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ADVANCE SHEETS
WISCONSIN STATE BOARD OF PUBLIC
AFFAIRS

REPORT UPON CO-OPERATION
AND MARKETING

Part III
Municipal Markets

JOHN F. SINCLAIR
CLARK HALLAM



MADISON
DEMOCRAT PRINTING COMPANY, STATE PRINTER
1912

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PREFACE

For the material contained in this report, we are indebted to many. We wish to take this opportunity of expressing our gratitude to all who have so generously coöperated with us and especially to the city clerks and mayors of the various cities.

The information relating to the public markets of Europe was obtained from the Consular Reports; that relating to the markets of the United States, Canada and Australia, through private correspondence.

Through the courtesy of Mr. W. E. Jillson of the Wisconsin Library School, we are enabled to append an exhaustive bibliography for the benefit of those who may wish to pursue this study further.

JOHN F. SINCLAIR.
CLARK HALLAM.



MUNICIPAL MARKETS

INTRODUCTION

The question of municipal public markets has recently been brought to the attention of the public as a possible aid in reducing the high cost of living. This study was undertaken to ascertain, if possible, to what extent public markets may aid in bringing about this desirable result.

It was soon discovered that practically no information had heretofore been compiled on this subject, making it necessary to obtain our material from city officials by private correspondence. This necessarily implies that our data are in no wise exhaustive and their chief value doubtless lies in the fact that they will serve as a starting point for a more thorough investigation. The incompleteness of the data obviously precludes any definite conclusions or recommendations.

We are indebted to Mr. Ford H. MacGregor for the following table which shows what has been done in the way of municipal public markets in Wisconsin.

Location.	Population, 1910	Does city main- tain public market?	Who is in charge of market?	If not—did city ever have private market?	If not—did city ever own one?	Remarks.
Antigo.....	7,196	.....	.....	.....	.....	.....
Appleton.....	16,773	Yes.....	Council.....	.....	.....	Stock, wood and hay market.
Ashland.....	11,594	Yes.....	Weighmaster.....	.....	.....	.....
Berlin.....	4,636	.....	.....	.....	.....	Has a market plan since platted.
Beloit.....	15,125	.....	.....	.....	.....	.....
Baraboo.....	6,324	.....	.....	.....	.....	.....
Chippewa Falls..	8,893	.....	.....	.....	.....	City council sets aside blocks on side street for any desiring to make use of it—no attendant.
Columbus.....	2,553	.....	.....	.....	.....	.....
Delavan.....	2,456	.....	.....	.....	.....	.....
DePere.....	4,477	.....	.....	.....	.....	.....
Eau Claire.....	18,310	.....	.....	.....	.....	Has lot and team shed—no one in charge.
Edgerton.....	2,515	.....	.....	.....	.....	.....
Ft. Atkinson.....	3,877	.....	.....	.....	.....	.....
Fond du Lac.....	18,797	.....	.....	.....	.....	Agitation recently.
Grand Rapids....	6,521	Yes.....	Street Commis- sion.....	.....	.....	.....
Green Bay.....	25,236	Yes..	.....	.....	.....	Hay market.
Hudson.....	2,810	.....	.....	.....	.....	.....
Janesville.....	13,894	.....	.....	.....	.....	.....
Jefferson.....	2,582	.....	.....	.....	.....	.....

Kaukauna.....	4,717	.....	.....	.....	.....
Kenosha.....	21,371	.....	.....	.....	.....
La Crosse.....	30,417	Yes.....	Weighmaster...	.....	.....
Lancaster.....	2,329	.....	.....	.....	.....
Madison.....	25,531	Yes.....	Marketmaster..	.....	.....
Manitowoc.....	13,027	.....	.....	.....	.....
Marinette.....	14,610	.....	.....	.....	.....
Marshfield.....	5,783	.....	.....	.....	.....
Mineral Point...	3,252	.....	.....	.....	.....
Milwaukee.....	378,857	Yes.....	.....	.....	.....
Menomonie.....	5,036	.....	.....	.....	.....
Menasha.....	6,051	.....	.....	.....	.....
Monroe.. . . .	4,410	.....	.....	.....	.....
Neenah.....	5,734	.....	.....	.....	.....
Neillsville.....	1,957	.....	.....	.....	.....
New London.....	3,100	.....	.....	.....	.....
Oconomowoc.....	3,054	.....	.....	.....	.....
Oconto.....	5,829	.....	.....	.....	.....
Oshkosh.....	33,062	.....	.....	Yes.....	.....
Plymouth.....	3,094	.....	.....	.....	.....
Platteville.....	4,452	.....	.....	.....	.....
Port Washington.	3,792	.....	.....	.....	.....

Eight years ago a private auctioneer held a monthly stock market.

Placed in very bad location; little business done.

Question of public market has been agitated.

Commercial club conducted a special sales market day in 1910.

Inadequate.

A street set aside for sale of wood, cattle, etc., known as fair day.

A market square but not in use.

Location.	Population.	Does city maintain public market?	Who is in charge of market?	If not—did city ever have private market?	If not—did city ever own one?	Remarks.
Racine	38,002					
Reedsburg	2,615					
Rhineland	5,637			Yes.....		
Ripon	3,739					
So. Milwaukee	6,002					At one time an association conducted stock market.
Sheboygan	26,398	Yes.....				
Sparta	3,937	Yes.....	Weighmaster.....			Market for hay and meats on the street.
Sturgeon Bay	4,262					
Stevens Point.....	8,612					
Stoughton.....	4,761					
Superior.....	40,384					Produce disposed of on public square. For hitching purposes only.
Two Rivers.....	4,850					
Wausau.....	16,560					
Waukesha.....	8,740					
Watertown.....	8,829					
Whitewater.....	3,224					
Wauwatosa	3,346					
Total.....	944,615	9		1		

There is at present considerable agitation for municipal public markets in Milwaukee, La Crosse and Fond du Lac.

CHAPTER I

EUROPEAN CITIES

***Amsterdam (558,000).**

There are several produce markets in the city, only three of which are covered. These covered markets are for eggs and fish. Space in these markets is rented by the city and the renters erect temporary booths of their own. The aim of the city administration is to place space rental at a figure which will just cover expenses. This price has often been so low that a deficit occurs. Any surplus accruing is put back into the markets and used for repairs and improvements. Some of these markets are open every day in the week except Sunday, others are open only on certain days. Amsterdam has seen the effect of high transportation charges on food prices and as a consequence have brought in much of its produce in barges.

***Antwerp (292,000).**

Antwerp has twenty-one markets, nineteen in open squares, and two enclosed in buildings. They are open mornings, only, and some are not open every day. There are two classes: (1) General for provisions. (2) Special for certain products and merchandise. At the general markets, all sorts of things are sold, including many articles of merchandise. The sale of produce is conducted by the producer, but merchandise is sold by dealers. Those selling or bringing produce to the market are not allowed to sell elsewhere. Individuals bid for the stalls of an entire market place, subletting to marketmen, but the successful bidder is not allowed to extort prices nor to speculate on the subletting. Because of the cheap rents, the prices of merchandise and produce is less than in the shops of the city.

* Department of Commerce and Labor. *Special Consular Reports.* Volume XLII, page 49.

* *Ibid*, page 13.

***Belfast (349,000).**

St. George's market is enclosed in a brick building and is for meats, although on Friday, dairy products and fish are sold. Fruit is sold in an adjoining street. General farm produce is sold in an open square on Friday. There is also a cattle market held on three days of the week.

***Berlin (2,064,000).**

Germany has adopted the policy of bringing the food supply under official oversight, both for the benefit of the public and for the revenue to be derived. In accordance with this, they are establishing a system of municipal markets. Berlin has fourteen market halls located in convenient places. There are three classes of markets; (1) those dealing in raw products of nature; (2) those dealing in manufactured farm products; (3) those dealing in fresh foods and common household articles.

The sales in those markets are made by producers, retailers and city sales commissioners. These city sales commissioners are bonded city officials who are forbidden to be in any way interested in the trade, but instead get a percentage on the sales made. Their purpose is to receive wares shipped in by outside dealers and producers; to sell them to local dealers and consumers at published and steady prices; and to exercise a steadying influence on the market by competition with the local wholesalers and by publishing price reports, although they handle only about one-fifth of the business.

Some of the halls have refrigerating plants. Sanitary regulations are strict, and the ventilation systems are good. The stalls are usually rented by the month. At one time competition between the market and peddlers became so strong that a law was passed forbidding the peddlers near the markets and restricting peddling in other places. Many of the suburbs have weekly markets in the open. The largest of the market halls is the Central Hall, where both wholesale and retail business is done. The market is a source of revenue to the city, the receipts are paying off the debt incurred in its construction. It is in charge of a deputation in the city council.

* Ibid, page 80.

* Ibid, page 37. See also Albert Shaw "*Municipal Government in Continental Europe*", pp. 364 to 366.

The Berlin market prevents extortion, and secures protection against unwholesome food.

The problem of the food supply in the centers of population is a serious one in Germany and the municipal market plan is increasing in favor as a solution.

***Birkenhead, England.**

This city completed in 1909 a new market building to house the market which has been held in the open square. It cost \$115,000 and places 2,500 square feet under cover.

***Birmingham, England (522,000).**

This city has six markets housed in buildings, a street market for flowers, a retail market, a wholesale market, a fish market, a meat market, a cattle market, and a general market. All of these markets have excellent facilities, are well administered and are a source of income to the city. The regulations are strict. No private markets are allowed.

***Kidderminster.**

In 1871, a cattle market and a market for vegetables were built in Kidderminster. The sales are at auction. The cattle market is held bi-weekly and the vegetable market weekly.

In 1908 the investment amounted to \$25,000 and the net profits to \$1,200. The benefits of the market consist in the receipts, the facilities for the sale of cattle, sheep and farm produce, the cheap prices to consumers, and the trade of the farmers.

***Redditch.**

A market is held in the open air along the principal street in Redditch every Saturday at 10:30 A. M. The city requires a food inspection. The benefits derived are a good supply of fresh fruits and vegetables, competition with shopkeepers, lower prices, and the means of disposal it offers to producers.

* *Ibid*, page 61. See also *Municipal Journal and Engineer*, Sept. 29, 1909.

* *Ibid*, page 54.

* *Ibid*, page 56.

* *Ibid*, page 59.

***Wolverhampton.**

The city has three markets, one general is held daily in a market hall, a wholesale market held two days a week; a cattle and hog market held once a week. The total expenditure in buildings is \$235,092. In 1908 the net profits to the city were \$19,000.

***Bordeaux (252,000).**

Bordeaux has seven covered markets comprising two classes. In two markets, the producers sell direct to the consumers; in five markets, the business is wholesale, conducted by retailers and middlemen. All the markets are owned and controlled by the city. They are open only in the mornings. The Place des Capucines is the most important. It is in the first class and deals especially in garden produce from the surrounding country. It is a great covered place, where the dealers erect their own stalls. The Marche des Douven and the Marche des Grandes Hommes are very important. Besides these, there are many open-air markets that are important.

***Brussels (612,000).**

Brussels has four market buildings where the space is auctioned off. Commodities are sold by producer and retailer and prices are regulated by supply and demand.

***St. Giles.**

This city has a private covered market and a public open market. In the latter the selling is by producer and dealer; prices are regulated by supply and demand; and the sanitary supervision is strict.

***Buda Pest (732,000).**

Buda Pest has a system of markets consisting of a central wholesale market and six retail markets, all under municipal control. A large variety of merchandise other than foods is sold on the market. A small fee is charged for the stalls, which are reserved for marketmen and producers. There is also space

* *Ibid*, page 59.

* *Ibid*, page 17.

* *Ibid*, page 14.

* *Ibid*, page 7.

for wagons which pay ten cents a day. Sanitary regulations are strict and the market is clean and orderly. The market commission publishes daily bulletins of wholesale prices and weekly bulletins of retail prices. The annual net profit to the city is about \$100,000.

***Cologne (511,000).**

Prior to 1899, Cologne had only street markets, some of these being still in operation and doing a good business, three are maintained by gardeners. In 1899 the city built modern central market buildings to house the increasing sale of fruits and vegetables. One-half of this is used by wholesalers in foreign fruits and vegetables and the rest is devoted to general trade in foods. Tuesday and Friday are special days when the growers bring in their produce. On these days the market is greatly overcrowded. As a general thing, however, the market is not a great success because of its location and the high prices charged. The market is an advantage to the retailer as it brings him into contact with the producer; but it is of little benefit to the consumer as it is too far from the center of population. Many small dealers supply the consumer. Prices on the market are not less than the retail prices so there is no object to the consumer in buying on the market. The receipts pay only three per cent on the investment.

***Dublin (291,000).**

Dublin has four markets.

A food market where fish, game, fruit and vegetables are sold, bringing to the city a yearly profit of \$13,500; Iveagh market for fish, old clothes, fruit and vegetables, where the city loses \$6,000 yearly; and a hay and a cattle market which are more profitable to the city.

***Edinburgh (317,000).**

This city has four markets:

(1) A market for fruit and vegetables. Produce is sold in a building from carts and stands of growers or those handling

* *Ibid.*, page 45.

* *Ibid.*, page 80.

* *Ibid.*, page 81.

produce from the railroads. Stands are allotted by the sellers themselves. It is a source of profit to the city.

(2) A grain market is held once a week. Sales are by means of samples exposed by farmers or their agents. A record of sales is kept and published.

(3) A wholesale market for poultry and dairy produce was formerly very important but has now declined.

(4) A cattle market, held twice a week, does much business and is a source of profit to the city.

New buildings for the cattle and grain markets are planned outside of the congested districts.

***Frankfurt (414,000).**

The Frankfurt market is under strict city supervision. Articles are not sold from wagons, but from leased stalls. An open market near the central market is used two days a week. There are also street markets at other places.

***Glasgow (736,000).**

Glasgow has no retail markets but has five wholesale markets, one each for fish, old clothes, cattle, meat, and fruit and produce. These markets are located where most convenient. Sales are daily and at auction.

The buildings, accommodations and management are good, and the markets are a source of revenue to the city.

***Hamburg (936,000).**

Hamburg conducts a fish market in a large market hall. This is one of the most important fish markets in Germany and fish are brought here from all over Europe. All sales are at auction. The auctioneers get a percentage on all sales made and pay a certain share over to the government. The purchasers are mostly wholesale fish dealers who sell to mongers, retailers or to private persons. There are two squares used for general produce markets. About one-half of the produce sold here is brought by the producer and the rest consists of imported sup-

* *Ibid.*, page 43.

* *Ibid.*, page 86. See also Albert Shaw, *Municipal Government in Great Britain*, pp. 33 to 50.

* *Ibid.*, page 45.

plies sold on commission. There are no stalls, but the space is leased. It is centrally located and is held every day, though Monday, Wednesday and Saturday are the big days. The facilities are inadequate and a new building is planned.

***Havre (130,000).**

A large retail market occupies a whole square in the center of the city. Hucksters and dealers in dry goods occupy the sidewalks adjacent to the building. Besides this, there are twelve markets scattered over the city, seven are general, one is for fish, one is for flowers, two for secondhand clothing and two for cattle.

The fish market is popular, the dealers finding it convenient and profitable. The fish are auctioned off by city officials. All that are not sold at the market must pay duty. The flower market is important, the sale of flowers being concentrated there by the regulation that, on other markets, flowers can be sold only by the growers.

A large volume of business is done at the wholesale markets. There is a minimum to the amount that can be sold there. Rents are moderate, but the balance of receipts over expenditures yields a handsome profit to the city. The retail markets are open.

***Liverpool (760,000).**

The city owns six markets, costing in all \$1,243,000. Selling is by producer to consumer. The shops are let by tender as they become vacant. The fish and cattle markets are particularly important. Farmers come to the markets from a radius of fifteen miles. In 1907 the net profits of the markets to the city were \$51,398.

Dirkenhead has a market in which the selling is by producer or by market dealers selling directly on commission. Chester has a market building, to which produce is brought by the producers sold there by them from carts and vehicles. St. Helena has two general market buildings, one for drapers and grocers and one for drapers, fruiterers, butchers. Produce is

* *Ibid.*, page 21.

* *Ibid.*, page 60.

brought and sold by the growers. Selling is both wholesale and retail. Wrexham has special markets for special products where sales are conducted at auction. Produce is brought by farmers, gardeners, and dairymen.

***London (7,253,000).**

The largest city in the world has no retail municipal markets. Although there are many municipal and private markets, they are entirely wholesale where the producer or the importers sell to the retailers. The policy of the city has always been to encourage the establishment of markets. There are now nine great city markets and thirteen private markets, and in addition there are a few unauthorized markets maintained by custom on the streets by the costermongers.

City Markets:

(1) The Metropolitan market for cattle is the center for all England. Supplies come from all over the country and are sent from here to all parts of England. The total cost is \$2,464,-813.

(2) The Deptford market is for foreign cattle and is held on Mondays and Tuesdays. Cattle are shipped to commission men who sell by private contracts on commission, to retailers and wholesale butchers. Cattle are also slaughtered there.

(3) The London Central markets were built in 1868 and cost in all \$8,633,000.

At the meat and poultry markets, the dealers are commission men and butchers. Supplies come there from all over the world and the market provides the city and surrounding places. The market is open daily and trade is increasing. Although the business is chiefly wholesale, some retail buying is done on Saturdays by working people. The fish market, which is a group of 28 shops, and the vegetable and fruit markets are little used; but in the aggregate, the business of the markets is enormous.

(4) The Leadenhall market is a group of shops having a retail trade in meats, fruits and vegetables.

(5) Billingsgate market is for all kinds of sea food. Fish is brought from the North Sea by land and by water, those transported by water are sold by the fish carrying companies at auc-

* *Ibid*, page 64.

tion; those brought by rail are sold at auction by commission men and by private sale. Supplies come from all the coasts of North Europe and are sent to all England and to Paris. The volume of business is great, although the accommodations are insufficient. The rents for space are from \$1500 to \$2000 a year.

(6) The Smithfield Haymarket is a wholesale market, held in an open street, where sales are conducted by commission men. It supplies a very metropolitan area, although most of this business is done at the railway terminals.

***Lyons (472,000).**

Lyons has a large centrally located market building, built by private capital but later bought by the city. All kinds of produce are sold. The auctions are a special feature. These are held twice a day and produce is sold in wholesale lots. All stuff auctioned must come from out of the city in order to protect the marketmen from the retailers' surplus. Overstocks are brought from all over France to be auctioned here. The auction privilege is sold by the city to a private individual called "factor." Two per cent of all auction sales goes to the city. The auctions are largely patronized by small dealers, market women, and poor people who often combine and buy.

This market is a great food center and does much good by reducing prices and sharpening competition. The price paid by the retailers is made public and extortionate prices thus exposed.

There are seventeen general markets, held on public squares scattered over the city or at the quays. These consist largely of booths kept by women. They are held only in the early morning. There is also the Marche Forain, a bazaar where only small manufactured articles are sold. This is very useful to the poor.

***Manchester (607,000).**

Manchester has twelve separate markets which are centers of distribution for a wide area. The markets are wholesale and retail. The fruit and vegetable markets are important. Cold storage facilities are provided.

* *Ibid*, page 26.

* *Ibid*, p. 77. See also Albert Shaw, "Municipal Government in Great Britain," p. 156.

***Marseilles (517,000).**

Marseilles has many markets, none of which are of much importance except the three fish markets. These markets are leased to the highest bidder and run privately but under city regulation, the lessee being forbidden to trade himself. The sales are at auction and mostly wholesale. All sales are for cash and daily reports are made of all transactions.

There are many open spaces around the city where marketing is permitted, but in the better quarters trading is mostly at shops. There are general markets in the poorer quarters where the markets are conducted on certain mornings. Space is rented and the sellers are mostly women who buy from the growers in a space set aside near the central market. They provide their own equipment which consists generally of a seat, a small stove and an umbrella. Produce is brought into the market by farmers.

***Paris (2,847,000).**

The market system of Paris is the best and most extensive in the world. It consists of a central wholesale depot and many smaller retail markets located at convenient points around the city. The Halles Centrale is the center, and consists of ten buildings covering twenty-two acres, all under one roof. Three pavilions and three half pavilions are devoted to wholesale trade and the rest to retail. Fruit and vegetables are sold outside. Produce is shipped here from all parts of the country and sold at wholesale, at auction or by private sale, to retailers and market men in the other smaller markets, or to consumers buying in large lots. Sales are conducted by licensed commission men, appointed by the police, who receive a commission fixed by law.

Stalls on the market are rented, the rents varying with location and kind of produce. Sanitary regulations are strict, and there is a careful inspection of foods, weights and measures. Cold storage is provided on payment of a slight fee. The market is under the general supervision of the Paris police. Thus organized and administered, the central market provides a central

* *Ibid.*, page 29.

* *Ibid.*, page 34. See also *Municipal Journal & Engineer*, Oct. 23, 1907.

entrepot and open market wherein various supplies may be received, inspected, weighed, and sold to retailers and consumers, under official supervision so constant and efficient as to preclude the sale of unwholesome food products, and prevent extortion and trickery which might otherwise unduly enhance the price of food."

The secondary retail markets are located at convenient points over the city. The popularity of these has declined in recent years due to the increase and enterprise of retail stores which are more convenient for the individual consumer. These markets are gradually losing importance and parts are now rented for other things.

***Prague (600,000).**

The Prague market consists of a building erected 1897, in which meats are sold, and the adjacent streets where fruits, vegetables, cloth, flowers, etc., are sold. Although the market is held daily there are special days for certain products. Tuesday and Thursday are the big days for vegetables and Saturday for dairy products. All food is inspected and a refrigerating plant is provided. Space in the building and on the streets is rented at low rates. There is no attempt on the part of the city to control prices, but the same general scale prevails at all stands.

***Rotterdam (370,000).**

Rotterdam has an important cattle market in the center of the city, a daily fish market where auctions are held, two vegetable markets under sheds and a "green market" in the center of the city where fruits and vegetables are sold to the lower classes. In addition, auctions are held daily at sunrise at five places in the open street. These are patronized chiefly by the lower classes.

***Vienna (2,004,000).**

This city has seven market buildings and 40 open-air market places, all under the control of a commission appointed by the city council. The aldermen decide on what space is to be used

* *Ibid.*, page 9.

* *Ibid.*, page 52.

* *Ibid.*, page 10.

for a market and what shall be sold in each. At most, provisions and farm products are sold, but there are certain markets open on special days for special products. The regulations are strict. All food is inspected and weights and measures must be accurate. Violation of market rules may be punished by imprisonment. The sellers are producers or dealers. Stands are assigned according to priority of application and fees are charged. In 1906 the receipts were \$382,508 and the expenses \$321,412.

CHAPTER II

CANADIAN MARKETS.

***Hamilton, Ontario.**

The city operates a centrally located market covering about 100,000 square feet; the surrounding streets add an equal amount. The city has invested \$75,000 in suitable buildings which include a market hall, a butcher's pavilion, and a butter and egg hall.

The business of the market has grown until this space is not large enough to accommodate buyers and sellers at certain seasons. The fees are ten cents for a team, five cents for a single horse, and two cents for a basket. The sellers are farmers, gardeners, fruit growers, wholesale and retail butchers and the general public are the purchasers. Commission men and peddlers are not allowed on the market. Meats, all farm and garden produce (except grain) are generally lower in price than outside. The market regulates food prices for the whole city. In 1910, the amount collected from fees was \$7,030.50; 1911, \$7,279.60.

***Montreal (480,000).**

Montreal has markets for meat, fruit, vegetables, fish and hay and cattle.

The most extensive is the Bonsecours market in the center of the city, near to the market.

Letter from J. E. A. Biron, superintendent of markets, boats, and the Canadian Pacific Railway freight yards and passenger depots. There are booths on the inside and around the outside and carts against the sidewalk. The business is enormous. All kinds of foods are sold, fresher and better than in other places,

* Letter from City Clerk, March 25, 1912.

* Interview with Mr. C. R. Lomer.

although the prices are not much lower. The sellers are producers who rent stalls by the year, no peddlers are allowed. In addition to foods, many small articles of merchandise such as cloth, baskets, etc., are sold. The market is open every day, but Friday is the big day. Prices are regulated by supply and demand. The business is mostly retail, the buyers being the poorer classes who buy for a week's supply at a time, but there is some wholesale selling to hotel men and grocers. Most of the business is transacted outside the building, only meats being sold inside. The market is not generally patronized by all classes because of its inconvenient location. The population has grown away from it.

The other markets cost the city sums varying from \$50,000 to \$75,000. In 1911 the receipts were: Bonsecours, \$40,638; St. Lawrence \$9,927; St. Antoine \$8,368; St. Jean Baptiste \$4,385; St. James \$3,239. The two cattle markets have yielded respectively \$20,662 and \$17,325. In 1900 the total value of the market property was \$608,700.

CHAPTER III

MARKETS IN UNITED STATES

***Albany, N. Y. (100,000).**

This city has a large market building located in the business district. Both wholesale and retail business is done. Produce is sold from wagons and stalls, no charge being made to producers. Part of the market is leased to dealers at auction.

***Altoona, Pa. (52,000).**

A private market is now operated by the Altoona Market Company with a capital of \$60,000. It consists of two two-story buildings, well located, and equipped with tables for exhibiting produce, for which one dollar per month is charged with a special charge of twenty-five cents for every time the table is occupied. The company reports that they find cheaper produce as a result of their market, and a better line from which to select.

***Baltimore (558,000).**

In the center of a district rich in products of the soil and of the sea, Baltimore has developed markets which are said to be the finest in the United States. There are eleven markets in all, the most important of which is the Lexington market. This market accommodates 600 teams and has 1200 booths. It is a general market for all kinds of produce and is very popular. Fifty thousand people sometimes visit the market during a single day. The accommodations are not up-to-date, no rest rooms being provided, no stables, and the surrounding streets and allies are not wide enough to give easy access.

* Letter of Apr. 4, 1912, from city superintendent of markets. Also *Municipal Journal and Engineer*, Apr. 1, 1908.

* Letter Mar. 27, 1912, secretary of Altoona Markets.

* Letter April 10, 1912, from J. F. Thrift, city comptroller, Chautauqua, Vol. 24, p. 332. *Municipal Journal and Engineer*, Oct. 23, 1907.

As important as the markets are, there is no particular system to their management and they are not well regulated. Although the different markets were intended to be in the centers of population, they are not so located at present and the markets have not kept pace with the growth of the city. When the city first constructed the buildings, the stalls were sold and only a rental fee was received. To-day, however, the owners often sublet them at a high rate. No adequate provision is made for the producer.

The different markets in the city are not all open every day, but Saturday is, however, the big day at all the markets. The people seem to have developed the market habit and in spite of the poor regulation, prices are lower and quality better there than outside.

The city operates the markets for revenue and a good profit is derived. It is planned to improve the markets and to revise the scale of charges in order to obtain more revenue.

***Boston (671,000).**

Boston has two large and important markets and five small and unimportant ones. Faneuil Hall market, in the lower part of Faneuil Hall building, contains 32 stalls and eleven basements and gives an annual income of \$27,000 to the city. Across the street from Faneuil Hall market is Quincy market with 132 stalls and 44 basements, yielding an income of \$104,964.

In the buildings, meats, produce, fruit, etc., of wide variety and best quality are sold at wholesale and retail. Nevertheless prices are not enough lower in these markets to make it pay the housewives to patronize them very generally. High rents, a system of granting long leases to renters of stalls, and a combination of market men who maintain a standard of prices, have made the markets less popular to-day than formerly. The markets are far from the residence centers, and the distance, the facilities and accommodations offered by the retail stores, deliveries, and convenience of the telephone have taken away a large part of the trade formerly transacted at the market. To a certain

* Letters from George N. McKay, city superintendent of markets, Mar. 4, 1912, and H. E. Sleeper of the Boston Fruit and Produce Exchange, Mar. 20, 1912, *Municipal Journal and Engineer*, Oct. 23, 1907, Apr. 1, 1908. *Chautauqua*, Vol. 24, p. 32. *New England Magazine*, Vol. 27, p. 450.

extent lessees of stalls on the markets take orders over the telephone and make deliveries.

An inspection of the foods is made for sanitary purposes, but no attempt is made on the part of the city to standardize prices or gather data. Although this market can scarcely be called a consumers' market, it is a great trading center for the city, does a great volume of business, and is one of the most important markets in the United States.

***Buffalo, N. Y. (424,000).**

Buffalo has four markets; each of which takes up an entire block. An open space is reserved for farmers, who are allotted six feet of space. They are charged fifteen cents a day for single horses and 25 cents for teams. The space is held for the farmer until seven o'clock a. m.; after which time it is rented to the hucksters. Booth and stall holders take out a yearly lease, payable quarterly in advance. Rents are fixed by the board of aldermen through the market committee.

The markets open at 5:30 a. m. and close at 2:30 p. m. The resources of the market for 1911 were \$62,000 and the expenditures were \$18,000. As a whole the markets are a great convenience to the public for they furnish a better supply and grade of goods than can be obtained at the store or grocery. The chief advantages are freshness and the larger assortment. Generally the farmer learns the price of products before he reaches the market. The public is always ready to buy at a higher price from a farmer than from a huckster, with the result that the farmer gets more for his goods. The markets are generally considered a success by the city, and new buildings are planned.

***Canton, Ohio (50,000).**

Canton has a public market, owned and controlled by the city. Stalls are sold at auction at from \$75 to \$140 a year. The income is about \$3000 per annum.

* Letter Apr. 10, 1912, from J. C. Bergman, city superintendent of markets. Also *Municipal Journal and Engineer*, May 1, 1908 and May 4, 1910.

* Letter from B. F. Faust, city clerk.

***Charleston, S. C. (59,000).**

In 1830 public markets were established one in the upper part and one in the lower part of the city. The upper part was discontinued some thirty years ago. The present market (the lower market) which was established in 1830, occupies a strip of land about three blocks long. It has 112 stalls, sixty for vegetables, ten for fish, and five for beef. There are three buildings, a fish house, a scale house, and a house for weights and measures.

There are about 30 green grocers scattered over the city but the market is self-supporting in spite of this opposition. These grocers pay a license of \$75 a year.

***Chicago, Ill. (2,185,000).**

Though Chicago is one of the greatest food centers in the world, it offers nothing in the way of a city market place. On South Water street farmers and growers bring their produce daily and sell at wholesale to commission men, wholesalers, retailers, hotel men, etc; but it is in no sense a municipal market, but merely a trading center where wholesalers are accustomed to gather.

***Cincinnati, Ohio (364,000).**

The city has four markets, located in various parts of the city on public squares. In some the market is held Tuesday, Thursday and Saturday; in others on Monday Wednesday, Friday and Saturday.

The markets are very popular with the citizens. The objection to them is that they block thoroughfares and it is difficult to keep the streets clean.

***Cleveland (561,000).**

Cleveland, the pioneer in many lines of municipal activity, also presents a splendid example of the possibilities of a well managed and regulated system. The city has four markets:

* Letter from R. G. O'Neale, city clerk; *Municipal Journal and Engineer*, May 4, 1910.

* Letter from F. A. Eastman, city statistician, March 2, 1912. Advertisement of *Chicago Bulletin of American Municipalities*, March, 1908.

* Letter of April 8, 1912, from City Clerk.

* Letter of C. Kamp, City Market Clerk, March 13, 1912. *Municipal Journal and Engineer*, April 1, 1908 and November 27, 1907. *Report of Board of Public Service for 1908.*

(1) Central market; has 72 stalls all occupied and doing a successful business; there are also 29 butter stands, 24 grocery and twelve fish stands inside the market. Around the outside the 106 vegetable and fruit stands, which are in great demand. Business is largely retail.

(2) In the same locality is the growers market doing chiefly a wholesale business, covering four miles of space where 1032 farmers have permanent stands, and 500 more visit the market.

(3) The old West Side market has been well patronized for years. There are 26 meat men sixteen butter, twelve grocery men and eight fish sellers in the market, and 34 stands outside the market. Curb and grower's markets are also maintained. This market is to be replaced very shortly by one of the most modern markets in this country. It will be fire-proof and sanitary. A cold storage plant installed to prevent tainted and unwholesome meats, fruits and vegetables. In each stall will be scales owned by the city and established to insure honest weights. The city will also own the meat blocks and trucks which will be locked up at 8:30 a. m. in order to eliminate trucking during market hours. There will be stands for 98 meat and butter dealers. A shed in connection will accommodate 130 produce and fruit dealers.

(4) The market in the south end of the city is not well patronized because of its location, and because of the fact that a three-cent fare brings many of the patrons to the downtown shopping districts.

The sanitary regulations and inspection rules are strict and are rigidly enforced. The buildings are old, but the accommodations are good, except in the central market, where the aisles are too narrow to accommodate the vast throngs. Stalls are assigned by the Board of Public Service and rents vary with location. The growers pay a license of \$10 a year. In 1911 the receipts from the markets were \$41,058 and the expenditures were \$13,551.

The patrons come from all classes, the poorest and the most aristocratic. The volume of business is enormous and stands are in great demand.

Prices are regulated by supply and demand and are generally lower than outside the market. The quality of the foods is good due to efficient inspection.

There are many complaints against the market, mostly due to

weather conditions. Fruits and vegetables become frosted and the dealers sell them, either knowingly or unknowingly.

The retail dealers are hostile to the market although they themselves buy there from the growers in order to cut out the commission man. The lower rents, cash system, elimination of delivery and telephone expense and the better variety and quality of foods on the market make competition difficult for the retailers.

The advantages of the market to the city are great, the variety and quality of the food is better, and the influence on retail prices is beneficial. The commission house district is located on the grower's market, where business is mostly wholesale and the two assist each other.

The city is firmly committed to a policy of maintaining a market system.

***Columbus, Ohio.**

This city owns four market buildings in the central district and three in outlying districts. Stands and stalls are rented to dealers and the city derives a profit.

***Des Moines, Ia. (86,000).**

A public market was established in 1911. At first there were only a few wagons and no accommodations, the market was flooded with buyers and more wagons came, so that in a few weeks the park around the city hall was filled and the market spread over six city blocks. All classes of society came. Prices were lower, quality better and variety greater than in the stores. Nearly fifty gardeners came regularly.

The middlemen in the city fought the market vigorously both in its establishment and after it became a success, but the management has so far been able to withstand it. A market house is contemplated as a protection from the elements and the dirt of the street.

The market has been widely advertised by the city as a medium which has lowered the cost of living in Des Moines in order to attract manufactures and capital to the city. Its advan-

* Letter of S. A. Kinnear, Director of Public Service.

* *Woman's Home Companion*, Feb., 1912, *Pearson's Magazine* Nov., 1911, *Chicago Tribune*, July 29, 1911. Letter from Mayor Hanna, Apr., 1912.

tages in the way of a better market for producers and better food at lower prices to the consumer have been very evident. The following comparison of prices for the summer 1911 was obtained:

	Market	Stores
New potatoes, bushel.....	\$1.50—\$2.00	\$2.40—\$2.75
Apples, cooking.....	40c—50c	80c—\$1.00
Apples, eating.....	\$1.00	\$2.00—\$2.40
Tomatoes, 1 lb.....	7½c	15c, 2 for 25c
Sweet corn, dozen.....	15c—20c	20c—25c
Cucumbers, dozen.....	25c	60c
Eggs, dozen.....	16c	20c

***Dubuque, Ia. (38,000).**

A striking example of the utility of a market in a small city is the one at Dubuque. It is entirely an out-of-door market, being held on three sides of the city hall and on the adjoining streets. The farmers rent their space from the city and from the stores in front of which they back their wagons against the curb. The market originated seventy years ago and has always been under control of the city.

The market is held every day in the year, though Saturday is the biggest day and October the largest market month. Hundreds of farmers come in from the surrounding country with a variety of produce. Many stands are regularly occupied year after year by the same families, and there are many who come in occasionally. Their wagons are lined up along the curb for ten to fifteen blocks and the food is displayed in attractive form. As a class, the market men are honest and endeavor to hold permanent customers by selling good goods at fair prices.

Almost everything is sold directly at retail prices and supplies left over are sold at the close of the market to retail shippers at reduced prices. Probably not five per cent of the produce ever remains unsold at the close of the market, as the farmers soon learn from experience how much they can sell. Sales are for cash, and direct selling gives to the farmers a better price. The market has increased the demand for truck farms in the vicinity and land values have increased correspondingly.

* "Greater Dubuque," 1911. Letter Mar. 7, 1912, from J. H. Spencer.

As in Cleveland the people have formed the marketing habit and have learned how to buy carefully and economically, getting the best values for their money.

The Dubuque people are very proud of their market and are advertising it as a means of boosting their city.

The market master has general supervision, keeps the place clean, enforces regulations and inspects food weights and measures.

***Duluth, Minn. (78,000).**

This city has had for some years a public market where farmers are free to offer their produce for direct sale. In practice it has been sustained on Wednesdays and Saturdays for eight or ten weeks each year. It is a success in a limited way. Farmers complain that there is no money delivering all over town, and customers complain that the farmers want full retail prices for their goods without performing the retailer's delivery service. During the season of 1911 there was a large back-door trade, farmers peddling their produce, probably ten times as much of it as ever before, so that the grocers bought very gingerly and the wholesalers were even more cautious about laying in supplies.

***Erie, Pa. (67,000).**

Erie has two private markets which are divided into stalls. They do a good business and pay well. The city had a public street market which was held on the main street twice a week, but it was abolished in 1895.

***Houston, Tex. (79,000).**

Houston has developed a public market which is worthy of study. It is well located in the center of the business district and easily accessible to the people of the city. It occupies an entire city block in the center of which is the city hall, the first floor being used for the market. In the building are stalls which are rented. This is the third market building, two having been burned and immediately rebuilt. All varieties of produce, fruits

* Letter from J. S. Pardee, assistant secretary, Commercial Club, Nov. 18, 1911.

* Letter from City Clerk F. Havlon, Mar. 25, 1912.

* Interview with Mr. Owen Brown. Letter from J. Z. Gaston, Mar. 9, 1912, public service commissioner.

vegetables, meats, fish, game, etc. are for sale on the market. Around the square wagons are backed against the curb, farmers selling direct from the wagons. There are often 200 of these wagons. The present building cost \$100,000 but the facilities are inadequate; the building is crowded and an addition to cost \$75,000 is planned. The market is successful and very popular. Business is increasing rapidly and the volume is enormous. All foods are subject to inspection and the regulations are rigidly enforced. Sanitary conditions are maintained and the ventilation is good.

The sellers are mostly foreigners, a fruit-stand class who buy at wholesale and sell from stands and growers who sell directly from carts. These come from ten miles around and are on hand early.

The competition is brisk and the prices are lower than outside the market. The produce is fresher and better, and the variety greater. The market is open every day in the year, but Saturday is the big day of the week.

The total revenue for the year ending Feb. 29, 1912, was \$20,-216. The average per month was \$1,684. The total is an increase of \$585 over the preceding year.

***Indianapolis, Ind. (234,000).**

Indianapolis maintains a public market in three substantial brick buildings in the heart of the city. The buildings are up-to-date, modern and sanitary. The stalls are rented to private market dealers who buy from the producers and sell to the consumers. The rates vary from \$2.75 to \$7.00 a month and are re-apportioned each year. Many dealers have rented the same stands for years and have built up a considerable business. The dealers advertise in the daily papers individually.

The market was established over eighty years ago and does an enormous business. The city inspects weights, measures, foods, etc. All kinds of foods are sold on the market. It is very popular with the people and is a great trading center. The variety is greater, quality better and prices a little lower than elsewhere. Much business is done at wholesale to grocers and others, but it is largely a consumers' market, patronized by all classes.

* The writer visited this market personally. Further information was obtained from letters from E. A. Ramsay, city clerk; and from Mr. A. H. Godard, Secretary of the Young Men's Christian Association of Indianapolis. *Madison Democrat*, Jan. 18, 1912.

An agitation is now being carried on by the mayor to make the market of more benefit to the consumers. Believing that the solution of the high cost of living lay in the elimination of the useless middleman and in bringing the producer and consumer together, he introduced a municipal sales idea. Finding potatoes too high in the city, he sent an agent to Michigan and bought the best grade at 69c a bushel for which commission men in Indianapolis were paying \$1.05 and selling at \$1.60 to \$2.00. These were shipped to the city and sold for 75c a bushel, delivered at the homes of the buyers for 85c. The mayor conducted the first sales personally. Retail prices dropped, but when the supply ran out, they went up again. More potatoes were bought, and in all 25 carloads were sold at low prices to the people of the city. During the cold weather the business was temporarily abandoned for the lack of facilities, but in the meantime turkeys, chickens, nuts, etc., were bought and sold.

Mayor Shank has since introduced an ordinance in the city council to create a city sales agent but was defeated through the oppositon of the retail grocers. The market master's report shows the following receipts and expenditures:

1907 receipts \$33,070, expenditures \$15,011.

1908, receipts \$36,405, expenditures \$14,562.

1909, receipts \$38,158, expenditures \$12,701.

1910, receipts \$29,947, expenditures \$12,727.

***Kansas City, Mo. (248,000).**

Kansas City has two municipal markets, both near the city hall. Old market has 87 booths and 111 wagon stalls. The building cost \$97,000 and covers a space of 240x100. The market has existed here since 1889, the ground being dedicated to this purpose in the original city plot. The whole tract covers one-half a city block. Booths on the inside rent for \$18.50 to \$22.50 per month according to the location, and on the outside, from \$20 to \$25 and \$40 for the corners. Wagon stalls rent for \$3 a month.

The New Market contains 24 booths and 242 wagon stalls. It was finished August, 1910, the land costing \$263,000 and the building covering a space 300x180 feet, costing \$59,000. For

* Letter of Apr. 13, 1912, from C. H. Talbot, Municipal Reference Librarian.

the Main street booths, \$10 a month is charged and for the Walnut street booths, \$15 a month. Five dollars a month is charged for wagon stalls. The market covers an entire city block. The market was built by means of a \$300,000 bond issue. Twenty-five cents a load is charged for all produce unloaded at the market, and in 1910, 37,000 wagons were unloaded.

In 1909, the total income from the markets was \$38,390, and expenditures \$7,410. The markets are open every day from daylight until 7 p. m., except on Saturday when they remain open until 10 p. m.

***Knoxville, Tenn.**

This city has an up-to-date market building, worth \$75,000. It has 55 stalls with a refrigerator in each. Vendors from wagons and baskets line the sidewalks. It is a financial success, although the system of leasing the stalls is bad.

***Madison, Wis. (26,000).**

The question of the Madison market is peculiarly interesting. Prior to October 1, 1906, there was a small street market for meats and feeds on East Washington avenue. Some time before this, the mayor, having the interests of the people at heart and believing that a public market would reduce the cost of living, took up the question of a market and convinced the council of the necessity of the construction of an up-to-date market. The location of this was a grievous mistake. Real estate boosters presented the city with a marsh nearly half a mile from the capitol square, neither close to a thickly populated district, nor near the car line. It is said that retail grocers were influential in locating it in order to get it out of the way and to keep the hucksters off the streets. At any rate the council spent \$55,000 in the construction of one of the most modern markets to be found in any city of its size. A brick building was built with a concrete floor. Sheds for wagons were put up and a large space set aside for an open-air market. The whole property, a half a block wide and a block long was paved with brick. Everything was there but the market itself.

* *Municipal Journal and Engineer*, Vol. 28, p. 291, and letter from J. L. Coulter.

* Personal observations. *La Follette's Magazine*, November 19, 1910.

Circulars were then sent out to 4000 farmers in the vicinity to be present at the opening day. Nothing was sold and it was a general "get acquainted" day. At first, some farmers brought in stuff and some of the Madison people went to buy. But the market was irregular. Farmers brought in loads and found no one to buy, either hauling their load back home, or selling it at a sacrifice to the retailers. Consumers declared that the farmers wanted full retail prices for their produce while the farmers declared that to stand all day waiting for buyers made it necessary that they charge a higher price. There was nothing to attract the farmers to the market. The farmer prefers to unload his produce, do his errands and go home.

It is said that the character of the people of Madison is such that they will not patronize a market being financially able and preferring to order from the grocer without taking the trouble to go to the market. It would seem, however, that with the large number of boarding houses and hotels there would be enough to patronize it if it were profitable to go there. At present the receipts pay only small part of the expenses.

***Milwaukee, Wis. (374,000).**

Milwaukee has a large covered square between 5th and 6th streets on Vliet street, where farmers come and sell from their wagons in season. All kinds of farm produce and foods are sold there. The quality is good, variety large and prices somewhat lower than elsewhere. Prices are regulated by supply and demand. The buyers are grocers and housewives. The amount of business is large, although no meats are allowed. The board of health keeps the place clean, and inspects foods. Weights and measures are also inspected by the department of weights and measures.

***Minneapolis, Minn. (301,000).**

This city has no municipal market but has a very large and adequate private market which is worthy of careful investigation. It is located in the heart of the city bounded by 6th and 7th streets, and 2nd and 3rd avenues north. There are several wholesale buildings fronting on 6th street, with retail estab-

* Interview with Mr. G. H. Martin.

* Letter from Mr. R. H. Adams, Market Master. Letter from Mr. T. B. Walker, Apr. 25, 1912.

lishments at the rear of the same buildings fronting on Market court. There are also buildings on 7th street with basements or stalls below them fronting on Market court.

The market court contains three long sheds. These sheds have a twelve foot platform and the roof extends on each side to a sufficient distance to cover wagons backed in on either side of the platform, leaving a driveway about 45 feet wide, for grocers, peddlers and other patrons of the market to drive in and load on. The sales are all made under the sheds as the gardeners face each other on the platform of the shed and sell their produce there.

The sellers are all producers, either truck gardeners or farmers, as no huckstering is allowed on the market court. The purchasers are the commission men, retail grocers, hotels, restaurants, peddlers and consumers generally. Here are sold poultry, eggs, butter, all kinds of vegetables, fruit, etc. The business has increased steadily year after year. Prices are regulated by supply and demand. There is a Gardeners' Association but it has never undertaken to fix prices. There is a general understanding with regard to the price on the market each morning and they endeavor to hold to the price, although no one is under any obligation to do so.

The greatest benefit of the market is that it brings the producer directly in contact with a first-class market for his products. The gardeners have not encouraged the consumers, as they would rather sell in large quantities to the commission men and wholesalers. However, no consumer is ever turned away and those who buy at the market generally get a better bargain than elsewhere. If consumers did go to the market, it would no doubt go far to solve the problem of the high cost of living but as most people find it more convenient to buy of the grocer it gives the middleman a chance to make his profit.

***New York, N. Y. (4,767,000).**

New York has many markets:

(1) Wallabout market in Brooklyn covers eighteen acres and cost \$1,208,606. There is a space for farm wagons, which are

* New York *Times*, Mar. 13, 1912. Letters from W. A. Prendergast, comptroller, and from J. W. Sullivan, Assistant Editor of *American Federationist*, Mar. 12, 1912. *Municipal Journal and Engineer*, Apr. 1, 1908; *Collier's*, June 10, 1911; *Harper's Weekly*, Nov. 20, 1909.

charged 25 cents a day and the rest is leased for erecting buildings. General produce is sold at wholesale. The market is on the water front and supplies a large and rapidly increasing residence section of the city.

(2) The West Washington market in Manhattan consists of ten two-story buildings and covers 155,000 square feet is located on the west side on the river. The business is wholesale. There are 440 stands with fees varying from \$3.75 to \$9 a week.

(3) The Ganesvoort market adjoins the West Washington market and is for farmers and gardeners. The farm lands are now so far away that the number at this market is rapidly diminishing. The growers sell mostly to hotel men, grocers, hucksters and peddlers who sell from pushcarts.

(4) Washington market in Manhattan is in a building covering 43,500 square feet. It is in the lower west end of the city. The trade is with the restaurants of down town business districts, and individuals doing business in the city and residing in Jersey suburbs. The building contains 450 stands which rent for from 75 cents to \$6 a week. The value is \$1,000,000.

(5) The Fulton market in Manhattan is in a building covering 33,500 square feet and is for wholesale fish and general retail produce. It is in the lower eastern part of the city. The revenue to the city has declined 50 per cent in the last 25 years, due to the opening of Brooklyn bridge and the tunnels under East river. It will probably be abandoned in the near future. The business is largely with hotels and steamship lines. There are 254 stands, renting, from 75 cents to \$7.75 a week.

(6) Tompkins market was in Manhattan and was the first floor of a three-story building, but has been recently abandoned. There are also the Jewish fish market at the Williamsburg bridge, a market on Canal street for flowers, an Italian market in Harlem, a market for general merchandise on Orchard street, and the Jefferson market which is about to be abandoned.

There are many complaints of the inadequacy of the New York markets and none are of much benefit to the consumer or properly fulfill the functions of a market. The system of management is costly and the equipment antiquated. Rents are high and prices on the markets are no lower than elsewhere. Many of the markets are about to be abandoned. Market men claim that they are making no money in spite of the high prices charged and many of the stalls are vacant. The markets though

once well located, have not followed the trend of population and are now not conveniently situated for the consumers. Graft and the corruption and mismanagement have reduced the markets to a disreputable condition. The city is losing thousands of dollars every year on the markets and the people receive no benefit. A financial statement of the markets for 1910 shows that, including a four per cent interest charge on the assessed value of the property, the city lost \$2,258 on Fulton market, \$35,234 on Ganesvoort, \$4,760 on Jefferson, \$16,140 on Washington and \$20,442 on Wallabout. West Washington and the Delancy street markets paid a surplus of \$35,377, and \$5,062, respectively. The deficit on the entire system was \$86,656. But it is said that the estimate on the value of the market property is too high and a more equitable estimate would place the total loss at about \$27,000.

The city market land is worth \$4,000,000 and the improvements about \$1,000,000. In the last ten years, the city has given up the Clinton, Tompkins and Castleton markets.

The system is in great need of a reform and a thorough change of policy is contemplated. The problem of supplying food to New York's four and a half million people is a serious one and the city is looking to an efficient system of markets as an aid to its solution.

***Nashville, Tenn. (110,000).**

This city has a popular market in and around the city hall. The location is central, every car line passing the place, but the building is old and unsanitary and there is a great demand for a new one. No cold storage is provided. There are 140 stalls which are rented as they become vacant from \$60 to \$120 a year, except the meat stalls for which \$150 is charged. All the stalls are occupied.

The sellers are chiefly market dealers who buy from the farmers and producers. There is a free curb market for growers, but it is not much used. The buyers are chiefly retailers. The market furnishes no real benefit to the consumer except in the way of providing fresh produce.

The quality of the produce sold is good and the variety large. All sorts of foods are sold and all sales are for cash.

Some stalls make free deliveries and take orders over the telephone.

The volume of business is great. One florist reports that, in one day, he sold over \$1,200 worth of flowers and a meat dealer reports that his weekly sales average \$2,500 at an average profit of ten per cent. Some of the market men are getting rich.

The market is kept fairly clean. Food, weights, measures, etc. are inspected by the city. The market is popular with the people and is considered a success. The total income to the city is about \$10,000 a year and expenses about \$1,800.

***Newark, N. J. (347,000).**

A private market was conducted in Newark by the Metropolitan Realty Company but was not a success, because the merchants did not offer inducements to the people to trade there. The merchants on the market all did small business and were under a heavy expense from the cold storage plant which had to be operated all the year round, because of the steam heat in the building. The merchants would not cooperate with each other, some were willing to advertise in the newspapers, others refused to pay their share towards it. The people came by the thousands for the first few weeks but they were driven away by the merchants themselves.

***Oakland, Cal. (150,000).**

Oakland has two markets owned by private capital. The stalls on the market are rented to dealers for \$1.50 per month per front foot of space. It is open on Wednesdays and Saturdays. All sorts of fruit and vegetables are sold at prices much lower than in San Francisco and the market tends to lower the prices of the retailers in Oakland. The market is not sufficiently open nor is it a convenient place. The business actually done there is small, but its success lies in keeping down prices elsewhere.

***Omaha, Neb. (124,000).**

Omaha has had considerable experience with markets. A large number of the early settlers came from the southern and

* Letter Mar. 27, 1912, from Leopold Jay of Metropolitan Realty Company.

* Clippings from San Francisco Chronicle Aug. 31, 1907.

* Letter Apr. 8, 1912, from T. H. Daily, deputy city clerk.

eastern states where the market house was in operation in most of the cities, and when Omaha was platted, several lots were designated as market places. In 1890, with a population of about 90,000, \$65,000 was expended on market houses, which for several reasons were not well patronized. The principal reason was that the retail grocers and produce brokers were opposed to it because it cut out the middleman. So the market houses were torn down. Later, several blocks in the wholesale district were designated as produce markets, for wholesale and retail, with a market master in charge. Wagon space is leased to the producers, and in the early spring stands are auctioned off to the highest bidder for the year. For transient stands, ten cents is charged for each forenoon. At noon all must vacate. The market master is an inspector and has authority to condemn and destroy what is not good. Very little retail business is done at the market, as the retail dealers take orders by telephone and deliver the goods free of cartage.

***Richmond, Ind. (22,000).**

This city has a market for fruit, vegetables, fowls, etc. This is centrally located and housed in a market building. Stalls are sold at auction to the highest bidder for the market season, the person paying the highest price for stalls getting the choice of stand at the East end market in addition to the stall at the market house. The market is held there Monday, Wednesday and Friday mornings and Saturday afternoon, and at the East end, Tuesday, Thursday, and Saturday afternoons.

The market is self-sustaining. The only advantage noted from the market is that it makes fresh fruits and vegetables available. The prices are about the same as at the groceries. The town, previous to November, 1911 protected the gardeners by an ordinance which prohibited peddling during market hours, but owing to the high cost of living, the ordinance was repealed and the town thrown open to hucksters.

There is some talk of throwing the market open without any stall rental. If this is done it may have a tendency to break up any combination among the gardeners, and further encourage the man with the small truck. This would tend to lower the price.

* Letter Apr. 18, 1912, from B. A. Beecher, city clerk.

***Richmond, Va. (128,000).**

There are two markets in Richmond. They were established 75 years ago and have grown until now each is over two blocks long. They are in the center of wide streets. Rents are cheap. All classes buy and sell and business is rapidly increasing. Some have done business on the market for over forty years. People can do business here on a small capital and because the expenses are small, prices are lower.

The cost of the market was \$20,000 but two good buildings costing \$55,000 are now being built, one for meats, the other for all other produce sold on the market. The income from the markets is \$20,000 annually.

The market people are expected to have a supply of good wholesome food at less cost to the purchaser than elsewhere. It brings many people together and they have the advantage of buying anything they want or need in or around the market. The business is mostly retail, but peddlers are not allowed on the market. The food is inspected. The long existence and growth of the market are testimonials of its popularity.

***Roanoke, Va. (35,000).**

The city has a good market, centrally located in a well equipped, sanitary building in which there are rented stalls in addition to a city square next to the building, where wagons bring produce each year. The market is held every morning, and on Saturday till ten o'clock p. m. Wagons are charged ten cents a day for a single horse, and twenty cents for a team. Stalls in the building are rented by the year, payable monthly. There are separate sheds for fish and for hucksters. The market is considered advantageous to the producer and the consumer, and is thought to be one of the best in the state.

***Rochester, N. Y. (218,000).**

In 1901 the city of Rochester appointed market commissioners who purchased nine and one-half acres of land for \$42,000. In 1905, bonds were issued for \$200,000 and a modern market was built. The city now has three steel sheds, a public comfort sta-

* Letter from E. C. Garrison, market clerk, Mar., 1912.

* Letter Apr. 12, 1912, from Mr. R. E. Coleman, city market clerk.

* Letter Apr. 8, 1912, from T. Dransfield. Municipal Journal and Engineer, Apr. 1, 1908.

tion, administration building, a residence for the market master, a restaurant, loading tracks, and a shipping platform and shed. There are accommodations for a total of 1,200 teams, 312 of which are under sheds, 254 at stalls along the walks, and 634 on other parts of the ground. The lot is fan-shaped with four streets opening on it, although the streets themselves are not used for teams. The buildings are in the center surrounded by a park. Cement walks surround the lot and concrete platforms are under the sheds. The grounds are all paved with brick. The market is poorly located, being a mile from the geographical center of the town and a little less from the center of population. It is convenient for the producer, and for railroad shipping, but not for the grocers and consumers.

All stands and privileges are auctioned on the first Monday in April, but no stand is let for less than \$30. Vehicle stands rent by the month, week, or day. The revenue is devoted to a sinking fund for paying off the debt incurred. In 1907 the receipts were \$10,557, and expenses \$5,836.

***St. Louis, Mo. (687,000).**

St. Louis has three municipal markets, and one private market on ground owned by the city.

(1) Union market in the heart of the city is the largest and most important, though it is somewhat old-fashioned. It covers a city block and consists of an old brick building, a shed, and space for an outside market. It is well lighted and well paved, with an excellent refrigerating system. Butchers have refrigerated glass counters for displaying meats. Outside on the south is a shed with a double row of open-air stalls. All around the outside of the building is a row of stalls covered with wood and steel awnings. These have sliding fronts so that the stall may be closed at night.

Renters are required to keep stalls clean and nothing may be left on the counters after hours. The stalls are rented for cash every six months. Though the stalls are auctioned, the holders have combined to keep the price of stalls low. A market master preserves order, inspects food, weights and measures, and enforces all regulations. The popularity of this market is less than it was fifty years ago and is decreasing because butcher

* Casey, *Municipal Markets of St. Louis; Municipal Journal and Engineer*, Vol. 26, p. 611.

shops and green grocers are now numerous throughout the city. The lower cost there is outweighed by the convenience of buying near at hand. Fruit selling is still strong, but meats are sold almost entirely at wholesale. A proposal for a bond issue of \$500,000 for a new building was voted down because of the opposition of retailers and the lack of interest of voters. The present building and lot are worth \$1,200,000. In 1909 the revenue was \$40,000.

(2) Soulard market is little used and scarcely any business is transacted there. It consist of two unsanitary brick buildings. Most of the stalls are unoccupied and the general appearance is dilapidated. A few farmers come and occupy stands in the wagon shed on market days which are Tuesday, Thursday and Saturday. The market would be abandoned were it not for a provision that it would be forfeited if used for anything else. The expenses are about \$1,500 and the receipts about half that.

(3) South Market is also little used. It consists of a small brick building containing twelve stalls, nine of which are rented. There are no wagon stands. The property is worth about \$8,000 and the receipts are about one-half the expenses.

(4) St. Louis formerly had many private markets but now has only one, Biddle market, the land upon which it is situated being owned by the city. It barely pays interest on the investment. It is located in the tenement district and consists of a building and sheds with stalls on the outside walls. The building is badly lighted and ventilated and the inside stalls are not rented. The other stalls are occupied.

On one-half mile of Third street wagons are permitted to stand without charge and this is an important market. Much business is done and this is preferred by many to the Union market.

***St. Paul, Minn. (214,744).**

In 1900 the city of St. Paul bought two blocks, well located in the center of the city, for a market. Six sheds were erected, each extending across the tract. Five were open sheds and the sixth row of booths, the intervening spaces being paved with

* Letter from C. F. Irathin, city market master, Mar., 1912. Municipal Journal and Engineer, Apr. 1, 1908. Letter to Mr. Clark Hallam from Judge Oscar Hallam Mar. 13, 1912.

brick. There are accommodations here for 300 teams, each having stalls and paying rent of \$2.70 a month or \$15.80 for the six months of the active season, from May 15 to November 15. During this period, transients are charged fifteen cents a day and in the winter months ten cents, whether they stay all day or bring but one load. The sellers are growers, no one else is allowed to sell there. These are either farmers or market gardeners in the vicinity of St. Paul, although there is no restriction as to residence.

Selling is mostly at wholesale or in large quantities to hucksters, commission men, grocers, etc. Any one may buy who comes, but the early hour and the large quantities make the market of small advantage to the householder. The prices are regulated by supply and demand, and are sometimes lower, and sometimes higher than outside. The business, already enormous, is increasing. Practically all the business is done between six and eight o'clock in the morning. The market affords a central point for buyers and sellers to meet and stimulates truck gardening. The food supplied is fresh and of good quality. Garden truck is sold in summer, and feed and meats in winter. The market is under the direction of a market master appointed by the city council. The value of the property is about \$200,000. In 1911 the expenses were approximately \$3,700 and the receipts \$7,785.

***Savannah, Ga. (65,000).**

The city owns and controls a public market, now very old, which occupies one block. An appropriation has just been made (1912) to rehabilitate the market, and it is soon to undergo repairs.

The market has always been a paying enterprise. The market employes consist of a clerk and assistant.

***Sheboygan, Wis. (26,000).**

Sheboygan has an open square in the center of the city which is devoted to a market place. The farmers from the surrounding country are the sellers, some bringing produce twenty miles. These men have combined and raised prices. Many farmers

* Letter Apr. 9, 1912, from N. P. Corish, city clerk.

* Interview with Mr. Fred G. V. Mattoon.

have a regular trade in town, and this with the fact that the retail stores fight the market vigorously, detracts from its success. The volume of business is small and unsteady except on Thursday, which is a general market day. Buying is chiefly by foreigners the retail stores taking what is left. The producers sell directly to the consumers, meat being the chief product sold. Prices are generally lower than elsewhere, and quality is better. No fees are charged for stands and the city provides a free stable for the horses, and keeps the market clean.

The market was laid out fifty years ago and was once quite popular, but has declined much in recent years, only about 25 wagons coming daily. The market quotations are published in the daily papers.

***South Bend, Ind. (54,000).**

A public market was established in South Bend in July, 1911, and has been a success from the start. It was originally established on one of the bridges which was subdivided into stalls to be occupied by produce raisers, backing their wagons up against the curb. On some days as many as 160 farmers have attended. With the coming of winter, the business men raised a fund to pay for the renting of a building, also on the bridge, which was divided into stalls where farmers could take their produce and offer it for sale. There were forty of these and only two or three times during the winter was the place overcrowded. No rents are charged for the stalls. The market has been of great advantage in eliminating the middleman, though there has been a tendency on the part of the farmers to secure these profits for themselves, but this will doubtless adjust itself. The market has been a decided success, although grocers at first opposed it.

***Spokane, Washington. (104,000).**

Spokane has no public market but several buildings in different parts of the city have been divided into stalls and are rented by the owners for market purposes. In front of the oldest of these, the city has set aside a street for market purposes,

* Letter Mar. 30, 1912, from J. W. Peters, city market master.

* Letter Mar. 27, 1912, from C. N. Fassett, commissioner of public utilities.

and farmers and hucksters, upon paying a small rental to the city, are allowed to occupy the curb and a portion of the street under certain restrictions. The arrangements are satisfactory to the farmers and truck gardeners. The market is well patronized by the people, and has justified itself, as the fees more than cover the expense. The purchase of ground and the erection of a building has been advocated, but not acted upon.

***Tacoma, Washington. (83,000).**

Four years ago the city established a curb market on a street one block from the shopping center of the city. It is covered with a tin roof and is about two blocks long. The renters are mostly Japanese and Greeks. The stalls are eight feet square and rent for \$1 a front foot per month. The city clears about \$200 a month from the rents. Winters are mild and the produce seldom freezes. Only fruits and vegetables can be sold at the stalls, but all sorts of food products can be secured at private stores on the inside of the walks.

About ten years ago, the city established a Farmers' Market where producers could sell directly to the consumer, but this was not a success. Farmers in the vicinity of Tacoma do not want to stay in town all day to sell a few vegetables, but would rather sell for less and go back to work. Farmers now sell to marketmen who sell to consumers for cash, without delivery service. Prices are generally less on the market than at the retail. Green produce is always fresher on the market and it is considered a great benefit to the city, although the grocers regularly protest against it. Sanitary regulations are strict, and all food is inspected. The market maintains competition among dealers within and without the market. The city also has a private market, but it does not do much business because it is too far distant from the business district.

***Toledo, Ohio. (168,000).**

Toledo has a market shed in the center of a street for 116 horse stalls. The market is mostly wholesale. Only growers are allowed to sell on the market and the buying is mostly by grocers and hucksters.

* Letter Apr. 2, 1912, from Miss Esther Alstrud, city market master.

* Letter from F. G. Stockton, secretary to Department of Public Service.

The city is now constructing a new market building covering $2\frac{1}{2}$ acres of ground in the center of the city. The building will cost \$200,000, will contain a restaurant and comfort stations, space for 217 stalls for horses, and 30 stalls to be leased at auction. The building will be used for a retail as well as a wholesale market. The city expects to derive a revenue from this source.

***Washington, D. C. (331,000).**

Four markets are owned and operated by the District of Columbia:

(1) The Eastern Market is housed in a brick building, one story high, 300 x 50 feet and contains 115 stalls. In 1908, an addition containing 31 stands was built. There is a separate building for fish, accessible by an entrance from the main building. The receipts are about \$4,000 a year and the expenses about \$2,150.

(2) Western Market is a one story building of brick, containing 110 stalls and providing cold storage. The receipts are about \$6,500 and the expenses about 2,600 a year.

(3) Georgetown Market is a one story brick building containing twenty-two stalls. The receipts are about \$800 and the expenses \$500 per year. The stalls in all these markets are rented for \$5 a month, including the use of ice boxes.

(4) The Farmer's Produce Market is a street market for producers only. It occupies the four sides of a city block with an aisle through the center, and two blocks on the opposite side of the street. The market covers in all eight city blocks. It accommodates 480 stands, with a place for teams. Most stands have coverings of canvas or corrugated iron. Ten cents a day is charged for each stand. On the curb around the markets are spaces for truck farmers. Stands are open underneath to prevent the storage of unsightly boxes and the accumulation of dirt. The stands must be kept clean and sanitary. Stalls are divided into classes according to kind of produce, and only one kind can be sold in each stall. The Washington markets do an immense amount of business and are considered very successful. These markets are all under the control of the District Superin-

* Letter from Mr. W. C. Haskell, district superintendent of markets. Clippings in *San Francisco Chronicle*, Mar., 1910.

tendent of Markets. There are also five private markets in the city.

***Youngstown, Ohio. (79,000).**

The present market house was built in 1908 and is located two blocks from the public square. During last season, all the stalls were rented.

The grocers seem to have first call with the market gardeners and in many cases buy wholesale all the produce brought in by the gardeners, retailing it as cheap as it can be purchased at the market house.

Brockton, Mass., has a large private market in the center of the city which does a large business.

Bay City, Mich., has a private market, doing a good business.

Dayton, O., has a city market in which retail business is done during market hours. The stalls and outside stands are rented. The income is large.¹

Denver, Col., has a wholesale market where vegetables are sold in quantities by Italians.²

Detroit, Mich., has the Cass market, the Eastern market, the Western market, the Eastern hay market and the Western hay market. Only growers may sell on the first three. The Eastern market has from 300 to 500 wagons a day in season. These come from forty miles around Detroit. Farmers pay the city \$40 a year for space which must be occupied by five o'clock A. M. or forfeited for the day.³

Fort Wayne, Ind., has recently completed a market building to house the market which was formerly in the open. It is open from daylight to 11 A. M. Stands are rented for \$25 a year. Teams are allowed to stand around the market. The market master preserves order, enforces regulations, inspects foods, weights and measures, etc.⁴

Grand Rapids, Mich., has a market on an island near the center of the city, covering 10 acres. Concrete platforms have been erected and provision is made for 1000 teams. Space is rented by the day or year. It contains a restaurant and a wait-

* Letter Mar. 29, 1912, from M. F. Hyland, city clerk.

¹ *Municipal Journal and Engineer*, April 1, 1908.

² Industrial Commission Report.

³ Letter from Wm. J. Ketel, city market clerk.

⁴ *Municipal Journal and Engineer*, Vol. 30, p. 409.

ing room for ladies. The business is largely wholesale and in fruits. In 1900 the market yielded a profit of \$5,000.¹

Hartford, Conn., has no public market but has three private markets on a large scale and many smaller ones. The matter of a public market is now before the council.²

Louisville, Ky., has both a public wholesale and a public retail market. The wholesale market consists of a row of commission houses and an open market space where wagons from the country assemble. This is paved with brick walks and the wagons back up against the walks. The retail market is well and cleanly housed. It is considered satisfactory as it is easy for the authorities to regulate, and it gives cheaper food to the consumers.³

Memphis, Tenn., has a good market. Space and privileges are rented by the city and a good revenue is derived.¹

New Albany, Ind., has a market in the center of the city. Stalls and stands are rented. Collections in 1911 less 25% to the market master were \$1,392.²

New Orleans has one large and successful market, known as the Old French Market, which does a large business. There are smaller ones in different parts of the city. Business is both wholesale and retail. Some farmers sell from wagons but most of the produce is sold by marketmen from stands. The buyers are chiefly French and negroes. Prices are low and the quality is good. The city derives a considerable revenue from the market and maintains it for that purpose. The market-right is leased for \$200,000 a year.¹

San Antonio, Tex., has a market center, the plaza, where garden produce is sold by the growers.¹

Sioux City, Ia., opened a street market last summer which was held three times a week. It was well patronized, and considered a success. Produce was fresher and better, with more variety, but not much cheaper. It will be continued during the coming summer.²

¹ Municipal Journal and Engineer, Apr. 1, 1908.

² Letter from city clerk.

³ Letter from E. O. Witherspoon, assistant health officer.

¹ Letter March 26, 1912, from T. Dies, commissioner of public utilities.

² Letter from city clerk, Apr. 4, 1912.

³ Interview with Mr. E. M. Conger. Letter from Dr. J. L. Coulter.

¹ Report of Industrial Commission.

² Personal observations.

Stevens Point, Wis., has a market square in the center of the town where much business is done. The business is largely wholesale and in potatoes though much garden stuff is sold.³

Scranton, Pa., has a small municipal market in which farmers sell their produce from stalls.¹

Wilkes-Barre, Pa., has a curb market during the summer and fall².

³ Letter from J. K. Vos Burgh, city clerk.

¹ Letter from city clerk.

² Letter from F. H. Gates, city clerk, Mar. 25, 1912.

CHAPTER IV

SUMMARY

Among the advantages of municipal public markets, brought out in the foregoing communications, may be mentioned the following: lower prices, fresher produce, greater variety of produce, more rigid enforcement of sanitary regulations, inspection of food, accurate weights and measures, competition, revenue to the city, and increased demand for truck farms, resulting in higher prices of land.

These advantages are well exemplified by the municipal public markets of Cleveland, Baltimore, Buffalo, Des Moines, Dubuque, Houston, Indianapolis, Kansas City, Mo., Nashville, Richmond and Roanoke, Va., and Washington, D. C. If we add to this list the successful markets of some of the cities in Europe, it will be seen that successful markets are not confined to large cities.

When better organized and systematized, the municipal public market will doubtless perform its most important function as a supplement to our present retail system rather than as a substitute for it. It appears to be performing that function now even in the most successful markets, and there is nothing which would lead us to infer that there is a tendency for the municipal market to supplant the private retailer. The latter is performing a service that will be in demand for many years to come—even after public markets are much more highly perfected than they are at present.

In reading the communications from the cities where public markets are now in successful operation, one can but be impressed by the fact that they possess great possibilities. The communications are, however, so brief that to attempt to read between the lines sufficiently to draw more than the most general conclusions would be as likely to result in error as in truth.

The facts given, however, show conclusively that many cities are deriving great benefits from municipal public markets.

Among the causes of failure are unsystematic management, poor location, inadequate accommodations, high rentals of booths, subletting of booths, combinations to maintain prices, and opposition of retailers.

The character of the population is doubtless a very strong, if not the strongest factor, in making a municipal public market a success. If the people value conveniences more than lower prices, public markets are likely to be a failure.

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Cheap Market. Chamber's Journal, Dec. 25, 1869, v. 46, p. 826-829.

Describes an out-of-doors market in London at Christmas time.

Morning in the Borough Market. All the Year Round, March 7, 1891, v. 68, p. 228-231.

The article treats of a public market in London. It says that the market made itself without charter or anything of the kind.

GERMANY

Books

ELTZBACHER, O. *Rural Industries of Germany*. (In his *Modern Germany*. 1905. p. 179-223. Lond., Smith, 7s 6d)

The author says: "In Germany, no thrifty housewife would think of buying her vegetables, her fruit, her poultry, her eggs, her butter, etc. at a shop. She goes to the market for her supply."

SIDGWICK, MRS. ALFRED. *Shops and Markets*. (In her *Home Life in Germany*. 1908. p. 167-176. Macmillan, \$1.75)

The open markets of Germany and those who visit them, sellers and buyers, are clearly described.

WOODHEAD, HOWARD. *Municipal Markets*. (In his First German municipal exposition. n. d. p. 64-65. Chic. Pub. by the university.)

The author says: "The markets have a place of their own, and exist side by side with the stores and shops without supplanting the latter."

FRANCE

GOWDY, J. K. *Markets in Paris*. (In Consular report, May 1899, v. 60, p. 121-122) 55th Congress, 3rd session House doc., v. 41.

Lessons from Paris. Municipal Journal, Feb. 23, 1906, v. 15, p. 199-200. The article treats of the central markets of Paris, which are owned and operated by the municipality. The produce sold is both good and cheap.

Markets of Normandy. Outlook, May 18, 1907, v. 86, p. 99-100. Describes the public market day in Normandy.

Paris Open-air Markets. World's Work (Lond.) Sept., 1906, v. 8, p. 271-275.

VAN VORST, MRS. J. *Markets of Paris*. Lippincott, July, 1910, v. 86, p. 90-95.

OTHER EUROPEAN COUNTRIES

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ALBRECHT, F. C. *Friesland Memories*. Scribner's Magazine, Nov., 1908, v. 44, p. 602-610.

The author tells about the cattle market at Leeuwarden.

Butter Market in Holland. Outlook, March 23, 1912, v. 100, p. 698-699. The public sale of butter by Dutch matrons is described.

GRIFFIS, W. E. *Market Scenes in Holland*. World To-day, Aug., 1911, v. 21, p. 980-984.

Market-day in an Italian Country Town. Living Age, April 7, 1894, v. 201, p. 57-62.

Describes market-day at Belluno. Tells how group after group of peasants trooped down from the neighboring hills bringing to the town their cattle and their farm produce.

SMITH, H. M. *North Holland Cheese Market*. National Geographic Magazine, Dec., 1910, v. 21, 1051-1066.

The out-of-doors cheese market at Alkmaar is graphically described. About one hundred different makers have cheeses on sale.

