Evolving the Market
May 29, 2012
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Market Square is on the move to a new home in 2013. This isn’t the first time the market has moved in the last century. This report is intended to guide the next stage of the market’s evolution by advising City of Greater Sudbury Council how to create a strong and sustainable market.

Market Square is Greater Sudbury’s public market, providing home grown, hand-made and other collectible products to the community from its current location at the southeast corner of Elm and Elgin Streets for the last 13 market seasons.

With the recent purchase of the Market Square site by Laurentian University for the Laurentian School of Architecture, the City of Greater Sudbury is looking for a new home for the community’s downtown public market. The City has approximately $3.3 million to invest in the new facility and is planning to open the market for the 2013 season in an effort to provide for a seamless transition.

This move is the next stage in the evolution of the city’s public market, which began almost 100 years ago.

Borgia Market:
The city’s first farmer’s market was established along Notre Dame in the Borgia neighbourhood in 1914. The “Borgia Market”, which was regarded for its meats and vegetables, operated in the same location until the area was revitalized through urban renewal in the 1970’s.

Shaughnessy Market:
The city’s second farmer’s market was established along Paris Street in the parking lot south of the Sudbury Theatre Centre in 1988. The “Shaughnessy Market”, which offered bedding plants, vegetables, fruits, baked goods and artisan works, operated successfully on that site for more than 10 years.

Market Square:
The success of the Shaughnessy Market, the need for new infrastructure and common desire to grow the success of the market all led to the creation of Market Square – the city’s third market. Market Square was intended to serve as a year round destination and a focal point in the community. It was intended to help revitalize downtown and support the city’s agricultural sector.
The Market Square move presents a strategic opportunity to re-imagine and re-plan the city’s downtown public market so that it is successful and makes a positive contribution to the city and its quality of life both now and in the future.

Market Square has served the community well over the last 13 years. During the market season, Market Square has attracted people and activity to the Elm and Elgin area. The Public Opinion Poll commissioned by the City earlier this year makes it clear that most people go to Market Square to purchase fresh local produce and food (see Appendix A). Market Square’s central location and availability of parking also attract people to the market.

Despite these strengths, Market Square has some challenges. The current Market Square building has “mercantile class” status under the Ontario Building Code which precludes certain events from being held in the facility. This inhibits the ability to attract other uses and revenues. The east and west deck are physically isolated, disrupting flows and dampening customer experiences. Outdoor aisles are not wide enough to accommodate proper vendor stalls/displays and maintain easy shopper access.

The move of the market to a new site provides the City, vendors and the community with an important opportunity to re-think and re-plan the market, bringing the best elements of the existing market forward, while addressing existing design challenges.

Understanding this opportunity, last year, City Council established the Market Square Renewal Advisory Panel (the Panel) to frame and inform this strategic opportunity. The Panel has been asked to examine and make recommendations to Council regarding the strategic direction of the market, market type, location, governance structure, functional program and financial plan.

The Panel’s 13 members represent Council, the Greater Sudbury Development Corporation, 2011 Market Square Indoor and Outdoor Vendors, the Downtown Sudbury Business Improvement Area Association, the Downtown Village Development Corporation and the public. The Panel is chaired by Dr. Darren Stinson (GSDC) and vice-chaired by Wendy Watson (Community Champion).

Since January, the Panel met regularly to:
1. Understand Market Square;
2. Understand other markets provincially, nationally and internationally;
3. Understand customer needs (as expressed through a public opinion poll commissioned by the City of Greater Sudbury);
4. Create a new vision for the market;
5. Select a preferred site for the market;
6. Create a preliminary conceptual plan and cost estimate for the new market; and,
7. Discuss various options and strategies to improve market governance and operations.
Mandate
To examine and make recommendations regarding the strategic direction of the market, market type, location, governance structure, functional program and financial plan. In addition, the Advisory Panel will serve as a link between the City of Greater Sudbury and the various stakeholders of Market Square and the community at large, ensuring that the facility continues to be an important asset in the downtown core.

Primary Objectives
1. to research alternatives for the renewal of Market Square using available information, best practices from other cities and community engagement;
2. to work together to develop options for renewal of Market Square that result in a stronger and sustainable market; options will include, at a minimum: location, structure and layout, functional program, synergies with other programming; integration with surrounding amenities and plans;
3. to examine alternatives for financing market renewal and recommend an approach that is in keeping with available resources;
4. to examine market governance and operational models and recommend alternatives that provide flexibility and the best chance of long term success;
5. to act as advocates for Market Square within the community and to promote the facility for its use and future success.

Market Square Renewal Advisory Panel Members:
- Councillor Frances Caldarelli
- Councillor Terry Kett
- Councillor Dave Kilgour
- Dr. Darren Stinson, Greater Sudbury Development Corporation Board
- Ms. Mary Bedowski, 2011 Indoor Vendor
- Ms. Christine Koltun, 2011 Indoor Vendor
- Mr. Daniel Mainville, 2011 Outdoor Vendor (local farmer)
- Ms. Allison Muckle, 2011 Outdoor Vendor (local farmer)
- Ms. Jan Browning, Downtown Sudbury Business Improvement Area Association
- Mr. John Arnold, Downtown Village Development Corporation
- Mr. Christian Howald, Interested Citizen
- Mr. Jeff Huska, Interested Citizen
- Ms. Wendy Watson, Interested Citizen
3. A VISION FOR A STRONG AND SUSTAINABLE MARKET

The Panel sees a renewed and revitalized market that works for the community now and in the future.

This vision is rooted in an understanding of Market Square, other successful markets, and the results of the Public Opinion Poll. Over 90 percent of survey respondents indicated that they felt that the city should ensure that the new market:

• provide fresh produce/food;
• provide locally grown produce/food;
• be well advertised;
• be centrally located;
• be supported by adequate parking; and,
• provide outdoor vendor stalls.

Similarly, over 80 percent of respondents thought that the city should ensure that the new market:

• be highly visible;
• provide indoor vendor stalls; and,
• be located in a permanent building.

In essence, Greater Sudburians are expecting excellence in the new market.

The Panel’s Vision for the New Market is...

The Market is the best market in Northern Ontario! It strives to be a unique, strong and sustainable focal point in Greater Sudbury. It connects groups including local farmers, producers and artisans who provide fresh, locally-grown and made food, and hand made goods, with customers, providing them with a memorable experience.

The Panel’s Goals for the New Market are:

A Great Facility: To provide a well-planned facility that is centrally located and highly visible, is visually appealing, provides a great customer and vendor experience, can accommodate additional programming, and has room to grow.

A Fresh and Local Focus: To support local farmers, producers, artisans and consumers, by providing access to produce, food and products that are grown, raised or made as close to home as possible.

A Showcase for Local Arts and Entertainment: To provide a gathering place where people can experience the richness of Greater Sudbury’s art and entertainment through enjoyable and relevant events, encouraging partnerships.

A Place that Celebrates our Heritage: To create a place that celebrates our cultural heritage - the places, people and stories that define Greater Sudbury’s character and uniqueness.

A Strong and Self-Sustaining Model: To create an independent body accountable to City Council that can successfully manage and operate the market.
4. LOCATING THE MARKET

The Panel unanimously believes that the Canadian Pacific Railway site on Elgin Street, at the terminus of Minto Street, is the best location for the market.

The Panel came to this conclusion after careful consideration of four alternative sites, including the preferred site. These four sites were subjected to a comprehensive analysis involving more than 25 criteria. The sites, criteria and results are included in Appendix B.

The Canadian Pacific Railway site (the site) sits on the south side of Elgin Street, generally between the Brady Street Underpass and Paris Street Overpass. The site is approximately 17,940 square metres in area and has more than 500 metres of frontage on Elgin Street.

In the past, the site was an active hub of rail and related uses. Today, it is underutilized. The City of Greater Sudbury leases the site from the Canadian Pacific Railway (CP Rail) for parking. The site contains approximately 400 parking spaces, 100 of which are subleased to the YMCA.

The site contains one of the most important surviving examples of the city’s rail heritage – the CP Rail Station. This building is owned by CP Rail and leased to VIA Rail. The heritage attributes of this building have been recognized and are protected by the Federal Government of Canada, pursuant to federal legislation (see Appendix C).

The Panel believes, based on this analysis, that the site is the best location for the new market for at least the following reasons.

1. The site is located in Downtown Sudbury on Elgin Street, approximately 600 metres from Market Square.
2. The site is very large, which provides flexibility in terms of the siting and design of the market. The size of the site also provides the market with room to grow in the future.
3. The site has more than 500 metres of frontage along Elgin Street, providing it with excellent exposure. The site is visible from Elgin, Minto, Van Horne and Paris Street. Together, these streets see more than 50,000 average annual daily (vehicle) trips.
4. The site is large enough to accommodate an indoor market, outdoor market, outdoor spaces for public uses and events, parking and loading.
5. With more than 50 transit stops within a 500 metre walking distance, the site is accessible by public transit, including the City’s Transit Terminal on Cedar Street.
6. With at least eight city-owned parking lots within a 500 metre walking distance, the site is well served by parking.
7. Moving the market to the site could create synergies with surrounding uses and activities including the Sudbury Community Arena, and restaurant and entertainment uses on Shaughnessy, Minto and Elgin Streets.
8. Moving the market to the site provides an opportunity to redevelop an underused site and adaptively re-use the CP Rail Station – an important heritage resource.

9. Moving the market to the site would implement a key recommendation in the recently endorsed Vision, Plan and Action Strategy for Downtown Sudbury, which calls for the site to be transformed into CP Station Plaza a new public realm element and community focal point.

10. Moving the market to the site would complement the Laurentian School of Architecture, creating two new urban revitalization cornerstones along Elgin Street. These cornerstones could be tied together with the Elgin Street Greenway.

11. The site is designated Downtown in the City’s Official Plan and zoned C6 in the City’s Zoning By-law. This Official Plan designation and zoning category permit a public market.
The Panel sees the market blending the best of the Shaughnessy Market with the best of Market Square. The market would be built in two phases. This would allow the market to be in place for the 2013 operating season and grow from there.

**Phase 1 – 2013**

The first phase would see approximately 82,000 square feet of the approximately 188,000 square foot site developed with the new market.

The historic CPR Station would be adaptively re-used and transformed into a flexible space that can accommodate the indoor component of the market and function as a signature assembly space. The exterior of the building and key building systems would be upgraded and refurbished. The 4,480 square foot interior space would be comprehensively transformed. This space can accommodate up to 16 indoor vendors on a temporary basis while the market is open. As an “assembly class” space, it can also serve as a new venue for receptions and meetings when the market is not in use - a key advantage over Market Square. This additional functionality will be important to bring activity to the market and to generate new revenue streams. The market would also include a small kitchen facility to provide basic support for catered events. VIA would remain on site in a new office space and have access to the larger space to passengers arriving and departing on the Sudbury to White River line.

The historic CPR Station would be set within a new public space, known as CPR Plaza. This plaza would extend from the CPR Station to Elgin Street, providing a more appropriate forecourt for the restored CPR Station. Thirty outdoor, tent-covered vendor units flank the CPR Station and animate the new plaza. These spaces could serve a wide variety of vendors, including local farmers, re-sellers, and others who can function and thrive in such a space. The local farm offer at the market could be grown over time. Each tent is served with a dedicated loading space. Several food trucks are arranged throughout the plaza to connect and maintain customer flow between the indoor and outdoor components of the market. These trucks provide a necessary food experience for the market.

The new market is served by a generous amount of parking, including 19 spaces adjacent to the building and approximately 150 spaces to the east and west of the CPR Station. The approximately 150 parking spaces displaced through Phase 1 would be replaced with structured parking, as recommended in the Vision, Plan and Action Strategy for Downtown Sudbury. The parking spaces currently leased to the YMCA are maintained. The market would also be well served by public transit and provide the necessary cycling infrastructure.

(Further information on Phase 1 is included in Appendix D.)

**Phase 1 is estimated to cost approximately $3.36 million, broken down as follows:**

- Upgrade and Renovate CP Rail Station: $1.76 million
- Site Works: $1.50 million
- Outdoor Tents: $0.10 million
Phase 2 - 2015

The second phase would see the market grow through the introduction of two additions on the east and west sides of the historic CP Rail Station. These additions, which would be sensitive to and respect the heritage attributes of the building, could accommodate an additional 14 indoor vendor units.

These units could be permanent in nature or designed to accommodate food vendors. The second phase would see the small kitchen facility planned in Phase 1 enlarged and transformed into a community kitchen, which would provide for additional programming opportunities both during and after the market season.

The second phase would also see the outdoor tent units replaced with a permanent canopy structure, the northernmost portion of the CPR Plaza transformed into the Elgin Greenway and a monument introduced into the plaza, in line with Minto Street to mark the space and create a visual terminus when looking at the site further north along Minto Street.

(Further information on Phase 2 is included in Appendix E.)

Phase 2 is estimated to cost approximately $2.4 million, broken down as follows:

- CPR Station Additions: $1.14 million
- Outdoor Canopy: $0.44 million
- Elgin Greenway: $0.54 million
- Station Monument: $0.28 million

These costs exceed the $3.3 million current project budget.

The City should proceed with both phases of the market. The City of Greater Sudbury and its Greater Sudbury Development Corporation should submit funding applications to the Federation of Canadian Municipalities, FedNor and NOHFC as soon as possible to fully leverage the City’s $3.3 million investment and realize both phases. The possible timing of this work is shown in Appendix F.
The majority of the Panel believes that the market should be governed and managed by a Municipal Service Corporation. This corporation would be independent from, and accountable to City Council.

The Panel reviewed five governance structures. The Municipal Service Corporation model was chosen as it is independent from City Council, yet accountable to City Council for the annual performance of the new market. The remaining models that were explored include city owned and operated, city-owned and non-profit operated, and privately owned and operated. These models are summarized in Appendix G.

A Municipal Service Corporation is a legal entity, established by City of Greater Sudbury Council pursuant to the provisions of the Municipal Act. In this model, City Council would create an independent corporation, owned by the City. The corporation would be governed by a Board of Directors, appointed by City Council. The Board would be responsible for all aspects of market operations including budgeting, programming, promotions and maintenance. The corporation would provide an annual report to City Council. City Council could provide a set amount of funding to the Board on an annual basis to run the market.

The composition of the Board, especially the first Board is crucial to the success of the market. Consistent with the City’s Healthy Community model, board members should have the competencies necessary to effectively and efficiently operate and manage the new market. These competencies could include legal, finance, accounting, retail, agriculture, health promotion, event planning, and marketing, to name a few. Market vendors should also sit on the Board, provided they constitute a minority (e.g. less than 20 percent of available board member positions) to minimize the possibility for conflict of interest and ensure that the Board is able to function effectively.

The Panel reviewed the budgets for Market Square for 2008-2012, developed a “shared use” program for the new market, and created three budget scenarios for the new market. The results of this preliminary exercise illustrate the opportunities and challenges associated with creating a strong and sustainable market including the need to:

- program the market to balance the business needs of indoor vendors and farmers;
- maximize leasable vendor areas;
- ensure that vendors pay an realistic, fair rent;
- program the shared use space to take full advantage of additional revenue streams;
- minimize operational costs; and,
- provide an annual investment to the Corporation to run the market.

The City should establish a Municipal Service Corporation to govern, manage and operate the new market. This new corporation would be responsible for all aspects of the market. The City should provide an annual grant to the Corporation to run the market.
The Panel appreciates the opportunity provided by City Council to make recommendations regarding the Market re-location. After careful consideration and much discussion, our best advice to Council is as follows.

The Panel Recommends that:

1. The City of Greater Sudbury use the Vision, as described in this report, to inform and guide the next steps in the market revitalization process.

2. The City of Greater Sudbury and its partners move the market to the historic CP Rail site on Elgin Street for the 2013 operating season, for the reasons described in this report. Should City Council concur with this recommendation, the City should secure the site and conduct the necessary environmental due diligence to ensure that the site can be used for the market.

3. The City of Greater Sudbury and its partners proceed with Phases 1 and 2 of the market, as described in this report. Should City Council concur with this recommendation, it should direct staff to work with its Greater Sudbury Development Corporation to submit funding applications to the Federation of Canadian Municipalities, FedNor and NOHFC as soon as possible to fully leverage the City’s $3.3 million investment and realize both phases.

4. The Panel recommends that the City of Greater Sudbury establish a Municipal Service Corporation to govern, manage and operate the new market. This new corporation would be responsible for all aspects of the market. The City should provide an annual grant to the Corporation to run the market.
## APPENDICES:

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A. VERIFACT PUBLIC OPINION POLL

Objective
To survey an adequate proportion of the population to determine the views of the general population regarding the current state of Market Square and its future planning.

Survey Method
Veri/Fact undertook a random telephone survey of a statistically valid sample of the residents of the City of Greater Sudbury, ON.

Questionnaire
The survey tool was designed and written by Veri/Fact Research staff with the input of the City of Greater Sudbury staff.

Telephone surveys were conducted in English or French given the preference of the respondent.

Study Sample and Confidence Levels
The following represents the total survey sample based on a confidence level of 95%. The survey was conducted as a stratified random sample of the seven former area municipalities that make up the City of Greater Sudbury.

<table>
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<tr>
<th>Geographic Area</th>
<th>Number of surveys conducted</th>
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<tr>
<td>Capreol</td>
<td>12</td>
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<tr>
<td>Nickel Centre</td>
<td>43</td>
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<tr>
<td>Onaping Falls</td>
<td>17</td>
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<tr>
<td>Rayside Balfour</td>
<td>57</td>
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<tr>
<td>Sudbury</td>
<td>333</td>
</tr>
<tr>
<td>Valley East</td>
<td>99</td>
</tr>
<tr>
<td>Walden</td>
<td>42</td>
</tr>
<tr>
<td>Total</td>
<td>603</td>
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</table>

The level of confidence for a survey of this nature is better than +/-4% nineteen times out of twenty (95% Level of Confidence)

Survey Method
A stratified random sample of the City was conducted by telephone and a total of 603 responses were achieved.

The survey was implemented using computer-assisted randomizing techniques and tabulation methods. No pre-imposed demographic quotas were set, as the survey method used ensures a representative sample of the general population.

Survey Timeline
The surveys were conducted between January 16th, 2012 and January 27th, 2012.
Executive Summary
When asked if respondents had ever been to Market Square, 84% suggested they had.

Of the 84% who suggested they had been to Market Square, 50% suggested they go “a few times per year” and 36% said “a few times per month”.

Of the 84% of respondents who suggested they had been to Market Square, 63% stated they spend between “$1 to $20” and 30% said “21 to $50”.

Question 4 asked all respondents to consider which of the listed factors influence or does not influence their decision to attend Market Square. 95% of respondents suggested the “fresh produce/Food” had an influence on their decision to go to the market, and 94% suggested the “locally grown produce/food” had an influence on their decision to go to the market. Conversely, 87% of respondents stated that the fact that the market is “accessible by public transit” does not influence their decision to go to the market, and 87% suggested “knowing the vendors” does not influence their decision to go to the market.

When asked if respondents had ever been to any other City’s Market, 29% suggested they had. Respondents were also asked to include the name of the City whose market they went to. The most frequently reported City was Ottawa, Ontario (23%).

96% of respondents “strongly”/“somewhat agreed” that the City should ensure that the new market provides Fresh produce/food. 95% of respondents “strongly”/“somewhat agreed” that the City should ensure that the new market provides Local produce/food.

It is interesting to note that 92% of respondents “strongly” or “somewhat agreed” that the City should ensure that the new market provides adequate parking, however when asked what influences their decision to frequent the market, only 40% suggested availability of parking had an influence.

87% of respondents suggested they travel to the market by automobile all the time.

When provided with 3 options for days of operation, 60% of respondents suggested they would like the market to be open “Thursday through Sunday”. The next most frequently reported response was “Only Weekends” (27%).

Respondents noted that “more local vendors” (96%) and “priority to local vendors” (92%) were two issues that were “somewhat” and “very important” for the City to consider when establishing the new market. When respondents were asked how important it would be that the market is “managed by the City of Greater Sudbury”, 34% suggested it was “not very”/“not at all important”. The two questions relating to management of the market (by the City and/or by an association) also garnered the highest lack of response with 22% stating “don’t know/no response” for each.

When asked what alternative uses would be appropriate for non-market days if the Market facility had a multi-use component, 67% of responses suggested Rental opportunities would be most appropriate.

When respondents were asked, “what is the major issue facing the market?” 72% of responses suggested location and dealing with the market move is the major issue at the moment.

Survey Results
The survey began by asking respondents if they had ever been to Market Square. Each question was written with the intent that all respondents could provide meaningful input to the survey whether they were frequent users of the market or not. The goal of the survey was to determine what the current perception of Market Square was and what changes would be most important to respondents. For each question, respondents were asked if they had any additional comments or suggestions regarding the topic in order to gain further insight into the thoughts and wishes of the respondents.
Figure 1.0 shows that a majority of respondents (84%) suggested they had indeed been to Market Square. Of the 84% who suggested they had been to Market Square, they were then asked to indicate how often they frequent the market. Figure 2.0 shows that a majority of these respondents indicate they attend either a “few times per month”, or a “few times per year.”

Once again, of the 84% of respondents who suggested they have been to Market Square, they were then asked to indicate on average, how much they might spent per visit at the market. Figure 3.0 shows that 93% of these respondents suggest they spent $50 or less per visit.
Question 4 was directed to all respondents. They were asked to indicate which of the factors listed, influenced their decision to attend the market or not. Responses are shown in descending order by percentage of respondents who suggested they attended Market Square because of these factors. “Fresh produce” (95%) and “Locally Grown Produce” (94%) were the 2 most frequently noted reasons for attending Market Square.
Question 5 asked respondents if they had ever been to another City’s market. Just fewer than 30% of respondents suggested they had with 71% suggesting they had not. Table 5.0 below provides a list of the City’s Markets respondents indicated they had attended.

If respondents answered “yes” to question 5, they were asked to indicate which City’s Market they had visited.

A comprehensive list is found in Table 5.0 where Ottawa was noted most frequently by respondents (23%), followed by Toronto (16%) and Barrie (13%). A wide variety of other Cities and Towns were noted and are included in the list. In some cases areas outside of Canada were noted and those were collected as “United States. This question was very well received and well answered.
<table>
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<tr>
<th>Frequency</th>
<th>Percent</th>
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<td>23%</td>
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<td>30</td>
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<td>13%</td>
<td>Barrie</td>
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<tr>
<td>1</td>
<td>1%</td>
<td>Orillia</td>
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The next few questions dealt specifically with the new plan for the market and what respondents feel is most important for its development. Question 6 asked respondents to rate their level of agreement with each of the following statements using a range of Strongly Disagree to Strongly Agree.

The twelve statements are analyzed in the graphs below from Figure 6.1 through 6.12. As indicated, for the most part, respondents “strongly or somewhat agree” that the City should ensure that the market provide each of the following.
Figure 6.1 “Provides Fresh Produce” (96%) and Figure 6.2 “Provides Locally Grown Produce” (95%) show the highest rates of agreement of all twelve statements. Figure 6.3 “Provides Organic Produce” (65%) and Figure 6.4 “Provides Arts, Crafts and Collectibles” (69%) report the lowest rates of agreement of all twelve statements. It is interesting to note that “organic produce” (18%) garnered the highest rates of “disagreement” of all statements and “arts, crafts and collectibles” (16%) showed the highest neutral response of all statements.

Throughout the survey similar concepts are addressed in different ways. Figure 6.8 asked respondents to consider if the City should ensure that the new market has adequate parking. 91% of respondents agreed with this statement, however in question 4 only 40% of respondents suggested Parking had an influence on their decision to use the market.
Figure 6.7 through 6.12 show that respondents agreed that the City should ensure that each of the following indicators be considered when relocating the new Market Square. These six statements show slightly less “strong” agreement than “Fresh Produce” and “Local Produce”; however they still indicate a significant majority of respondents “somewhat or strongly agree”.

Figure 6.7
The City Should Ensure That The New Market: Be Accessible by Public Transit

Figure 6.8
The City Should Ensure That The New Market: Be Visible to High Traffic and Public Areas

Figure 6.9
The City Should Ensure That The New Market: In housed in a Permanent Building

Figure 6.10
The City Should Ensure That The New Market: Provide Indoor Vendor Stalls