

December 2010

Newgate Market Review



**Report of the Economic &
City Development Overview &
Scrutiny Committee**

AD-HOC SCRUTINY COMMITTEE MEMBERSHIP

The Economic & City Development Overview & Scrutiny Committee undertook this review and the following Members were involved:

- Councillor Scott (Chair)
- Councillor Hudson (Vice-Chair)
- Councillors Alexander, D'Agorne, Holvey, Hyman, Kirk and Potter
- Councillor Taylor (Substitute)

FOR FURTHER INFORMATION

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ACKNOWLEDGEMENTS

The Committee would like to thank the following for their contribution to this review:

- Roger Ranson, Assistant Director Economy & Asset Management
- Bryn Jones, Head of Economic Development
- Paul Barrett, City Centre Manager
- Darren Lovatt, Senior Markets Officer
- Guy Hanson, Senior Regeneration Architect
- Wendy Taylor, City Development Officer
- Andy Ward, Markets Manager at Sheffield City Council & member of the National Association of British Market Authorities Consultation Team
- Jim Shanks & Michael Frith—North Yorkshire Police

CHAIR'S FOREWARD

There was never any doubt in the minds of the Economic & City Development Overview & Scrutiny Committee that Newgate Market is an important part of the City of York. The investigations by the Committee served to reinforce this view. One matter that needed to be dispelled right from the start was the idea that the market was making a loss. It is not—it makes a profit and a valuable contribution to income generation to the City of York Council.

The Committee started with a clean sheet to allow all ideas and proposals to be heard and considered. They decided that the current location of Newgate Market was the right one, although action needed to be taken to make access points easier, more visible and more desirable.

The Committee would like the market to be a market for residents and not a tourist market such as Covent Garden. The Committee has recognised that if the market is to continue to thrive then it will need investment. As part of its recommendations the Committee has suggested that there should be a retention from income generated to provide for this.

There are a number of initiatives in the short term that ought to be undertaken to improve the market environment. This involves some cleaning and maintenance works. In the medium term the market has a great opportunity to contribute to the wider objectives of the City Centre regeneration as part of the Renaissance Team's work. We hope that this opportunity is not missed.

CHAIR'S FOREWARD Continued

Finally I would like to thanks those who have assisted the Committee in reaching its conclusions and the Members of the Committee for their hard work.



Councillor David Scott
Chair

RECOMMENDATIONS

The Economic & City Development Overview & Scrutiny Committee proposed the following recommendations:

- 1 To improve the general cleanliness of the market. This can be achieved in the short term by:
 - a. Early implementation of the Service Level Agreement (SLA) with a review after 3 months
 - b. Closing the market one day per quarter for deep cleansing (the first instance to be before Easter 2011)

and in the medium term by:

 - c. Exploring the possibilities of storing waste underground—possibly in St Sampson’s Square or by exploring other suitable options
- 2 To improve the public realm—this can be achieved in the short term by:
 - a. Working with landlords and lessees of buildings surrounding the market to improve their general appearance
 - b. Trialling ‘sculpted style’ stalls along Jubbergate with a view to implementing them throughout the market in the medium term
 - c. Looking at ways of preventing unauthorised parking in Silver Street and Newgate Market
 - d. Providing additional market stalls along Silver Street
 - e. Improving the lighting in the area
- 3 To begin to improve the early evening economy in the short term. This can be achieved by undertaking a trial of a fixed closing time of 5pm for the market. This would require all market traders to agree to trade until 5pm. The closing time to be reviewed in accordance with any other trading initiatives in the city.

- 4 In the short term to improve and make more attractive all entrances to the market. This can be achieved by:
 - a. Looking at the positioning of stalls
 - b. Improving lighting in the area
 - c. improving general cleanliness in the area
 - d. Making the Snickleways leading from the Shambles more inviting and recognisable as permissible routes to Newgate Market.

- 5 In the short term to encourage more open access from The Shambles and other properties that back onto the market. To encourage pavement cafes and 'walk through' premises where possible.

- 6 To improve the market stalls; this can be achieved in the short term by:
 - a. Replacing the existing canopies on the market stalls at an approximate cost of £200 per canopy
 - b. To reduce the number of stalls in the market to enable freer footfall

and in the medium term by

 - c. Exploring the type of stall that would be most suitable for the marketplace

- 7 In the medium term to look at using the rear of the market for a new store for the market equipment

- 8 That a programme of reinvestment in the marketplace should be undertaken To this end it is recommended that there is a 5% reinvestment of income generated by the market per annum.

CORPORATE STRATEGY

This Scrutiny Topic on Newgate Market is 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.’

OBJECTIVES

Aim

At the start of the review, the Scrutiny Committee agreed the following aim and objectives for the review:

‘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.’

Objectives

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

METHODOLOGY

The review took place between December 2009 and December 2010. The Economic & City Development Overview & Scrutiny Committee held a number of formal and informal meetings to gather information on this review topic.

Having agreed a remit and work plan for the review and undertaken 2 site visits to the market (one during the day and one in the evening) Members received and discussed information on the following:

- Information on recent progress on the economic masterplan
- A presentation from the National Association of British Market Authorities on what makes a good market and examples of good practice.
- Information from the City Centre Manager in relation to the income of Newgate Market
- An outline business plan for the market
- Is the market in the right place?
- Their vision for the market, including different stall types, improvement to access points, role of adjoining businesses and buildings, the static brick built stalls, stall allocations, cleansing service level agreement.
- Comparators with Northampton Market
- Storage of market equipment
- Crime statistics for the area
- Potential uses and designs for the market place

Copies of agendas from the formal meetings can be found at:
<http://democracy.york.gov.uk/ieListMeetings.aspx?CId=668&Year=2010>

Papers tabled at informal meetings are available from the scrutiny officer.

CONTEXT OF THE REVIEW

The spatial element of Newgate Market (spaces in and around and accesses to it) are being formally considered as part of the statutory Local Development Framework (LDF) through its daughter document the City centre Area Action Plan (CCAAP). A Renaissance Team had 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 also address what uses might be encouraged, by whom and at what time of day.

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.

The aim of the review undertaken by the Economic & City Development Overview & Scrutiny Committee was to feed into both the Renaissance Team's work and the Footstreets Review as set out in the overall aim of the review.

BACKGROUND INFORMATION

Since 1996 the market has operated on 7 days of the week and is open every day of the year except Christmas Day, Boxing Day and New Year's Day. There are approximately 100 stalls on the market.

Stall occupancy currently (as of November 2010) stands at approximately 80% with the market having its most traders on Saturdays and its least traders on a Monday.

The market generates an income of approximately £450,000 per annum .

Specialist and event markets occupy Parliament Street for 95 days per year and generate an approximate income of £100,000 (this does not include income from promotions, pavement cafes, commercial lettings and other events).

COMMON THEMES

The following were the main themes discussed during the review:

- Is the market in the right place?
- Accessibility & entrances to the market place
- The market stalls
- Stall occupancy
- Buildings surrounding the market place
- Maintenance & cleansing at Newgate Market
- Storage for market equipment
- Hours & days of operation
- Other possible uses of the marketplace
- Entrepreneurship
- Crime & disorder in the area
- The income generated by the market

Further in depth information on these is available in the draft final report which can be found on the Council's website at:

[http://democracy.york.gov.uk/ieListDocuments.aspx?
CId=668&MIId=5690&Ver=4](http://democracy.york.gov.uk/ieListDocuments.aspx?CId=668&MIId=5690&Ver=4)

FINDINGS

This section sets out the review's findings. The aim of the findings and recommendations arising from this review was to set a pathway for the market in the short, medium and long-term, which could be fed into the work currently being undertaken by the Renaissance Team.

SHOULD THERE BE A MARKET

The first point that Members considered was whether there should be a market in York at all. The Committee unanimously agreed that there should be and that it should be a general retail market which would ultimately be beneficial to all those that used it, but particularly for local people. Members felt that both Parliament Street and Coppergate offered themed and specialist markets and there was no further need for any other markets of this nature.

IS THE MARKET IN THE RIGHT PLACE

Currently the market can only legally be held in Newgate (its current location) or Parliament Street. There were currently over 200 days of events, markets and other activities in Parliament Street creating an income in excess of £200,000 per annum. As the specialist events and markets attract many visitors to the City, their income and appeal could be lost or negatively affected should they be moved to either Newgate or other parts of the City.

Newgate Market was a market predominantly for the residents of the City and it was recognised that people did not come to York specifically to visit it. However, the more attractive and accessible the marketplace was the more likely it was that footfall and trade would increase and the more likely it would be used by both residents and visitors alike

Members agreed that the market should remain in its current place.

CLEANSING & MAINTENANCE

Currently cleansing in the market was undertaken on an ad hoc basis rather than by a dedicated team of staff. At the moment there was few incentives for traders to recycle and the market dustbins were only emptied at certain times of the day. Outside of Footstreets hours these had to be pushed through Silver Street to a collection point. There were also problems with undertaking deep down cleansing in the area as the market was open 7 days a week.

In the short term there was a desire to achieve an improved city centre cleansing regime and to support a proposed Service Level Agreement (SLA) for the marketplace to improve cleansing and divert waste from landfill. In addition to this Members felt that the market needed to be closed periodically for deep down cleansing and maintenance. In the medium term further exploration needed to be undertaken into storing waste. They were keen to explore underground waste storage as used on the continent and thought that this may be possible beneath St Sampson's Square. They were however aware that this may be cost prohibitive.

Access points to the market place needed to be made more inviting, more open and more cheerful and should add an inviting ambience to the market area to draw visitors in.

ACCESSIBILITY & ENTRANCES

Members felt that the specialist and events markets were often perceived to be easier to find than Newgate Market itself. Therefore improvements were needed to the 4 main entrances to the market (Jubbergate, Silver Street [the main vehicular entrance to Newgate Market], Patrick Pool and Kings Square) alongside improvements to lighting and the Snickleways leading from The Shambles to Newgate Market.

IMPROVING THE PUBLIC REALM

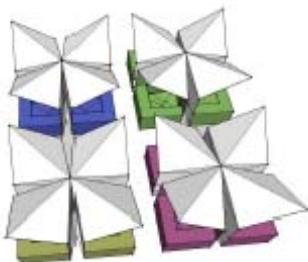
The 2 site visits that had been undertaken early on in the review had led Members to recognise that improvements needed to be made to the public realm. The buildings surrounding the marketplace, many of which were owned by the Council, were shabby and generally needed to be improved, the area was badly lit and there was unauthorised parking in the area, especially after the market had closed.

Alongside this improvements to the market stalls (see paragraph below) and the provision of additional stalls in Silver Street may draw in a higher footfall to the area.

THE MARKET STALLS

Members explored some possibilities for different stall types and their varying costs. In the short term they agreed that the canopies on the existing stalls were past their best and should be replaced at a cost of approximately £200 per stall. At the same time there should be a small reduction in the number of stalls on the market to allow for freer footfall.

For the medium term they very much liked the 'sculpted stall' type as pictured. These stalls could be used by the traders during the daytime but at night time could be closed, lit and used a works of art that would enhance the public realm in the area. On the assumption of 4 units these would cost approximately £4,750 each with a one off fabrication and design cost of approximately £5,000. Members suggested that these should be trialled, in the first instance, along Jubbergate.



MARKET EQUIPMENT

Since the storage area in Silver Street had been displaced by the provision of new public toilets there had been a problem with how to store market equipment. Several short term measures had been put in place but there was a need to find a permanent solution to the problem.

The area towards the rear of the Marks & Spencer's building was currently 'dead space' and was a prime place to house a purpose built storage compound towards the rear of the market. This had been given an initial approximate cost of £21,000 and Members had been made aware that a budget would need to be found for this which may not be easy in the present economic climate.

INCOME

At the beginning of the review Members believed that the market was running at a loss, however it was quickly realised that this was not the case. The Market is actually very successful and a good income generator for the city. Members did however feel that the market needed to be enhanced on a rolling basis with continued investment over the long-term.

BRIEF SUMMARY OF FINDINGS

On consideration of all the information received during the course of the review Members recognised that the market was not maximising its revenue potential, was not in positive active use at night, was inflexible for multifunctional use, was shabby and in poor physical condition. On some days empty stalls gave the appearance that the market was in decline or closing and the 'dead space' towards the rear of the market by the Marks & Spencer's building was particularly problematic due to its hidden location.

There was a need to increase the desirability of the market to traders, residents and visitors. Poor visibility, accessibility and in some places congestion also hindered the effective use of the area.

REVIEW OUTCOMES

For each completed scrutiny review, the Overview & Scrutiny Committee produces a final report containing their proposed recommendations for the Executive's consideration.

In most cases, the Executive will approve all of the recommendations made and will instruct officers to proceed with the actions required in order to implement them.

The Overview & Scrutiny Committee is responsible for monitoring the progress of implementation and receives regular update reports from the Scrutiny Officer. Once they are confident that a recommendation has been fully implemented they will agree to sign it off.

In addition, each year Scrutiny Services produces an Annual Report which includes an assessment of the successful outcomes from each completed scrutiny review

