
Economic & City Development Overview & Scrutiny Committee

17th May 2010

Newgate Market Review – Interim Report

Background

1. At a meeting of the Economic & City Development Overview & Scrutiny Committee held on July 14th 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. Members expressed an interest in receiving further information on Newgate Market and received a further briefing note on 29th September 2009. On consideration of this it was agreed to undertake a review on Newgate Market and in coming to this decision they recognised certain key objectives and the following remit was agreed:

Aim

2. To investigate possible ways of improving the existing stall market and its surrounding area currently occupied by Newgate Market as a contribution to 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

Context of the Review

3. 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.

4. Also underway is the Footstreets Review, which is looking at how Newgate is accessed at different times of the day. As with CCAAP, consultation on the review is already underway with city centre businesses already looking forward to the next stage of the review.

Consultation

5. Relevant Officers within the Economic Development Unit have been consulted as part of the review process.
6. A representative from the National Association of British Market Authorities (NABMA) addressed the Committee at a meeting held on 24th March 2010.

Site Visits

7. In addition to considering information directly associated with the five key objectives of the remit the Committee undertook 2 site visits to Newgate Market and the surrounding area on 24th March 2010. The first of these visits took place during the day whilst the market was in operation; the second took place in the early evening after the market traders had left for the day.
8. The City Centre Manager showed the Committee around the market whilst it was in operation and provided them with the following background information:
 - The market has operated on 7 days of the week since 1996
 - The market is open everyday except Christmas Day, Boxing Day and New Year's Day
 - There are now approximately 100 stalls on the market
 - There are 65 midweek licences and 27 Sunday licences
 - On average there are 7 casual traders per day
 - The occupancy rate is approximately 71% (with a performance indicator of 74%)
 - Newgate Market has its most traders on a Saturday with 63 licensed stalls, plus casuals leading to an average occupancy rate of 88%
 - Newgate Market has its least traders on a Monday with 29 licensed stalls and a handful of casuals with an average occupancy rate of 35%
 - The fees and charges structure was reviewed in 2009 and appears to be competitive
 - Specialist and event markets occupy Parliament Street for 95 days per year
 - The income from Newgate Market is circa £450k
 - The income from events' markets is circa £100k
 - There is an advertising budget of approximately £14k, spent in many different ways
 - There is no National Market Trader Federation or trader representative branch any more
 - Many of the traders only operate during Footstreet hours and the market therefore, finishes early. Its hours of operation are basic
 - Traders' commitments to the market and its operation vary
 - There is no real security in the market area

- Site maintenance is difficult as the market operates 7 days a week
 - Storing market equipment is problematic as there is little available space
9. A site visit was also undertaken on the evening of 24th March where it was noted that the area seemed to be poorly lit and being used as a free car park. Members of the Committee, who attended this site visit, did not feel that this was an inviting place to be during the evening.
10. Discussions on the site visits highlighted concerns around whether the market operates on too many days, whether there are too many stalls, accessibility, awareness, traders' commitment, evening use of the space and the general 'offer' the market provided.

First Key Objective

(i) To receive information from the Renaissance Team about its work plan; particularly in relation to Newgate Market

11. The Committee received a presentation from a City Development Officer, outlining the recent progress on the economic masterplan and vision work, as currently being developed through Professor Alan Simpson and his team, and funded by Yorkshire Forward. The goal was to produce a City Centre Masterplan that would:
- Articulate spatial vision and objectives
 - Integrate new development and regenerate peripheral areas
 - Combat economic decline and stimulate recovery
 - Improve access
 - Make improvements and connections through a public realm and accessibility framework
12. To date consultation has taken place on various issues and options in relation to the City Centre Area Action Plan (Annex A refers) and this included specific questions on Newgate Market which established that:
- The Newgate Market space is not flexible and does not allow for multifunctional uses
 - It is not an active area at night. The market closes at around 4pm and there is nothing to draw people in to the area after that time, giving rise to unwanted activities and car parking at night
 - It is a poor physical space that looks shabby with too many empty stalls and too much litter making for a tired looking market
 - It feels disconnected from the areas around it
 - Access to The Shambles was uninviting
13. Both the presentation and Annex A to this report suggest some ideas for improvement of the area and the key themes of these are listed below:
- Reduce the number of stalls and have good quality removable/pop up stalls
 - A quality product offer, perhaps themed days

- Use the area for more activities to attract people to the space with more outdoor seating, lighting and a performance space
- Possibly glaze over all or part of the area to allow different uses at different times of the day

Issues Arising

14. Discussion between the Committee and the City Development Officer highlighted the following key points:

- Respondents to the City Centre Area Action Plan consultation had indicated that they did not want the location of the market to change. They had however, indicated that the site had some negative aspects
- The medieval buildings surrounding the market place were not always well cared for
- The possibility of redeveloping the fixed stalls - the fixed cheese stall, fish stall and butcher's stall were leased by the stallholders from the Council's Property Department and the income from these leases was not part of the market's income. The Property Department would need to be involved in discussions should redevelopment be a way forward.
- Location of the market stalls – should they all be together, more spaced out, fixed or removable
- Could some of the land towards the back of the market be used for cycle storage
- Problems with glazing or partially glazing the area. If part of the area were glazed over it could quickly become very grimy and laden with litter, there may also be problems with heat and the area could become equally, if not more claustrophobic then it is at present. Glazing may also be difficult as the surrounding buildings are of different heights and ages
- How best to use the space at different times of the day
- If the area were used for public events/entertainment how would this effect the residents living in the surrounding buildings

Second Key Objective

(ii) To investigate comparators to Newgate Market (what makes a good market, what constitutes good practice)

15. A representative from the National Association of British Market Authorities (NABMA) addressed the Committee on 24th March 2010. He informed the Committee that nationally there had been a decline in outdoor markets however; indoor markets were generally doing well.

16. The Committee received a presentation from him, which concentrated on the three most significant stakeholders in a market namely the Council, the public and traders and what their expectations of a market were.

17. **The Council** as operator of a market or markets generally has a monopoly and this can lead to a disincentive to manage it well. The Council would generally want their market to be a tourist attraction, attractive to residents, an employment opportunity, animated, sustainable, issue free and fully let.

18. **The Public** as users of the market generally want value for money, quality products, good customer care and one to one contact, a nice atmosphere and a clean and attractive environment.
19. **The Traders** need the market to be viable and profitable and well located with a high footfall. The fees and charges need to be competitive and realistic and the area needs to be easy to access for loading and unloading their products onto and off stalls. It also needs to be well promoted.
20. In summing up, the representative from NABMA suggested the Committee might like to consider:
 - Whether the market was in the right location
 - Whether the Council were making the best use of the space available
 - Whether the canopies currently in use let in enough light or whether they were too dark and led to a feeling of the space being claustrophobic.

Issues Arising

21. The Committee thanked the representative of NABMA for attending and discussed the information received with him. The key points of the discussion are set out below:
 - Is the market in the right place – should consideration be given to moving the market into Parliament Street or somewhere else in the City or should it remain in its current location? Currently the market can only legally be held in Newgate or Parliament Street. Realistically there were very few, if any, alternate spaces in the City that could be used as a permanent market place
 - The market needed to be better signposted
 - The specialist markets, being in Parliament Street, are perceived to be easier to find than Newgate Market, which is hidden away. It was hoped that there would be more space/scope for the specialist markets once, and if, Parliament Street was redeveloped
 - Footfall is good in some parts of the market but other parts are barely used. Newgate Market is invisible from The Shambles which has a high footfall and is one of York's most famous streets
 - Whether the stalls at the Jubbergate entrance to the market could be moved so this access to the market area was more noticeable. Some Members felt that these should stay as they drew people into the market area others felt that they caused accessibility problems and made this access point to the market look cluttered. The stalls in Jubbergate raised a good income for the market and were always 100% let
 - Many of the stalls were hard to access for traders; especially in terms of moving heavy goods around
 - Parking costs for traders
 - There is little flexibility in the current fixed stalls. Removable/pop-up stalls may be more appropriate
 - There are storage problems for market equipment. Gazebo style stalls that the regular traders can take with them at the end of the day may help solve storage problems

- The market area feels claustrophobic and the canopies currently in place do not let in enough light and are not cleaned often enough making the area appear dingy. The canopies do not get cleaned as often as they should, partly because the market is in operation 7 days a week and partly because the area does not have its own dedicated cleaning staff
- There is a lack of social areas within the market areas – i.e. pavement cafés and those that are there often close at the same time as the traders go home
- Locally sourced produce is becoming increasingly more important to consumers
- There are few incentives for traders to recycle and all waste goes to landfill or into a compactor
- Other markets (Hinckley was given as an exemplar) were only open for 3 days a week. Keeping the market in operation seven days might not be viable and could lead to the market being considered ‘boring and stale’. This is why there was often a more bustling and exciting feel when the Farmers’ Markets and Specialist Events Markets came to the City
- Efforts should be made to encourage the market traders to commit to helping make the market a success

22. The Committee also noted that York was not currently a member of NABMA. Further discussion established that the membership fee was approximately £600 per annum. As a member of NABMA the Council would be entitled to a free half-day consultation. Alongside this there was the NABMA website which offered a wealth of expert information and networking possibilities which were an invaluable source of advice. There was also an annual conference for members.

Third Key Objective

(iii) To investigate potential, immediate, short and long term development of, improvements to and usages of this area

23. Information on this key objective is set out in paragraphs 29 to 30 of this report under the heading ‘Next Steps’

Fourth Key Objective

(vi) To look at the income generated by Newgate Market

24. It was confirmed that the market had generated approximately £450k in 2009/2010. The target income had been £476,580. The market had made a profit but had not quite achieved its target.

25. The main costs involved in running the market were as follows (approximate figures):

- | | |
|--------------------------|----------|
| ➤ Advertising | £14,000 |
| ➤ Cleansing | £91,000 |
| ➤ Business Rates | £81,000 |
| ➤ Dedicated Market Staff | £49, 000 |

Issues Arising

26. Members welcomed the fact that the market was making a profit, as they had previously believed it was running at a loss.
27. Further discussion of the above key objective led to the following comments being made:
 - The advertising budget for the market was £10k per annum and was used to attract both traders and visitors to Newgate Market and the specialist events markets. Advertisements were placed in the national Market Trader News. To try and encourage people to the market in the shorter term there had been a £5 per stall offer and whilst this had attracted new stallholders it had caused complaints from others. There had also been television and radio adverts to try and attract visitors and traders.

Other Information

28. The City Centre Manager provided the Committee with the following additional information:
 - A questionnaire had also been circulated seeking the opinion of market users. Of the 300 (approximate) returned the most popular product was fresh produce (fruit & vegetables, fresh fish and fresh meat).

Next Steps

29. In light of all the information received so far and to address key objective (iii) of the remit the Committee requested the Head of Economic Development and the City Centre Manager produce an outline business plan for the area. This was to include information on:
 - The location, number and types of stall & mix of traders
 - Days and hours of operation
 - Traffic management
 - Cleansing proposals
 - Use of lesser used parts of the Newgate Market area (particularly those to the rear of the market)
 - Evening use and management of the area
 - Revenue
30. This is set out at Annexes B, C and D for Members' consideration today and officers from the Economic Development Unit will be in attendance to present and answer Members' questions.

Options

31. Members can:

- i. Endorse or suggest amendments to the business plan attached at Annex B to this report
- ii. Clarify whether further information is required or whether they would like to formulate some recommendations for inclusion in a draft final report

32. Members are also asked to consider all information received to date and if appropriate consider formulating some recommendations for inclusion within the draft final report.

Analysis

33. At their last meeting on 24th March 2010 Members requested the information contained within Annexes B, C & D of this report with a view to this being recommended to the Council's Executive as a contribution to the City Centre Area Action Plan, the Renaissance Team's work and other planning studies and (subsequent) associated public consultation.

34. If the Committee feel that they have received enough information to make some draft recommendations then they are asked to formulate these and they will be included in a draft final report, consideration of which will need to be scheduled into the Committee's work plan.

Corporate Strategy 2009/2012

35. This report and the 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.'

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

Implications

37. **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 if the Committee choose to endorse the business plan at Annex B to this report and recommend that it be progressed by the Executive.

38. **Human Resources** – There are no Human Resources implications associated with the recommendations within this report.

39. **Legal** – There are no legal implications associated with this report however, implications may arise as the review progresses.

40. There are no known equalities, property, crime and disorder or other implications associated with the recommendations within this report.

Risk Management

41. In compliance with the Council's risk management strategy there are no known risks associated with the recommendations within this report. Dependent on the recommendations made by the Committee risks may occur and these would be addressed in the draft final report.

Recommendations

42. Members are asked to:

- i. Note all the information received to date and consider the next steps in the course of this review.
- ii. Formulate some recommendations for inclusion within the draft final report.

Reason: In order to progress this review

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**Interim Report
Approved**

Date 6th May 2010

Wards Affected: Guildhall Ward

All

For further information please contact the author of the report

Background Papers:

None

Annexes

Annex A Newgate Market Briefing Note
Annex B Outline Business Plan
Annex C Market Layout Plan
Annex D Newgate Footprint