
Economic & City Development Overview & Scrutiny Committee

8th December 2009

Scoping Report – Newgate Market

Summary

1. This report provides information to the Committee prior to the proposed commencement of a new scrutiny review on Newgate Market. It also asks Members of the Committee to approve and/or amend the remit and scope for the review.

Background

2. At a meeting of the Economic and City Development Overview and Scrutiny Committee held on 14th July 2009 Members received the 2008/09 Outturn Report – Finance and Performance. This reported a shortfall in income at Newgate Market following a trend of reduced stall take up and a national decline in the popularity of open markets. Discussions on this report ensued and it was agreed that the Committee would like further information on Newgate Market. A briefing note was prepared and presented to Members of the Committee at their meeting on 29th September 2009.

Information Received To Date

3. The briefing note (paragraph 2 of this report refers) provided an overview of trading conditions at Newgate Market as a result of the present economic climate. The main points of the briefing note are set out below:
 - There has been a marked effect on outdoor markets due to changes in customer expectations. This has resulted in a downturn of trader takings, stall occupancy and ultimately rental income to local authorities.
 - Newgate Market has fared fairly well compared with many open markets in the region but there is still concern that trade will decline. Managers have introduced a range of innovative measures to mitigate the effects of changing shopping patterns. These have been designed to ease the trader's economic circumstances and to raise the market's profile.
 - A new fees & charges structure has been introduced based on supply and demand. The layout of the market has been revised and some stalls withdrawn to open up new, more inviting aisles. In addition new 'building out' guidelines were also introduced.
 - New generic backdrop vinyl 'nameboards' were made available (at a subsidised cost) in order to make the market look more uniform and professional.

- A brochure was designed to promote the market and this was delivered to every household in York as well as being available at the library and some cafes in York. The cost of the brochure was funded by advertising within it.
 - Various promotion events were held including a live broadcast by Minster FM, a 'Love your Local Market' month, a 'markets on the move' roadshow, visits to local schools, a revamped *Trader Times* newsletter and reduced parking fees for traders' vehicles.
4. Consideration of the briefing note led Members to discuss the following themes and to agree to progress this topic to review:
- The City Centre Action Plan and the vision for the area
 - Properties on the Shambles and how they relate to Newgate Market
 - The effect of continental markets in Parliament Street on stalls within the market
 - Immediate, short & longer term developments in the area (including possible future usages of this area)
 - The possibility of receiving information giving a more comparative stance, for example, 'what makes a good market?' and examples of good practice.

Context of Review

5. The future of Newgate Market is being formally considered as part of the statutory Local Development Framework (LDF) through its daughter document the City Centre Area Action Plan (CCAAP). With an agreed remit to feed into the CCAAP, a Renaissance Team has been established by the City of York Council and Yorkshire Forward (who are providing the finance) to investigate and put forward proposals in relation to the city centre public realm. This will not just focus on spatial/design issues but will address what uses might be encouraged, by whom and at what time of day. The Renaissance Team has had its inaugural meeting and is now quickly moving on to a detailed scoping of its future work.
6. Also underway is the Footstreets Review, which is looking at how Newgate is accessed at different times of the day. As with the CCAAP, consultation on the review is already underway with city centre businesses already looking forward to the next stage.

Consultation

7. Relevant officers within the Economic Development Unit have been consulted during the preparation of this report.
8. Further interested parties will be consulted as the review progresses. Potential consultees are set out in the scope, which is at paragraphs 14 and 15 of this report.

Conduct of Review

9. It is suggested that a representative of The National Association of British Market Authorities (NABMA) be invited to address the Committee as part of the review.

This would enable the Committee to receive an independent view in respect of areas such as good practice and 'what constitutes a good market?'

10. Members have the option of forming a small task group to undertake this review. This may have the advantage of giving Members further scope to work more immediately and flexibly on a review topic. Any task group will report back to the full Committee with their findings for approval.
11. It is anticipated that this review will take approximately 6 months to complete. Consideration will need to be given to commitments already in the Committee's work plan and a decision made on an appropriate time to commence this review.
12. In light of the information set out above the following draft remit and scope are proposed for Members of the Committee to agree and/or amend.

Draft Remit

13. The information below presents a draft remit for Members to approve and/or amend:

Aim

To investigate possible ways of improving the area currently occupied by Newgate Market to input into the Renaissance Team's work and the Footstreets Review, enabling them to recommend new designs and roles for Newgate Market and the associated public realm.

Key Objectives

- i. To receive information from the Renaissance Team about its work plan; particularly in relation to Newgate Market
- ii. To investigate comparators to Newgate Market (what makes a good market, what constitutes good practice)
- iii. To investigate potential immediate, short and long term development of, improvements to and usages of this area
- iv. To look at the income generated by Newgate Market

Draft Scope

14. The following paragraphs set out the draft scope for the meeting along with potential attendees:

Meeting 1

Date: 08.12.2009

Key Objective(s) Covered: All

Action(s): Approve the draft remit and scope

Attendees: Committee, scrutiny officer, relevant officers from Economic Development Unit

Meeting 2

Date: TBC

Key Objective(s) Covered: (i & ii) To receive information from the Renaissance Team about its work plan; particularly in relation to Newgate Market and to investigate comparators to Newgate Market (what makes a good market, what constitutes good practice)

Action(s): To invite a representative of the Renaissance Team to present to the Committee on objective (i) and to invite an independent person from NABMA to address the Committee on objective (ii)

Attendees: Committee, scrutiny officer, relevant officers from Economic Development Unit, representative from the Renaissance Team, representative from NABMA

Meetings 3 & 4

Date: TBC

Key Objective(s) Covered: All

Action(s): Site Visits – To visit the Newgate Market area by day when the market is taking place and also in the evening once the market has closed, in order to understand activity/problems faced in the area at different times of the day

Attendees: Committee and/or task group, scrutiny officer, relevant officers from Economic Development Unit

Meeting 5

Date: TBC

Key Objective(s) Covered: (iii) To investigate potential immediate, short and long term development of, improvements to and usages of this area and key objective (iv) To look at the income generated by Newgate Market

Action(s): To receive information from the Economic Development Unit, by way of briefing note and ensuing discussion, in order to understand the following:

- To understand the effect changes in customer expectations have had on Newgate Market
- To investigate whether further innovative changes/measures can be made to improve Newgate Market in the short term in order to try and mitigate the effects of changing shopping patterns
- To investigate the impact that specialist markets have on Newgate Market
- To look at how other properties, such as those on The Shambles relate to Newgate Market [there may be restrictive covenants in place and the Property Team should be able to advise on this]
- To explore the further potential of the Newgate Market area, including both day and evening use of the space and to feed these ideas into the CCAAP
- To understand the income currently being generated by Newgate Market and previous income generated to use as a comparator

Attendees: Committee, scrutiny officer, relevant officers from Economic Development Unit, Property Team

Meeting 6

Date: TBC

Key Objective(s) Covered: All

Action(s): To hold a public event in order to talk to market traders and market users to receive their ideas and views for the future of this area. This should be a combined event with the Renaissance Team who has already stated their desire to consult with City Centre Business Interests.

Attendees: Committee, scrutiny officer, relevant officers from Economic Development Unit, market traders and members of the public

Meeting 7

Date: TBC

Key Objective(s) covered: All

Action(s) To receive information gathered to date and to formulate draft recommendation for inclusion with the draft final report. The recommendations will, ultimately, be put forward to the Renaissance Team to feed to include with their work.

Meeting 8

Consideration of Draft final report & recommendations by the Economic & City Development Overview & Scrutiny Committee

15. On completion and agreement of the final report the findings will be presented to Scrutiny Management Committee and the Executive for approval. Once this has been done then recommendations can be formally fed back to the Renaissance Team.

Options

16. Members are asked to:

- Approve and or amend the draft remit and scope set out in paragraphs 13, 14 & 15 of this report
- Consider whether they wish to form a task group to undertake the review.

Analysis

17. York's open market is seen as a key component of city centre retailing, providing an alternative offer to city centre shopping, plus numerous employment opportunities. It is envisaged that the market will play a fundamental part in the City Centre Area Action Plan (CCAAP), which is expected to determine both its future look and location.

18. The CCAAP, which is currently underway, provides a platform to debate the market's future and how it might look and operate, enabling it to meet revised expectations and new economic challenges.
19. To introduce a scrutiny review without firmly anchoring it within the context provided in paragraphs 5 and 6 of this report would cause confusion. The Market Traders, as an example, are already involved with the CCAAP and the Footstreets Review and some will have already contributed to the processes. The technical officers within the Economic Development Unit therefore suggest that the scrutiny review 'piggybacks' on to the Renaissance Team's work and feeds its views into this process which will recommend new designs and roles for Newgate Market and its associated public realm.
20. Some flexibility may also be required in terms of timescales of the review as progress is made on the key CCAAP and Footstreets Review. Ongoing work in this area may have an impact on the work being undertaken by the Committee and Members will need to be mindful of developments being made by the Renaissance Team.
21. However, in the meantime new initiatives may well be introduced to revitalise existing arrangements as appropriate. In the current financial year, as a result of actions already taken, financial uplift is apparent in the rental tolls being taken. It is also envisaged that Newgate Market will benefit through association with the Food & Drink Festival and Christmas Markets.

Corporate Strategy 2009/2012

22. This report and the proposed scrutiny topic on Newgate Market are linked with the Thriving City theme of the Corporate Strategy 2009/2012:

'We will continue to support York's successful economy to make sure that employment rates remain high and that local people benefit from new job opportunities.'

23. It also touches on elements of the Sustainable City and Effective Organisation themes in the recently refreshed Corporate Strategy 2009/2012.

Implications

24. **Financial** – There is a small amount of funding available within the scrutiny budget to carry out reviews. There are no other financial implications associated with this report however; implications may arise as the review progresses.
25. **Human Resources** – There are no Human Resources implications associated with the recommendations within this report.
26. **Legal** – There are no legal implications associated with this report however, implications may arise as the review progresses.

27. There are no known equalities, property, crime & disorder or other implications associated with the recommendations in this report.

Risk Management

28. In compliance with the Council's risk management strategy there are no known risks associated with the recommendations in this report.

Recommendations

29. Members are asked to:

- i. Approve/amend the draft remit and scope set out at paragraphs 13, 14 and 15 of this report.
- ii. Consider whether they wish to form a task group to undertake the work associated with the review

Reason: To enable the review to progress.

Contact Details

Author:

Tracy Wallis
Scrutiny Officer
Scrutiny Services
Tel: 01904 551714

Chief Officer Responsible for the report:

Alison Lowton
Interim Head of Civic, Legal & Democratic
Services
Tel: 01904 551004

Report Approved



Date 26.11.2009

Specialist Implications Officer(s)

None

Wards Affected: Guildhall Ward

All

For further information please contact the author of the report

Background Papers:

Newgate Market Focus Report – presented to the meeting of the Economic & City Development Overview & Scrutiny Committee on 29th September 2009

Annexes

None