trucks, mobile markets bring fresh produce and sometimes meats, eggs, baked goods, and specialty products to “market stops” within a community. While mobile markets are often oriented to low-income consumers who lack fresh food access and/or transportation, this idea could be applied to military installations. Developing a mobile market to reach various employment centers on the installation can help overcome parking issues, widely dispersed work sites, or personnel time constraints. This approach would require the implementation of additional security and food protection measures.



NOTES FROM THE FIELD

Locating a market in a high-visibility area is important to attracting and retaining customers. Camp Lejeune worked with the market manager and local Extension agent to survey four possible locations, and selected a high-traffic, high-visibility location for its market.

other ways to increase market attendance. For example, if the installation has a shuttle system, check to see if it can make stops at work areas and at the market, and be sure to advertise this service well. Another alternative is to organize a “Mobile Market” instead of a traditional farmers market; with a mobile market, a modified bus or large van equipped with market products makes multiple stops to various work sites on the installation.

Finally, markets need to be visible to many customers to attract the critical mass necessary to sustain the operation long term. The market operator should evaluate three to four possible sites with installation leadership to determine which is most visible and accessible to motorists and pedestrians. This can be done by touring sites and noting traffic flow.

Many installations have areas that have restricted or limited access. Locating the market in an open, accessible area of the installation improves chances for maximum attendance by vendors and customers and should be prioritized when siting the market.



NOTES FROM THE FIELD When determining whether to start a market and where to put it, study traffic patterns and workflow dynamics to truly understand the flow of the installation.

Additionally, an optimal location has access to utilities such as electricity and water, and ideally, restroom facilities. Electricity can be necessary for vendors who may need to run small appliances and charge credit card readers. Some may need fresh water if they vend cut flowers or to rinse produce, or small cold or warm storage units to ensure products are kept at safe temperatures. The market information booth may need access to an electrical outlet to charge small office equipment or for an entertainer’s sound equipment. As previously mentioned, secure storage space for equipment and material, such as signage, tents, and tables, preferably close to the market’s location should also be provided.

With farmers markets, like real estate, success depends greatly on location. Refer to Resource 2f, “Locating Farmers Markets: An Evaluation Methodology to Inform Site Selection for Farmers Markets” to facilitate finding the optimal location for the market”, for more information.



NOTES FROM THE FIELD The Quantico Farmers Market illustrates how surveying customers can result in a meaningful change to market operating times. This market was established in the summer of 2013 as an afternoon market. It operated from 2 to 6 PM with the expectation of capturing workers as they ended their workday and exited the installation. While this seemed rational, it did not result in the number of customers that had been projected. The market manager surveyed the Quantico customers and gleaned some key information that enabled her to adjust the hours of market operation to a more appropriate time. First, the survey revealed that workers were highly unlikely to interrupt their commute home at the end of the duty day to shop at the farmers market. Additionally, the survey revealed that frequent late-afternoon thunderstorms deterred customers from shopping at an outdoor market. The survey identified the optimal market hours to be from 10 AM to 2 PM. The hours were adjusted accordingly, and the number of customers shopping at the market increased significantly as a result.

Market Layout

Once an optimal location is chosen, next consider the layout of the market. Markets should be easily seen from the roadway. Consider placing vendors parallel to the road, so they are most visible to passersby. Signage is important, but tents/canopies are often the element that visually demarcates the market. Food trucks can also be a major attraction and should be placed in highly visible locations.

The market manager should ensure that vendor setup is logical and orderly. For example, produce vendors should be disbursed throughout the market. Prepared food vendors could be positioned at one end of the market, acting as a point of entry for the market, or as the final destination.

Space should be allocated for placement of a welcome canopy. This is where customers find the market manager, market information, handouts and recipe cards, as well as centralized credit, debit, or EBT card processing, if available. This can be located at the market entry point or at a central location within the market.

The design of the market depends on the specific location; market management and installation leadership need to work with the space available to design a layout that provides a good flow for both producers and customers. Producers require ample room to unload and reload their vehicles. They should also be provided with plenty of space to set up their canopies, tables, cash stand, and displays. There should be a clear break between each producer so that customers can easily see where and whom to pay. Wheelchairs and strollers need ample space to move within and between producers.

Market Day and Time

Selecting a market day and time depends on unique location- and installation-specific variables. One of the most important is determining the day and time frame when the largest segment of potential customers are available and willing to shop. One way to collect this information is by surveying prospective customers. See Resource 2j for access to a sample survey that can be modified in order to capture data unique to a particular installation. Remember that potential customers include personnel working on the installation, their families, and military retirees who use the installation for support; ideally, reach out to all of these audiences when conducting a market survey.

Another more informal but simpler method to determine when customers are most likely to frequent the farmers market is to consider when the busiest shopping days and hours are at the installation’s Commissary.

When choosing a market day, consider the timing of events on the installation that may either support or detract from the market. Also consider the timing of other markets in the greater region that may compete for farmers and potential shoppers.

As stated above, selecting an optimal market time also depends on location-specific variables. Consider the following:

- Do most installation employees take their lunch breaks at a given time?
- Are employees given the time during their workday for fitness or health-related activities?
- Are there many commuters leaving the base in the late afternoon that may drive by the market site?
- Are resident families available during school hours or after school?
- Depending on the installation's climate, would morning or afternoon weather tend to be more welcoming to customers during the peak-growing season?



NOTES FROM THE FIELD

An experienced market manager provided input on selecting a market day and time: "A majority of farmers markets occur on weekends, especially Saturday, when there will be strong competition for top farmers at established markets. A weekday farmers market usually has fewer vendors and can draw fewer customers, with smaller sales volume compared with a weekend market. Weekday markets often take place on Tuesday, Wednesday, or Thursday. On Fridays, farmers are busy preparing for weekend markets; Mondays tend to be preferred days for vendors to catch up on weekend finances and farm work."

When the installation holds special events (such as job fairs or welcome events) at the same time as the farmers market, potential customers may be lost. Work closely with the Public Affairs Office to minimize the number of conflicting events. If an event does compete with the market, work with the event organizers to make attendees aware of the market. Explore setting up shuttle service to transport people from the special event to the farmers market and back again.

Market Size and Composition

To make the market attractive to as wide a customer base as possible, consider having several produce vendors at different price points and with different varieties of produce and plants; protein vendors offering meats, eggs, cheese, or cream; at least one baker with fresh baked goods; vendors with popular specialty items such as honey, jams, nuts, and cut flowers; and producers of ready-to-eat foods that are popular among market patrons.

The optimal size of an installation market depends on the size of the prospective customer base and the customers' appetite for fresh, local foods. It may be beneficial to start with a small market in the first year, with a few carefully selected vendors. Adding specialty products as market traffic warrants ensures a substantial customer base for a diversifying array of vendors.

It is preferable to begin small and grow thoughtfully over time rather than to lose vendors due to lack of sales by starting too large at the onset of the market. Resources 2k and 2j include sample vendor and customer surveys, which can help inform decisions about the market size and makeup.

Marketing Plan

One of the most critical steps to ensure the viability of a market is a strong marketing plan. Ideally, a market manager develops a marketing plan before the launch of the market; the plan typically consists of an analysis of strengths, weaknesses, opportunities, and threats (SWOT), in addition to a mission, sales forecast, and expense budget. The market manager can break the plan down into a quarterly checklist that he or she can begin to use well in advance of the market's opening date.

While the market manager is largely responsible for developing and executing the marketing plan, he or she cannot do so alone. In fact, there are organizations and venues on each installation that are already marketing various goods and services to the same customers that the farmers market aims to reach. These include Public Affairs, MWR, DeCA, the Exchanges, Chaplains, Public Health, Retiree Affairs, and others. Cumulatively, these organizations control the majority of the advertising signage, bulletin boards, web pages, and other communications channels on an installation. Leveraging their expertise, their outreach networks, and their resources can yield tremendous results with relatively little effort. For more information about farmers market marketing and outreach, refer to Resources 3d and 3e.

The market should partner with Exchanges, DeCA, and fitness and healthcare facilities to regularly announce the market via their media outlets, including postcards, signage, posters, email lists, Facebook, Twitter, and other social media outlets. All of the installation's communications channels should be utilized, including movie trailers, radio, and TV channels if possible. As the market gains momentum, new communication channels and challenges will emerge; a flexible approach is required. If the market is sited in an area accessible to civilians, promote the site through non-military outreach channels as well to maximize local support for the market and foster strong relationships between the installation and surrounding community.

It is advisable for market managers to work with their Exchange and DeCA partners to create promotional offerings such as a Frequent Shopper or Loyal Customer club, about 2 months prior to the opening of the market to generate interest.



NOTES FROM THE FIELD

During weekday markets, people can get bogged down at work and can forget that the market is open, so PA announcements can be an effective market-day reminder.

The most likely source of money for such programs is the installation itself. The Exchange and DeCA can strategically place signage and distribute postcards and promotional coupons (such as coupons for a certain dollar amount to be redeemed at the market) and run PA announcements during market hours. Building strong relationships with installation retailers can also result in potential financial supporters and a pool of volunteers to assist with various market aspects, including outreach and general operations.



NOTES FROM THE FIELD The installation commander needs to assign an installation point person for the market's outreach efforts to help reduce the workload of the market manager. An outside organization coming in to manage a market cannot possibly know all of the installation outreach channels, so the installation outreach point person plays a critical role in market success.

The marketing plan should include a weekly e-mail newsletter that relays all particular information about the market. Market management creates and maintains the newsletter, which patrons subscribe to by visiting the market information canopy. To be effective, newsletters should be sent weekly leading up to market launch and continue regularly throughout the season. Promotional information can include:

- planned activities (cooking demonstrations and nutrition workshops);
- an up-to-date list of vendors;
- notable, seasonal, or specialty items being offered;
- stories about the market, with photos;
- stories and photos about related events (other health-related activities); and
- any other information that helps to promote the market.

Consistently communicating new information or feedback from customers provides shoppers with reasons to visit the market frequently.



NOTES FROM THE FIELD An effective farmers market promotion strategy uses all types of social and traditional media; aim to fully integrate market promotion into all base communications channels. Consider promoting the market during special events such as job fairs. Signs, banners, and marquees are important for market promotion.



NOTES FROM THE FIELD It is important for the market organizer and installation leadership to start the planning process well ahead of opening a market. There may only be one chance to start a market so it is vital to get it right. Leadership must also understand that there will be a ramp up period to get the market started, and ultimately, it may take 2 to 3 years for the market to gain full traction.

The market partners can use their connections and outreach partnerships to recruit and schedule special guests to speak at the market about subjects including local agriculture, nutrition, cooking, and physical fitness. Chefs can be invited to the market (in advance) to demonstrate cooking with fresh, seasonal ingredients. A nutritionist can be enlisted to distribute samples and recipes. The market manager can work with spouse clubs, the Noncommissioned Officers (NCO) Counsel, organizers of the installation's "New Comer's Orientation," schools, youth groups, and other organizations on the installation or nearby to help recruit special guests and also to serve as volunteers at the market. These "Friends of the Market" or market partners can help the market manager develop and execute fundraising and sponsorship programs to raise additional capital to invest in the market over the long term.

The opening of a new market is an opportunity to invite installation leadership and partners, media, elected officials and community leaders, veterans' organizations, and other military affiliates to "kick off" the new healthy food enterprise. Working with the Public Affairs Office (PAO), market management should seek media attention for the new market, both on and off base, to build awareness and bring in customers.

Once the market has been operating for a few weeks, the marketing plan should include photographing and videotaping the sights and sounds of the market for inclusion in physical and online promotional material, such as brochures, e-mail messaging, and social media. The plan should build on cross-marketing relationships with MWR, Exchange, DeCA, and the installation's PAO.

Finally, but possibly of greatest importance, is the support of the installation commander and his or her leadership team. If an installation decides to host a market, the Commander plays a key role. Beyond mobilizing the people and resources necessary to plan and support a market, his or her presence at the market is important to both the vendors and customers. Commanders should consider advocating for the market at staff meetings, Commander's Call, installation newcomer orientations, on Commander's access channels, in the installation newspaper, and of course by their patronage of the market.

7. Building a Market Community

A farmers market represents a community of stakeholders that should be integrated into planning and operations. Just as one can define the personality of a market in a city neighborhood, a military installation market has its own character and supporting community. Identifying the common interests shared by stakeholders in a market is important, including, as discussed previously: installation command, farmers, customers, MWR, Exchange, DeCA, fitness and health organizations, and community organizations. Hosting support-the-market community gatherings once or twice per year engages stakeholders in determining the market's character and development. For example, a Friends of the Market group could be formed to include diverse stakeholders and participating farmers and be a great opportunity to engage military spouse clubs, enlisted councils, military retiree liaisons, Public Affairs representatives, a Health and Wellness representative, and other groups. Such a group could generate support for fundraising, special events, and marketing approaches.



Notes From The Field Successful markets convey a sense of community by incorporating diverse activities such as cooking demonstrations, gardening workshops, and live performances.

In addition to deciding upon the type and frequency of the market, the manager must also decide what “extras” to offer that will attract new customers and maintain repeat customers. These extras may include entertainment such as music, or educational opportunities, including cooking demonstrations, and nutrition education. This also means working with schools, hospitals, and fitness facilities to tie in nutrition education and active lifestyle information and other relevant programming.

Building a strong market community with many active and engaged stakeholders helps to consistently attract shoppers, which creates strong sales for vendors, keeping vendors at the market over the long term.



8. Measuring Success

Farmers markets serve many audiences. Effective data collection and reporting helps market management track progress towards market and stakeholder goals, pre-empt and resolve issues or concerns, and report on market impact and successes.

Implementing an annual evaluation process for an installation's farmers market helps improve the market each year by providing a clearer understanding of the market's successes and challenges, and equipping management with valuable information that helps them to better meet the needs of the installation's customer base, participating vendors, and market leadership.

Establish achievable and measurable goals for the market by partnering with the market manager at the beginning of the market planning process. Once the market goals have been established, identify the best metrics and measurement tools for the market team to use for evaluation. Support for this research effort may be found by reaching out to qualified research partners such as a Cooperative Extension or a local university.

Establishing Market Goals

While creating goals for an installation's farmers market, consider what success means from the perspective of the market's key stakeholders—customers, vendors, and the market management team. Begin by taking the following steps:

1. Craft the market's mission statement (i.e. how the market intends to serve the installation and community).
 - Sample market mission statement: To provide fresh, healthy food for the military community while supporting small producers and businesses in the State.



- Success indicators might include: availability of fresh food, utilization by installation community, and support for small producers and businesses (i.e. local economic development).
2. Determine what success means from the perspective of market vendors.
 - Generally, vendors need the following:
 - Adequate revenue each market day: market revenues vary widely, as do the needs of individual vendors. Attempt to understand the levels of sales of other new or small markets in the area and discuss those figures with vendors during recruitment. Check in with vendors over the course of the season to identify whether their sales are sufficient.
 - Easy-to-follow protocol, guidelines, and market rules that facilitate market operations and lead to positive interactions with customers; market protocol should result in easy set-up and clear product display, and sales guidelines.

Understanding the needs of vendors at the beginning of the market season, and collecting their feedback formally and informally, helps to ensure goals are met. See Resource 2k for a sample vendor survey.

3. Determine what success means from the perspective of market customers.
 - Customers may want the following from a market:
 - products that are desirable (i.e healthy, fresh) and reasonably priced;
 - market information that is readily available via numerous and diverse media outlets including fliers, emails, and announcements on social media;
 - the ability to learn more about the source of their food directly from the farmer;
 - a convenient location;
 - an environment that is welcoming and engaging; and/or
 - positive interactions with vendors, staff, and fellow customers and a sense of community.
- See Resource 2j for a sample customer survey.

4. Determine what success means from the perspective of the market management and operations team.
 - Understanding the expectations and needs of the market management and operations team prior to the start of the season and checking in at regular intervals throughout the season helps to promote smooth market operations. Some of the conditions that the market manager and support

personnel likely require for the efficient operation of the market include:

- established protocols and processes that facilitate market operations (e.g. vendor selection, hours of operation, inspection requirements, utilities);
- adequate support and participation from installation leadership, including promotion and outreach;
- reasonable expectations for their role(s) and fair compensation; and
- the ability to sustain market operations within the appropriated budget.

5. Determine what other activities, partnerships, and/or supportive programming could help market personnel attain established goals, such as:

- partnerships with other food outlets on the installation including cross-promotional activities;
- nutrition education, supporting increased purchases of healthier food; and/or
- cooking demonstrations.

Tracking Progress Towards Market Goals

To assist new markets in decisionmaking, military installation market management should consider tracking the following:

Attendance:

It is important to count customers at regular intervals to be able to plot growth in customer traffic. At many markets, management staff, or volunteers, use a hand-held tally counter (available at most office supply stores) to count the number of new faces that they see every 30 minutes during the market and to record that figure on paper or on an electronic attendance form. At the end of the market day, those counts are totaled to estimate the number of patrons present over the course of the market. Customer counts may be taken weekly, monthly, or at specific intervals throughout the market season. For consistency, decide early on whether the customer count will include all market-goers or adults only.

Market-Day Characteristics:

The market should use a market day data log to feature notes about the weather, market events, special guests, and other installation events that might influence attendance, as well as track market day financial information. This data, coupled with the attendance data, helps management understand the effects of other potentially supporting or competing activities on the installation, such as a simultaneously occurring health or job fair. See Resource 2i for a sample market day data log and Resource 2h for a sample farmers market evaluation table.

Sales Data:

Tracking each vendor's weekly sales and comparing them with weekly market attendance and other data can highlight important trends. For example, if sales numbers are increasing, but attendance numbers are not, one would be able to determine that customers are spending more, on average, during each trip.

Vendors, in large part, judge the success of the market based on their sales. Each vendor has individual breakeven figures that they must exceed to make their participation in the market worthwhile. Additionally, markets that charge vendors a fee based on their gross weekly sales must track sales figures. It is wise to avoid asking for sales figures at the end of a market day; there will not have been enough time for the vendors to calculate their revenue yet.

If the market plans to collect sales data, it is important that this requirement be clearly communicated to vendors during recruitment and incorporated into their vendor application and agreement.

Attaining sales figures can be done in the following ways:

- Collect sales information from each vendor via e-mail or telephone in the few days following a market and store those figures in a spreadsheet. This allows for the generation of a monthly invoice for each vendor for sales-based fees.
- Track vendor sales figures and other relevant information by using web-based services such as Manage My Market (<https://managemymarket.com>). Such a platform allows vendors to easily report their own sales and pay the established fee via PayPal or a similar online payment portal, saving market management the time and labor of collecting, maintaining, and storing the information.

Customer and Vendor Satisfaction:

Learning what vendors and customers like and dislike is an important part of sustaining and growing the market. It is recommended to survey vendors and customers at two or three key points during the season to determine the market's progress towards meeting their needs. General strategies include:

- Surveying vendors and customers during the first month of the market to identify challenges that may have easy solutions and can be implemented immediately.
- Surveying vendors and customers on the same topic at multiple times to gauge progress towards market goals. Topics can include effectiveness of outreach and promotion; product availability; market location and schedule; and perceived increases in consumption of healthy food.
- Utilizing a Rapid Market Assessment tool or Dot Survey²³ to easily glean real-time data from the customer base. This low-cost, interactive solution (poster board and stickers) can

²³ "Results of Dot Survey: USDA Outdoor Farmers Market", (USDA AMS, September 2011).



be set up at the market's entrance or welcome table: A Yes/No or Multiple Choice question is placed at the top of a poster board, with designated spaces for sticker (dot) placement, representing customer answers. This is especially useful in obtaining answers to questions such as:

- How did you hear about the market?
 - o Designated answer options might include email blast, Facebook, flier, word-of-mouth, and/or other response
- Why do you shop at the market?
 - o Designated answer options might include quality of product, support for local businesses, price, convenience, and community interaction

Keep in mind that a Dot Survey is not always the best tool. It may not generate honest responses to sensitive topics such as product price points and will not be useable on windy or rainy days. For more information on Dot Surveys, see Resource 5b.

As the inaugural season begins to draw to a close, survey patrons over the course of two to three of the final market days for their feedback on logistics, vendor offerings, educational activities, and special events. This can inform future modifications to the market.

Collecting Data on Outreach and Partnerships:

A new market must inform prospective customers of its location, schedule, product offerings, activities, and entertainment. Having the ability to demonstrate a growing

interest in the market among prospective customers and partner entities can help leverage further institutional support or assist in fundraising campaigns. It may not be possible to conduct measurements on the efficacy of all outreach strategies; choose some of those that help to measure success towards established goals:

- Offer a weekly electronic newsletter, delivered via a service such as MailChimp, featuring market information (location, schedule, vendor products, community partnerships, events, and entertainment). Invite patrons to subscribe to the newsletter via a sign-up sheet at the market information table; track the number of new subscribers weekly.
- Work with other installation entities to mutually promote the market. For example, DeCA and the installation Exchange may agree to distribute market coupons or fliers, the fitness center could discuss the farmers market with members, and the installation's clubs and dining facilities could feature market ingredients on their menus. Track the effectiveness of these partnerships by surveying customers using some of the methods described previously to determine which partnerships are generating the most foot traffic.
- Use social media such as Facebook and Twitter to build stakeholder interest and to inform the community about in-season produce and special events. Tracking the increases in the number of social media "followers" or "likes" helps demonstrate that interest in the market is growing.

9. Resources

While hosting farmers markets on military installations is a relatively new endeavor, there are a host of tools and resources that installation leadership and market management can use in the planning and establishment of an installation farmers market. The resources provided in this section include:

- 1) DoD policies related to farmers markets;
- 2) tools to assess, plan, and operate a market;
- 3) general farmers market manuals and toolkits;
- 4) a list of expert agencies and organizations supporting farmers markets; and
- 5) related research and reference information.

1. Department of Defense Policies Related to Farmers Markets

- a. Review of DoD Policies Concerning Farmers Markets on Military Installations: this 2013 memorandum from the Office of the Assistant Secretary of Defense provides the authority and parameters for operating a market on a military installation. See Appendix B.
- b. Navy and Marine Corps Public Health Center - Farmers Market Public Health Guidance: a supplement to the 2013 memorandum listed above, this 2014 memorandum provides public health guidance to installation-hosted farmers markets as well as contacts for assistance. See Appendix C.

2. Tools to Assess, Plan, and Operate a Market

The tools in this section are intended to help installation leadership and market management to:

- (1) assess whether a market is appropriate and feasible for an installation;
- (2) establish and operate a market; and
- (3) evaluate the market.

All tools can be modified to suit the needs of a particular installation.

Assess Market Feasibility

- a. Decision Tree for Installation Market Establishment: this simple decision tree supports an installation's leadership in determining the feasibility of establishing a farmers market. See Appendix D.
- b. Installation Farmers Market Feasibility Study: this tool is meant to serve as a customizable launch point for a simplified farmers market feasibility study, to be completed by installation leadership teams and installation community stakeholders in conjunction with the aforementioned decision tree. See Appendix E.

Establish and Operate a Market

- c. Checklist for Developing a Farmers Market on a Military Installation: this comprehensive checklist supports an installation's efforts to plan and operate a successful market. See Appendix F.
- d. Farmers Market Manager Job Description 2012²⁴: this farmers market manager job description from the Copley Square Farmers Market, part of Mass Farmers Markets, can be used as a reference when developing an installation's market manager job description.
www.massfarmersmarkets.org
- e. Farmers Market Rules and Regulations²⁵: it is necessary to develop governing and operational rules for an installation market. "Farmers Markets: Rules, Regulations and Opportunities" offers guidance and resources for establishing market rules and regulations.
asapconnections.org/downloads

Two examples of market rules from longstanding, successful markets include:

- Athens (OH) Farmers Market Rules²⁶ (revised 2015)
athensfarmersmarket.org
 - City of Fredericksburg (VA) Farmers Market 2014 Rules and Regulations²⁷
www.fredericksburgva.gov
- f. Farmers Market Site Selection Evaluation: "Locating Farmers Markets: An Evaluation Methodology to Inform Site Selection for Farmers Markets"²⁸, authored by Matthew J. Peters, through the Department of Urban Design and Planning at the University of Washington in 2008, provides guidance in determining an optimal location to successfully and safely operate a farmers market.
farmersmarketcoalition.org

²⁴ Sweet, Martha. "Farmers Market Manager Job Description 2012." 2012. Accessed September 28, 2015.

²⁵ Hamilton, Neil. *Farmers' Markets Rules, Regulations and Opportunities*. Arkansas: National AgLaw Center Publications, 2002.

²⁶ "Athens Farmers Market Rules." Policies: Athens Farmers Market. 2015. Accessed September 28, 2015.

²⁷ "City of Fredericksburg Farmers Market 2014 Rules and Regulations." 2014. Accessed September 28, 2015.

²⁸ Peters, Matthew. "Locating Farmers Markets: An Evaluation Methodology to Inform Site Selection for Farmers Markets." 2008. Accessed September 28, 2015.

g. Vendor Applications: attracting and screening vendors is a critical step in the successful launch and operation of market. These sample vendor applications are a good starting point for developing an installation's application.

- BC Association of Farmers Markets Vendor and Member Application Examples²⁹
www.bcfarmersmarket.org
- Saturday Omaha Farmers Market 2015 Season Vendor Application³⁰
omahafarmersmarket.com

Evaluate a Market

- h. Sample Installation Farmers Market Evaluation Table: this sample evaluation table is designed to help installation leadership and market management set market goals, match success indicators to established market goals, and determine the appropriate measurement tools for progress evaluation, in support of Section 8: Measuring Success. See Appendix G.
- i. Sample Farmers' Market Log³¹: this sample data log from Food Within Reach, a technical support program of Fresh Approach, is a useful tool that is adaptable for on-site data collection. The website includes a host of other resources, including tools and resources for tracking farmers market activity and market finances.
foodwithinreach.org
- j. Farmers Market Customer Survey³²: this 2013 Market Ventures, Inc. presentation, "What are Your Market Numbers?" from the Farmers' Market Federation of New York Conference and sample customer survey from the Capitol City Public Market can help the installation answer questions about their market's customers and gauge consumer interest

- k. Farmers Market Post-Season Producer Survey: this 2014 sample post-season survey from the Farmers Market at Maryland's Farmers Market Committee can help the installation market in seeking vendor feedback on the successes and challenges of market participation. See Appendix H.

3. Farmers Market Manuals and Toolkits

The manuals and toolkits included in this section are great resources for installation leadership and market management to fill potential knowledge gaps in farmers market management and operations, Federal nutrition benefit programs, and Federal grant funding opportunities.

Market Operations

- a. Opening a Farmers Market on Federal Property: A Guide for Market Operators and Building Managers³³: a 2009 joint publication from the Urban Development/Good Neighbor Program of the U.S. General Services Administration and USDA AMS. This reference document provides supportive instruction for establishing a market on Federal property.
www.gsa.gov
- b. Farmers Market Managers Training Manual³⁴: manual from the Farmers Market Federation of NY, a leading State association and membership organization of farmers markets managers, market sponsors, farmers, and supporters that offers a suite of services to support the management and professionalism of farmers markets. This manual comprehensively reviews the role of the market manager, building a market community, and establishing systems for market sustainability.
nyfarmersmarket.com
- c. Washington State Farmers Market Manual³⁵: manual from the Washington State University Extension Small Farm & Direct Marketing Program that reviews and provides resources to establish a farmers market, offers best practices for market management, and provides strategies for continuous evaluation to support improvement.
smallfarms.wsu.edu

²⁹ "Sample Market Documents: Market Rules." Bcfarmersmarket.org. 2012. Accessed September 28, 2015.

³⁰ "Omaha Farmers Market 2015 Season Vendor Application." Omahafarmersmarket.com. 2015. Accessed September 28, 2015.

³¹ "Sample Farmers' Market Log." Foodwithinreach.org. Accessed September 28, 2015.

³² "What Are Your Market Numbers?" Lecture, Farmers' Market Federation of New York Conference, March 7, 2013.

³³ Beach, Karen, Frank Giblin, and Velma Lakins. *Opening a Farmers Market on Federal Property: A Guide for Market Operators and Building Managers*. USDA AMS & the Good Neighbor Program, 2009.

³⁴ Eggert, Diane, and James Farr. *Farmers Market Manager Training Manual*. Farmers Market Federation of NY.

³⁵ Ostrom, Marcia, and Zachary Lyons. *Washington State Farmers Market Manual*. WSDA Small Farm and Direct Marketing Program, 2007.

d. Farmers' Markets: Marketing and Business Guide³⁶: a 2008 guide from ATTRA – National Sustainable Agriculture Information Service developed to provide guidance for market organizers to increase their sales through promotion and evaluation. The guide provides many resources, including sample market rules, surveys, evaluation tools, and a list of State farmers market associations.

www.ct.gov

e. Marketing Farmers' Markets: Ideas for Market Vendors & Managers in Nevada³⁷: a publication from the University of Nevada Cooperative Extension that provides recommendations on marketing to different target audiences, including non-market enthusiasts, and ideas on general programming, marketing, and advertising.

www.unce.unr.edu

Federal Nutrition Benefits

f. Supplemental Nutrition Assistance Program (SNAP) At Farmers Markets: A How-To Handbook³⁸: a 2010 joint publication from USDA AMS, USDA FNS, and Project for Public Spaces, Inc. The handbook provides comprehensive information and resources for markets interested in accepting SNAP or EBT benefits at their market.

www.ams.usda.gov

g. EBT Incentive Program Toolkit: A How-To for New or Existing EBT Incentive Programs for the Farmers Markets of Washington State³⁹: a 2013 publication from the Fresh Bucks Program, a collaborative effort by the City of Seattle's Office of Sustainability and Environment, the Washington State Farmers Market Association, and Seattle's farmers markets, which run programming that matches SNAP dollar-for-dollar up to \$10, expanding affordable food access for low-income shoppers. The toolkit reviews EBT and nutrition incentive programs; how to build, structure, and brand an incentive program, as well as how to conduct program outreach and fundraising.

wafarmersmarkets.com

h. Implementing Nutrition Education Activities in Farmers Markets Through Maine SNAP-Ed Programs⁴⁰: a 2014 toolkit produced by Wholesome Wave, the University of New England, and the Maine SNAP-Ed Program that provides information and a curriculum for nutrition education at farmers markets. It was developed for use by SNAP-Ed nutrition educators at farmers markets in Maine but is applicable and adaptable for any State.

www.wholesomewave.org

i. Connecting Local Farmers with USDA Farmers Market Nutrition Program Participants⁴¹: a 2010 joint publication from the Southeastern Pennsylvania Resource Conservation and Development Council and the USDA AMS. The document offers strategies to increase redemption of Senior and WIC Farmers Market Nutrition Program checks, which are Federal nutrition benefits that can be used only at farmers markets with State-registered direct-marketing farmers. These checks are available in many States and support affordable food access for low-income mothers, children, and seniors, and support local agriculture.

www.ams.usda.gov

Grant Funding

j. Building Sustainable Farms, Ranches and Communities – A Guide to Federal Programs for Sustainable Agriculture, Forestry, Entrepreneurship, Conservation, Food Systems, and Community Development⁴²: a 2014 publication supported by various USDA agencies, in collaboration with the Michael Fields Agricultural Institute, National Center for Appropriate Technology, and National Sustainable Agriculture Coalition. It was created for anyone seeking assistance from Federal programs to foster sustainable and innovative initiatives associated with agriculture and forestry, describing available resources including grants, loans, technical assistance, and information resources.

www.sare.org

³⁶ Bachmann, Janet. *Farmers' Markets: Marketing and Business Guide*. ATTRA, 2008.

³⁷ Cowee, Margaret, Kynda Curtis, and Holly Gatzke. *Marketing Farmers' Markets: Ideas for Market Vendors & Managers in Nevada*.

³⁸ Wasserman, Wendy, Debra Tropp, Velma Lakins, Carolyn Foley, Marga DeNinno, Jezra Thompson, Nora Owens, and Kelly Williams. *Supplemental Nutrition Assistance Program (SNAP) at Farmers Markets: A How-To Handbook*. U.S. Department of Agriculture, Agricultural Marketing Service, June 2010. <<http://dx.doi.org/10.9752/MS039.06-2010>>

³⁹ Kauffman, Sophie. *EBT Incentive Program Toolkit: A How-To For New or Existing EBT Incentive Programs for the Farmers Markets of Washington State*. Washington Farmers Markets, 2013.

⁴⁰ *Implementing Nutrition Activities in Farmers Markets Through Maine SNAP-Ed Programs*. Wholesome Wave, University of New England, and Maine SNAP-Ed, 2015.

⁴¹ *Connecting Local Farmers with USDA Farmers Market Nutrition Program Participants*. Southeastern Pennsylvania Resource Conservation & Development Council and USDA, 2010.

⁴² Krome, Margaret, and George Reistad. *Building Sustainable Farms, Ranches and Communities – A Guide to Federal Programs for Sustainable Agriculture, Forestry, Entrepreneurship, Conservation, Food Systems, and Community Development*. USDA, 2014.

4. Expert Agencies and Organizations

Federal Agencies

a. USDA (United States Department of Agriculture): the Federal executive department responsible for developing and executing Federal policy on farming, agriculture, forestry, and food. USDA administers programs that provide services to farmers including research, soil conservation, and efforts to stabilize the farming economy.

www.usda.gov

b. USDA's Agricultural Marketing Service (AMS): an agency responsible for administering programs that support the creation of domestic and international marketing opportunities for domestic producers, as well as grant investment opportunities.

www.ams.usda.gov

c. USDA's Food and Nutrition Service (FNS): an agency within USDA's Food, Nutrition, and Consumer Services, which works to end hunger and obesity through the administration of 15 Federal nutrition assistance programs, including Women, Infants, and Children (WIC), the Supplemental Nutrition Assistance Program (SNAP), and WIC and Senior Farmers Market Nutrition Program (FMNP), all of which can be accepted at farmers markets. There is ample information and data available on FNS's website about Federal benefit redemption at markets, and in some cases, funding is available to support SNAP/EBT access at markets.

<http://www.fns.usda.gov>

d. USDA's National Institute of Food and Agriculture (NIFA): an agency that provides leadership and funding for programs aimed at advancing agriculture-related science by partnering with the Land-Grant University System, government, private, and non-profit organizations. Land-Grant agricultural extension offices may provide support to an installation looking to establish, fund, or evaluate a farmers market. NIFA's website provides maps and lists of State extension offices across the country:

nifa.usda.gov

State Agencies and Organizations

e. State Departments of Agriculture: state agencies may support initiatives to promote farmers markets and direct-marketing farmers. The agencies typically serve as a resource for food safety rules and requirements, State permits, and inspections, and may also make available a list of the State's farmers markets and agricultural producers. To find a State's department of agriculture, visit

www.rma.usda.gov

f. State Farmers Markets Associations: formal organizations that work to support farmers markets that exist in many, but not all, States. These associations can be an excellent place to network with other market managers, learn the basics of market management, and gain knowledge about

best practices to attract producers and consumers in a given locale. To find a State farmers market association, visit farmersmarketcoalition.org

g. State or Regional Farm Bureaus: State- or regional-level advocacy organizations for farmers that focus on rural sustainability and agricultural education. Farm Bureaus often operate on the local level within rural communities. A State's Farm Bureau may be a valuable source of information about farming and state producers.

Local Agencies and Organizations

h. Local Agricultural Economic Development or Economic Development Authority: many communities or regions have an agency dedicated to local agricultural development to build the rural economy and support family farms. Additionally, an Economic Development Authority (EDA) within a locality may provide support for agricultural development projects through direct funding or loans. It is valuable to build connections with such organizations that may be supportive of an installation's efforts to start a farmers market.

i. Local Chambers of Commerce, Military Affairs Councils, and Veterans Organizations: stakeholder organizations that may be a source of support for an installation farmers market, providing connections with customers, volunteers, and/or funding. Building awareness among these groups can benefit both the market development process and on-going operations.

Nonprofit Organizations

j. Farmers Market Coalition (FMC): an organization representing farmers markets nationwide. FMC works to equip market managers and farmers with the tools necessary to run successful markets while also supporting research that promotes widespread understanding of the impact of farmers markets. FMC offers webinars, newsletters, a resource library, and a network of support to market managers, vendors, and customers, where best practices are shared.

farmersmarketcoalition.org

k. National Farmers Market Association (NFMA): is an organization which promotes access to fresh food and educates individuals, communities, and producers about the importance and impact of making fresh food available and affordable. NFMA's website contains a number of useful links and reference information.

<http://nfmaonline.org>

l. Wholesome Wave: Wholesome Wave is a 501(c)(3) nonprofit that strives to create a vibrant, just and sustainable food system. By making fresh, locally grown fruits and vegetables affordable and available, it inspires underserved consumers to make healthier food choices. Its innovative initiatives are

improving health outcomes among low-income families, generating additional revenue for small and mid-sized farm businesses and bolstering local and regional economies. Implemented nationwide in collaboration with community-based partners at farmers markets, community health centers, hospital systems, food hubs, and retail outlets, its initiatives reach more than 50,000 underserved consumers and their families, as well as thousands of farmers annually.
www.wholesomewave.org

5. Research and References

- a. 2014 National Farmers Market Manager Survey Summary – A Snapshot of the 2013 Farmers Market Season⁴³: a brief review of the findings from a USDA AMS survey of 14,000 farmers market managers regarding their 2013 season activities.
www.ams.usda.gov
- b. Results of Dot Survey – USDA Outdoor Farmers - Market Washington, DC⁴⁴: this 2011 publication from the USDA AMS provides the results of a Rapid Market Assessment, otherwise known as a dot survey, conducted to survey customers at market so that they could better understand who attends the market, what customers enjoy most about the market, and what impact the market has on customer purchasing and consumption decisions. The background, methodology, and results can help installation market management survey their own customers effectively.
www.ams.usda.gov

- c. USDA AMS Local Food Research and Development: provides invaluable information and data about farmers markets and other direct-marketing outlets (i.e. CSAs and food hubs), provides site assessment and design services for food market planners, and hosts grant programs that support farmers markets and local food.
www.ams.usda.gov
- d. USDA AMS Local Food Directories: an online directory to assist individuals in locating local food operations, including farmers markets, on-farm markets, CSAs, and food hubs. This site can be useful in finding vendors and seeking local guidance from farmers market operators in a given state.
www.usdalocalfooddirectories.com
- e. USDA AMS Local Food Research & Development Service for Farmers Markets and Direct-to-Consumer Marketing: a website that contains information about USDA's farmers market, local food directories reference links, and a list of publications, presentations, and resources for markets.
www.ams.usda.gov
- f. Grant Programs: many farmers markets are supported financially through federal, state, and private grant programs. These grants usually focus on the health benefits of increased consumption of fresh fruits and vegetables, or on the economic benefit to farmers and communities. Federal grants that can support farmers market are available through USDA, via programs such the Farmers Market and Local Food Promotion Program (FMPP and LFPP), the Federal State Marketing Improvement Program (FSMIP), and the Specialty Crop Block Grant Program (SCBGP).
www.ams.usda.gov

In addition, check the website www.grants.gov to keep abreast of other federal funding sources.

⁴³ "2014 National Farmers Market Manager Survey Summary." www.ams.usda.gov. 2014. Accessed September 29, 2015.

⁴⁴ Ragland, Edward, Velma Lakins, and Carlos Coleman. Results of Dot Survey: USDA Outdoor Farmers Market, Washington, DC. U.S. Dept. of Agriculture, Agricultural Marketing Service. Web. <<http://dx.doi.org/10.9752/MS043.09-2011>>

10. Appendices

Appendix A. Healthy Base Initiative Fact Sheet



MC&FP FACT SHEET

Data

✓ *Access to high-calorie foods and a more sedentary lifestyle have contributed to a nationwide obesity epidemic. Today, more than a third of adult Americans are obese and a fourth of potential new recruits are unqualified due to their weight.*

✓ *Obesity and tobacco use among U.S. military health care beneficiaries add more than \$3 billion per year to the DoD budget in health care costs and lost duty days.*

Additional Information

Operation Live Well

www.militaryonesource.mil/olw

Healthy Base Initiative

www.militaryonesource.mil/hbi

Military OneSource Health and Wellness Coaching

www.militaryonesource.mil
or 800-342-9647

Healthy Base Initiative

Background

In response to health concerns regarding military service members and their families, the Department of Defense has initiated the Healthy Base Initiative, a demonstration project that will examine select military installations' efforts to support improved nutritional choices, increased physical activity, obesity reduction and decreased tobacco use. The Healthy Base Initiative is part of Operation Live Well, the DoD program that supports the National Prevention Strategy of improving Americans' health and well-being through a prevention-oriented approach.

Highlights

The Healthy Base Initiative project launched in 2013 at 14 sites to encourage a healthy and fit alternative to the trend toward obesity and tobacco use. The Healthy Base Initiative will:

- Promote a healthy and fit force, which is essential to national security
- Increase the awareness of the devastating impact of sedentary lifestyles and poor nutrition choices
- Empower the military community to make better nutritional choices, increase physical activity, decrease tobacco use and lose weight
- Provide a hands-on look at service-level innovations, which can be used to promote health and wellness best practices throughout the DoD
- Support Operation Live Well, a program aimed at making healthy living the easy choice and the social norm



COMMITTED TO READINESS & RESILIENCE



READINESS AND FORCE
MANAGEMENT

OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

JUL 30 2013

MEMORANDUM FOR DEPUTY ASSISTANT SECRETARY OF THE ARMY
(CIVILIAN PERSONNEL AND QUALITY OF LIFE)
DEPUTY ASSISTANT SECRETARY OF THE NAVY
(MILITARY MANPOWER AND PERSONNEL)
DEPUTY ASSISTANT SECRETARY OF THE AIR FORCE
(FORCE MANAGEMENT INTEGRATION)

SUBJECT: Review of DoD Policies Concerning Farmers Markets on Military Installations

Installation commanders may authorize farmers markets on their installation as outlined in this memorandum. Farmers markets are defined by the Farmers Market Coalition as a recurrent assembly of farmers or their representatives, selling directly to consumers food which they have produced themselves. Farmers markets may be operated by the Defense Commissary Agency (DeCA), a Military Service morale, welfare, and recreation (MWR) program, a military exchange, or by a non-Federal entity. Farmers markets hosted on military installations must comply with all applicable merchandise, public health, and other DoD policies.

The DeCA may sell produce in a farmers market-like event as an extension of the commissary store, but only to authorized commissary patrons pursuant to DoD Instruction (DoDI) 1330.17, "Armed Services Commissary Operations." Others who have access to the installation (e.g., DoD civilian employees stationed in the U.S, contractors working on the installation, and guests, along with their families) are not authorized to purchase from a DeCA commissary store or DeCA operated farmers market-like concept.

A Military Service MWR program may sponsor a farmers market. DoD policy does not prohibit MWR involvement in farmers markets or similar programs that are provided for the general welfare and benefit of the installation community. Community programs like an MWR-sponsored farmers market, flea market or bazaar, could be open to the entire installation community including DoD civilians, contractors working on the installation, and guests, along with their families. The installation commander has the authority to approve such community programs.

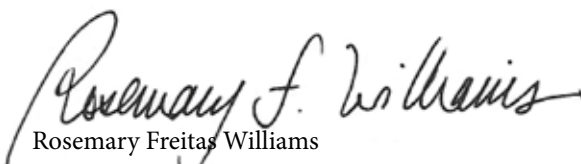
A military exchange may operate a farmers market for authorized patrons under very limited circumstances. Pursuant to DoDI 1330.21, "Armed Services Exchange Regulations," the Secretary of the Military Department involved may approve a military exchange service to operate a fresh meat or produce department only when no commissary store is available on the installation and when fresh meat and produce is not available within a reasonable distance.

Appendix B. Review of DoD Policies Concerning Farmers Markets on Military Installations (continued)

Support for Non-Federal Entities Authorized to Operate on DoD Installations.” The installation commander must determine that the farmers market supplements but does not compete with appropriated or nonappropriated funded activities. Installation commanders also must exercise care to avoid the appearance of preferential treatment in the selection of participants for the farmers market.

A farmers market may not sell non-food items or patron services unless authorized by the military exchange service at that installation. Pursuant to DoDD 1330.09, “Armed Services Exchange Policy,” the military exchange service shall be the primary resale on DoD installations for non-food merchandise or patron services. This primacy for resale authority extends to the use of any lawful means for selling merchandise or services.

For additional information, please contact Mr. Justin Hall, 703-588-0898.



Rosemary Freitas Williams
Deputy Assistant Secretary of Defense
(Military Community and Family Policy)

cc:
Director, Defense Commissary Agency



NAVY AND MARINE CORPS PUBLIC HEALTH CENTER
PREVENTION AND PROTECTION START HERE

Navy and Marine Corps
Public Health Center
Farmers Market Public Health Guidance
August 2014



Farmers Market Public Health Guidance

The Office of the Assistant Secretary of Defense (OASD) has authorized installations commanders to authorize farmers markets to operate on their installations as outlined in OASD memorandum dated 30 July 2013. (Department of Defense Memorandum, subject: review of DoD Policies Concerning Farmers Markets on Military Installations, 30 July 2013.)

An installation commanding officer may authorize farmers markets on their installation. A farmers market is a physical retail market featuring foods sold directly by farmers to consumers. Farmers markets typically consist of temporary booths, tables or stands, outdoors or indoors, where farmers sell fruits, vegetables, meats, and sometimes prepared foods and beverages for a limited period of time.

The guidance provided in this document applies to Navy and Marine Corps installations. Requests for approval to operate a Farmers Market and operational restrictions may differ at joint bases.

Farmers Markets must follow all requirements as set forth in NAVMED P-5010, chapter 1 (Tri-Service Food Code). Additional food protection and public health requirements for farmers markets are listed in this document. During operation, food safety and sanitation of farmers markets are the responsibility of the local installation preventive medicine. Collaborate with the installation veterinarian for questions of approved sources. The following link is the Army Public Health Command Worldwide directory of sanitarily Approved Food Establishments: <http://phc.amedd.army.mil/topics/foodwater/ca/Pages/DoDAApprovedFoodSources.aspx>

1. Farmers Markets are treated as Temporary Food operations.

- a. Farmers Market must follow all requirements as set forth in the NAVMED P 5010-1.
- b. Farmers Market must have a government, installation sponsor.
- c. The event sponsor in coordination with the each vendor must complete DD 2975 “Temporary Food Event Coordinator’s Application” for each event.
- d. The installation Preventive Medicine (PVNTMED) is the Regulatory Authority for approval of applications to operate a farmers market.

2. Prohibited Foods. The following foods are **absolutely prohibited**:

- a. Potentially Hazardous Foods (Time/Temperature Control for Safety) Foods (PHF (TCS) from unapproved sources.
- b. Unpasteurized dairy products including: raw milk, soft and hard cheeses, yogurt and sour cream. Prohibition includes raw milk or milk products from cows, goats, buffalo,

- and horses. This prohibition does not include raw milk cheeses which are processed using alternative heat treatment processes IAW the FDA Food Code/TSFC 3-302.14. This alternative process must be validated IAW the required Food Protection Audit and listing in reference 1.g. Under no circumstances will homemade dairy products such as ice cream, eggnog, and similar products be approved for sale at farmers markets.
- c. Unpasteurized packaged juices. The only exception for unpasteurized juice is when it is fresh squeezed on site for immediate consumption IAW the TSFC 3-4-4.11 (B), which states that when the fresh squeezed juice is prepared fresh based on an individual customer's order.
 - d. Mushrooms, unless the operator is or the mushrooms were obtained from a licensed supplier. Wild mushrooms are strictly prohibited.
 - e. Home canned vegetables, meats and stews.
 - f. Live animals such as chickens, ducks, goats, shell fish, fresh and salt water fin fish, turtles and other reptiles and other domesticated animals.
 - g. Game animals as defined by the FDA shall not be sold.
 - h. Reduced oxygen packaged seafood.
 - i. Unpasteurized honey.
 - j. Homemade cream-filled pastries and cakes, pies, etc., that are filled with meat and/or dairy products are prohibited.
3. **Deliveries.** All deliveries of potentially hazardous food must have the appropriate level of refrigeration (chilled items 41°F or below – only **exception** is for shell eggs which can be delivered at 45°F or below; frozen items 0°F or below) related to their product. Delivery vehicles must not contaminate food items, and must be insect, rodent, and live animal free.
 4. **Meats.** All meats sold at a farmers' market must be inspected by a federal or state inspector. No chilled fresh meat or poultry products will be marketed. Only frozen meat and frozen poultry products that have been processed in a USDA Food Safety Inspection Service (FSIS) licensed and inspected, or an approved State facility, will be accepted at delivery and sold at the market. Any preparation instructions or suggestions must be compliant with all FSIS food safety requirements.
 5. **Produce.** All produce must be of fresh market quality, free from active insect infestation and damage, and have no residue such as dirt or mud that cannot be removed by normal washing. Sales of produce are limited to uncut, raw agricultural products.

6. **Seafood.** Fish cannot be processed on site (filleted, gutted) and it must be delivered, stored and handled under basic food safety guidelines. For shrimp sales, basic food safety practices and purchase from licensed harvesters and sellers are required. Seafood vehicles transporting seafood shall be completely enclosed, and easily cleanable. Seafood vehicles must also maintain all products in coolers that are easily cleanable.
7. **Shell eggs.** Shell eggs must be delivered under refrigeration at an ambient temperature of not more than 45°F, and be maintained at such temperatures throughout storage and sale. Only shell eggs with clean, intact shells will be accepted. Cartons will be properly labeled to include source.
8. **Shellfish.** Licensed wholesale shellfish dealers may sell shellfish at farmer's markets. All deliveries of shucked shellfish and shell stock must meet the requirements of the FDA Food Code.
9. **Types of Markets.** Because the term Farmers Market can include a wide spectrum of operations, the US Army Public Health Command and the Navy and Marine Corps Public Health Center developed the following descriptions for three levels of markets based on the types of food sold, required facilities/equipment to support the operation, and required preventive medicine, military public health and veterinary support.

Appendix C. Navy and Marine Corps Public Health Center - Farmers Market Public Health Guidance (continued)

Level 1 Farmers Market	
Description	A Level I Farmers Market is considered a basic market.
Local Permit	Farmers/operators who sell foods in the Farmers Market must possess a valid state, city, or local health department permit to operate when required.
Foods & Food Preparation	Products sold are limited to fresh fruits and vegetables (FF&V) grown by the individual farmer or local cooperative. Food preparation is limited to removing outer leaves on lettuce and kale. The farmer can also sell canned or packaged drinks, sodas, packaged fruit drinks and commercially bottled water, and hot beverages such as coffee. UHT or non-dairy creamers, sugar, etc. in individual packets are acceptable.
Facilities & Equipment	<ul style="list-style-type: none"> • Operators must have access to handwashing sinks meeting the requirements in the NAVMED P 5010-1. • Toilets must be available as required in the NAVMED P 5010-1. • Area must be cleaned before and after the market closes. • Ice chests with bagged ice are acceptable for keeping drinks cold, however, ice must be self-draining and drink containers and other food must not be stored under water.
Water	<ul style="list-style-type: none"> • Approved drinking water, either bottled or plumbed, must be provided for making coffee and cleanup operations. • Hoses used to supply water must be NSF-listed for drinking water. Use of garden hoses is prohibited.
Waste Management	Trash must be in impermeable plastic bags and rodent resistant metal cans and removed after market closes.
Public Health / Preventive Medicine Support	<ul style="list-style-type: none"> • Reviews and approves DD 2975, <i>Temporary Food Event Coordinator's Application</i>; • Performs pre-opening inspection; • Conducts periodic walk through inspections while market is operating to check for handwashing, insect and rodent control, waste collection and disposal, and water source.
Veterinary Support:	Not required for Level 1 Farmers Market. Unprocessed and uncut FF&V and canned and packaged drinks and coffee are exempt.

Appendix C. Navy and Marine Corps Public Health Center - Farmers Market Public Health Guidance (continued)

Level 2 Farmers Market	
Description	A Level 2 market offers an increased food selection that may include eggs and home-prepared products. Operation must meet <u>all</u> of the conditions specified for Level 1 markets.
Foods & Food Preparation	Products allowed for sale include all products listed for Level 1 Farmers Markets, plus fresh eggs and the following homemade products: jams and jellies, pickles, candies, cookies, cakes, and breads. Cream-filled pastries and Cakes, pies, etc., that are filled with meat and/or dairy products are prohibited.
Food Controls	<p>Eggs – Vendor permit must allow selling eggs, or the seller must register with the State Agriculture Department IAW state law.</p> <ul style="list-style-type: none"> • Refrigeration must be available and used. Home style refrigerator is acceptable. Eggs must be held at 41°F or below. Refrigerator thermometer must be used. • Eggs must be clean. • Egg cartons must identify the farmer selling the eggs and contact information. Legible hand written or stamped information on the individual cartons is acceptable. <p>Home-prepared and packaged foods – Items such as breads, cakes, and cookies must be individually wrapped with food grade plastic. All products must be labeled with the product name. Labels must specify if the product contains any of the following primary food allergens:</p> <ul style="list-style-type: none"> • Milk, Eggs, Wheat, Soy beans, Tree nuts, Peanuts, Fish, or Crustacean shellfish
Training	<p>Vendors must have minimal food safety training. A current food safety employee training offered by a training institution, state or local agency is acceptable. Training must include, but not limited to, the basic principles of food safety the <u>CDC five foodborne illness risk factors</u>:</p> <ul style="list-style-type: none"> • Food from unsafe sources; • Inadequate cooking; • Improper holding/time-temperature; • Contaminated equipment/cross contamination protection. Discussion shall include general sanitation and food allergens; and • Poor personal hygiene
Facilities & Equipment	<ul style="list-style-type: none"> • Tables must either meet food service standards or be covered with a non-permeable, and cleanable table cloth. • Operator must have cleaning and sanitizing solutions to clean tables before and after use and in event of spills as described in the NAVMED P 5010-1.
Pest Control	Food must be protected from flies and other insects.
Public Health / Preventive Medicine Support	<ul style="list-style-type: none"> • Reviews and approves DD 2975, <i>Temporary Food Event Coordinator's Application</i>; • Performs pre-opening inspection; • Conducts periodic walk through inspections while market is operating to check for handwashing, insect and rodent control, waste collection and disposal, and water source. At a minimum, PVNTMED inspects the market at least one time while it is operating.
Veterinary Support:	Veterinary personnel are available to check condition of eggs and other products. Products sold, if limited to uncut FF&V, canned and packaged drinks and homemade (non-cream) pastries and baked items are exempt from directory listing.

Appendix C. Navy and Marine Corps Public Health Center - Farmers Market Public Health Guidance (continued)

Level 3 Farmers Market	
Description	A Level 3 market offers similar products as a Level 2 market and includes on-site food preparation and service of potentially hazardous foods as defined in the NAVMED P 5010-1. Operation must meet all of the conditions specified for Level 1 and 2 markets and must adhere to the food safety requirements delineated in the NAVMED P 5010-1 regarding “Temporary Food Operations.”
Foods & Food Preparation	<p>The types of food preparation, food service activities, and foods sold must be identified and are limited to those approved by PVNTMED and installation Veterinary Services.</p> <p><u>Authorized food</u>: All products listed for Level 1 and 2 Farmers Markets, plus—</p> <ul style="list-style-type: none"> • Approved beef, pork, and/or poultry that are prepared in a state or federal inspected kitchen and cooked on site; • Barbecue pulled beef, pork or chicken; and roast beef or roast pork made-to-order sandwiches; • Commercially raised game animals slaughtered in a USDA or state inspected facility; and • Commercially prepared salads.
Approved Food Sources	Commercially procured food items that are subsequently sold in the Farmers Market and commercial ingredients used to prepare foods by vendors operating in the Farmers Market (except level 1 and 2 exempt items) must be from an approved source.
Qualified Food Supervisor	For each food operation/concession, there must be at least one person available during all hours of the operation who meets the person-in-charge (PIC) requirements delineated in the NAVMED P 5010-1.
Facilities & Equipment	<ul style="list-style-type: none"> • Only disposable/single use eating utensils, plates and cups are authorized. • Equipment must meet NAVMED P 5010-1 requirements such as NSF or UL certified for sanitation and electrical safety, respectively. • A handwashing station with running water, soap, paper towels and a waste water catch basin must be available in the vendor’s food preparation area. • A three-compartment sink configuration (or three separate basins) large enough to wash, rinse and sanitize in-use equipment/utensils must be available and used. Chemical equipment sanitizer must be at the correct strength and sanitizer test strips must be provided by the vendor person in charge to verify sanitizer concentration.
Public Health / Preventive Medicine Support	<ul style="list-style-type: none"> • Reviews and approves DD 2975, <i>Temporary Food Event Coordinator’s Application</i>; • Performs a documented pre-opening inspection and conducts at least one Routine inspection per day during operation. • Conducts periodic walk through inspections, as needed, while market is operating to spot check handwashing, insect and rodent control, waste collection and disposal, and water source.
Veterinary support:	<p>Veterinary Services personnel will provide a listing of approved sources for the event coordinator to provide to the farmers market operators. List must include sources open to the farmers market operators or a local “approved source list”, e.g. BJ’s, COSTCO, or a regional vegetable supplier.</p> <p>Veterinary Services personnel will review products listed by each vendor as provided by the sponsor on DD 2975 “Temporary Food Event Coordinator’s Application” and determine if food and suppliers listed are acceptable.</p> <p>Veterinary Services Personnel will inspect food brought to the farmers market for sanitation, wholesomeness, and proper temperature, unless food items are exempt from directory listing.</p>

ASSISTANCE

NMCPHC: Portsmouth, Virginia

COMM: 757.953.0100; DSN: 312.377.0700

EMAIL: NMCPHCPTS-ENVIRONMENTALHEALTHGROUP@MED.NAVY.MIL

REGIONAL

NEPMU2: Norfolk, Virginia

COMM: 757.950.6600; DSN: 312.377.6600

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NEPMU5: San Diego, California

COMM: 619.556.7070; DSN: 312.526.7070

EMAIL: NEPMU5@med.navy.mil

NEPMU6:

Pearl Harbor, Hawaii

COMM: 808.471.0237; DSN: 315.471.0237

EMAIL: NEPMU6@MED.NAVY.MIL

NEPMU7:

Rota, Spain

DSN: 314.727.2230; INTERNATIONAL: 011.34.956.2230

EMAIL: NEPMU7@eu.navy.mil

Additional food safety information available at the QR Code below:

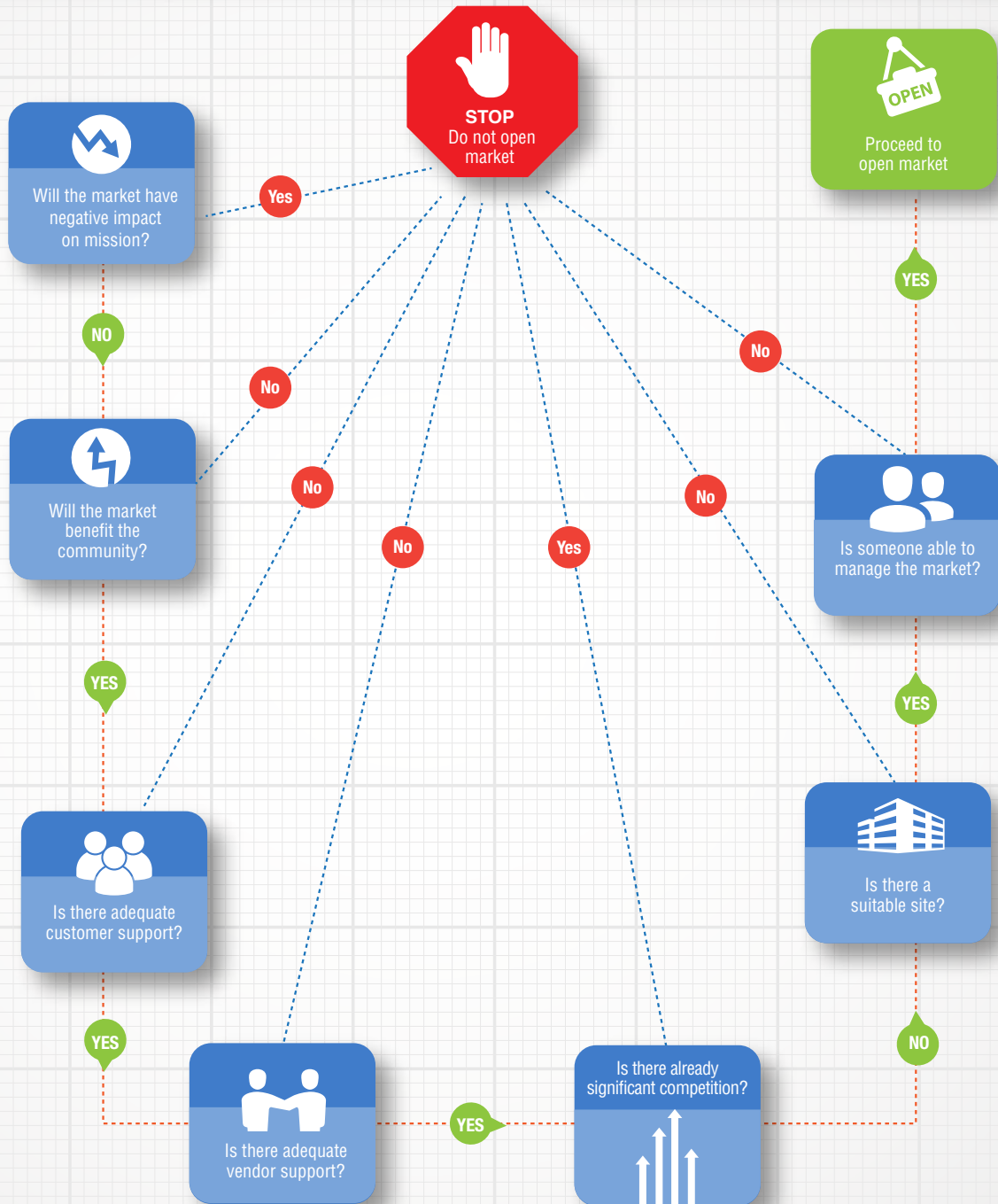


or click below

<http://www.med.navy.mil/sites/nmcphc/program-and-policy-support/food-sanitation-and-safety/Pages/default.aspx>



Decision Tree for Establishing a Farmers Market at a Military Installation



Appendix E. Installation Farmers Market Feasibility Study

Every military installation is unique. The mission, population size and demographics, surrounding community, installation support facilities, geography, weather, and a host of other variables combine to create opportunities and challenges that are particular to each individual installation considering hosting a farmers market. There is no simple formula that can determine whether a farmers market will be successful at a given installation; however, a feasibility study can provide a valuable assessment of the practicality of opening and operating a farmers market on an installation.

Feasibility studies can be quite involved and require significant time and energy to complete. A full and comprehensive study may not be necessary; however, there are several critical topic areas, highlighted in the Decision Tree, that warrant careful consideration. This tool can serve as a customizable launch point for a simplified farmers market feasibility study, and help installation leadership teams and installation community stakeholders ask the right questions to determine market feasibility.

1. Mission Impact:

- Will hosting a market negatively impact or detract from the mission?
- Will hosting a market support combat readiness and/or an installation's public health goals?
- Will a market require the diversion of resources that will negatively impact the mission?

2. Community Benefit:

- Will a farmers market improve the well-being or quality of life of this community?
- Will hosting a market improve relationships with the surrounding community and private sector?
- Will a market create or support a greater sense of community?

3. Customer Support:

- Does the installation community have an adequate population size or potential customer base to support a market?
- Will potential customers support a market if offered?

4. Vendor Support:

- Is there sufficient interest among local or regional producers and/or vendors to support a farmers market on the installation?
- Are local or regional producers and/or vendors willing to participate in a market on the installation; if no, what are their concerns and how can these be alleviated?
- Will participation in the market be economically viable for them over the long term?

5. Competition:

- Are other farmers markets currently operating in the area drawing from the same potential customer base?
- If yes, can the community support another market?
- How would the new market complement or compete with existing markets?

6. Site Location:

- Is there at least one ideal location on the installation to host and support a farmers market?
- If yes, who has access to that location?

7. Market Management:

- Is there funding available to hire or contract a dedicated market manager?
- Is there someone qualified and able to manage the market through collateral duty?
- Could MWR operate a market using NAFs?
- Is there a local market coalition or support organization in the area that could manage the market or identify qualified candidates?
- In the short term, is there available grant funding or fundraising opportunities to support hiring a market manager?

Appendix F. Checklist for Developing a Farmers Market on a Military Installation

Installations wishing to host a farmers market, whether they are managing the market themselves or hiring outside management, should develop a checklist to track progress towards completion of the various components required to successfully establish and operate a market. This checklist can be customized to better meet the specific needs of a particular installation:

- Assess community interest in a farmers market
- Assess local agricultural producers'/vendors' support for a new farmers market
- Assess local business's support for a new farmers market
- Identify potential market funding sources
- Review the legal requirements for the operation of a market on an installation, including vendor and customer access, security, and food safety
- Hire or identify a market manager
- Determine goals for the market and craft a mission statement
- Develop organizational structure for the market, including bylaws, incorporation, and a governing body
- Form a steering committee that is representative of the installation community and/or broader community that would have access to the market
- Develop a market budget
- Establish the market season, days, and times of operation
- Establish market rules and regulations
- Develop a vendor application/agreement
- Secure market insurance
- Recruit farmers, producers, and/or vendors to ensure a diverse product mix
- Evaluate potential farmers market sites
- Design the market's layout
- Establish and implement an advertising and promotion plan
- Secure all necessary permits, permissions, and/or licenses for the market
- Hold a vendor meeting to introduce the new market
- Secure bathroom facilities, trash receptacles, and vendor/customer parking
- Enroll market in nutrition assistance programs
- Develop and publicize a market events schedule
- Perform ongoing evaluation of the market through data collection and surveys

Appendix G. Sample Installation Farmers Market Evaluation Table

This sample, customizable farmers market evaluation table is designed to help installation leadership and market management set market goals, match success indicators to established market goals, and determine the appropriate measurement tools for progress evaluation towards:

1. meeting the market's mission;
2. meeting the needs of vendors;
3. meeting the needs of customers; and
4. meeting the needs of the market management team.

Market Goals	Success Indicators	Measurement Tools	Implementation Schedule
1. Meet the Market's Mission			
Provide fresh food access	Customers experience an increase in fresh food availability	<ul style="list-style-type: none"> • Customer surveys • Customer counts 	
Grow customer base	Increased foot traffic	<ul style="list-style-type: none"> • Customer counts 	
Support small nearby business	Increased vendor applications Increased sales	<ul style="list-style-type: none"> • Vendor applications • Daily data log • Customer counts • Sales data 	
2. Meet the Vendor's Needs			
Meet vendors' revenue requirements	Vendors report that market meets their revenue requirements to make it a viable income source	<ul style="list-style-type: none"> • Pre- and post- season vendor surveys • Daily data log 	
Create clear protocol and rules for vendors	Vendors report understanding the protocols and rules	<ul style="list-style-type: none"> • Pre- and post- season vendor surveys 	
3. Meet the Customer's Needs			
Provide suitable product quantity and quality	Customers perceive high quality and adequate product selection (e.g. freshness, appearance, taste, maturity)	<ul style="list-style-type: none"> • Customer surveys • Rapid market assessment • Daily data log 	
Offer suitable product price	Customers perceive prices as relative to other farmers markets or outlets; prices meet or exceed customers' expectations	<ul style="list-style-type: none"> • Customer surveys 	
Promote market and market location to customers	Suitable or growing customer attendance	<ul style="list-style-type: none"> • Customer surveys • Rapid market assessment • Newsletter distribution tracking system 	
Provide a convenient and safe market location	Customers find the market convenient and safe	<ul style="list-style-type: none"> • Customer surveys • Rapid market assessment 	
Support positive customer interactions at market	Customers feel they are greeted and treated well	<ul style="list-style-type: none"> • Customer surveys • Rapid market assessment 	

Appendix G. Sample Installation Farmers Market Evaluation Table (continued)

Market Goals	Success Indicators	Measurement Tools	Implementation Schedule
4. Meet the Market Management Team’s Needs			
Provide a clear protocol that facilitates market operations	Market manager reports being able to operate market within established protocol	<ul style="list-style-type: none"> • Market management interview 	
Provide sufficient support from leadership/installation	Market manager reports receiving necessary support from leadership and installation	<ul style="list-style-type: none"> • Market management interview 	
Provide clear expectations and fair compensation to market manager	Market manager reports being able to meet expectations and is receiving fair compensation	<ul style="list-style-type: none"> • Market management interview 	
Provide an adequate budget to support market operations	Market manager reports being able to fulfill market operations (e.g. outreach, etc.)	<ul style="list-style-type: none"> • Market management interview 	
Build relationships with partners and other food retailers	Market managers, partners, and other retailers report positive relationship dynamics	<ul style="list-style-type: none"> • Market management interview • Partner interviews Installation food retailer interviews 	

The Farmers Market at Maryland: Vendor Survey 2014 Season

Thank you very much for your participation in The Farmers Market at Maryland for the 2014 season. To assist us with next year's planning, we would appreciate your feedback about your experience. Please fill out the survey below and return in the self-addressed envelope enclosed.

Happy Holidays and New Year!
The Farmers Market Committee

1. What do you like most about The Farmers Market at Maryland? Select all that apply.

- Location
- Demographics
- Promotions/events
- Customer relations
- Day & hours
- Market offerings
- Size
- Free onsite parking
- Other, please list

Additional Comments:

2. My sales at The Farmers Market at Maryland were:

- As I expected
- Better than I expected
- Worse than I expected

Additional Comments:

3. Did you have regular customers?

- Yes, weekly
- Yes, bi-weekly
- Yes, monthly
- No



Appendix H. Farmers Market Post-Season Producer Survey (continued)

4. This season, what changes did you observe in your customer base? I.e., Customers are younger/older, buy more/less, etc. Can you think of a reason for this change?

5. Did you use any of the following methods to attract customers? Please select all that apply:

- Free samples
- Discounts
- Social Media
- Email newsletter
- Market signage
- None

Other, please list:

6. What overall suggestions do you have for changes/improvements to The Farmers Market at Maryland?



Appendix H. Farmers Market Post-Season Producer Survey (continued)

7. Does your farm/company have a web presence? If so, please provide your website URL, Facebook profile, Twitter Handle, Blog URL, etc.

Website URL	
Facebook profile	
Twitter handle	
Blog URL/Other	
Instagram name	

8. Is your vendor profile information current on The Farmers Market at Maryland website, <http://crs.umd.edu/Wellness/Farmers-Market?>
 If not, please provide your current bio/profile information.

Thank you for completing the survey!





Guide for Farmers Markets on Military Installations



This guide is available online at: www.ams.usda.gov/USDA-DOD-FarmersMarketGuide

