



Leicester
City Council

**MEETING OF THE LEICESTER MARKETS REVIEW (JOINT
CULTURE AND LEISURE AND REGENERATION AND TRANSPORT
TASK GROUP)**

DATE: MONDAY, 24 AUGUST 2009

TIME: 5:30 pm

**PLACE: COMMITTEE ROOM 2, TOWN HALL, TOWN HALL
SQUARE, LEICESTER**

Members of the Committee

Councillors Colin Hall: Regeneration and Transport Task Group
Leader

Councillor Paul Newcombe: Culture and Leisure Task Group Leader

Councillors Bhavsar, John Blackmore, Hunt, Naylor, Shelton, Shah,
Manish Sood and Wann.

Original Members of the Leicester Market Task Group are also invited to
attend.

Members of the Committee are invited to attend the above meeting to
consider the items of business listed overleaf.

for Director, Democratic Services

Julie Harget
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PUBLIC SESSION

AGENDA

1. APOLOGIES FOR ABSENCE

2. DECLARATIONS OF INTEREST

Members are asked to declare any interests they may have in the business on the agenda, and/or indicate that Section 106 of the Local Government Finance Act 1992 applies to them.

3. MINUTES OF THE PREVIOUS MEETING

Appendix A

The minutes of the previous meeting, held on Tuesday 16 June 2009 are attached and Members of the Task Group are asked to confirm them as a correct record.

4. FEEDBACK SESSION ON SITE VISITS

Appendix B

Members of the Task Group will provide feedback from their visits to Birmingham, Borough and Camden Markets. Notes from their visits are attached at Appendix B.

5. HOUSE OF COMMONS COMMUNITY AND LOCAL GOVERNMENT SELECT COMMITTEE REPORT ON MARKETS.

Appendix C

A summary of the House of Commons Community and Local Government Select Committee Report entitled Market Failure: Can the traditional market survive? is attached for information purposes.

6. DRAFT FINAL REPORT OF THE JOINT TASK GROUP REVIEW INTO THE LEICESTER MARKETS

Appendix D

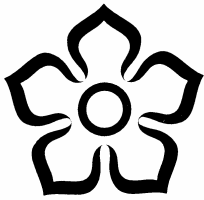
Members of the Joint Task Group are asked to comment on the draft final report from the Review into Leicester Markets.

7. DRAFT RECOMMENDATIONS OF THE JOINT TASK GROUP REVIEW INTO LEICESTER MARKETS

Appendix E

Members of the Joint Task Group are asked to comment on the draft recommendations from the Review into Leicester Markets.

8. ANY OTHER URGENT BUSINESS



Leicester
City Council

APPENDIX A

Minutes of the Meeting of the
LEICESTER MARKETS REVIEW (JOINT CULTURE AND LEISURE AND
REGENERATION AND TRANSPORT TASK GROUP)

Held: TUESDAY, 16 JUNE 2009 at 5.00pm

P R E S E N T :

Councillor Newcombe – Chair

Councillor Coley
Councillor Hunt
Councillor Naylor

Councillor Potter
Councillor Shah

Market Representatives

Dawn Alfonso – Leicester Market Traders' Federation
Paddy Deevey – Leicester Market Trader's Federation

Officers in Attendance

Jerry Connolly
Mike Keen
Anita Patel
Nick Rhodes

Members Support Officer
Democratic Services Officer
Members Support Officer
Head of Markets and Enterprise

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30. APOLOGIES FOR ABSENCE

Apologies were received from Councillors Bhavsar and Manish Sood.

31. DECLARATIONS OF INTEREST

No declarations were made at this time.

32. MINUTES OF THE PREVIOUS MEETING

RESOLVED:

that the minutes of the meeting of the Leicester Markets Review meeting held on 27th April 2009 be confirmed as a correct record.

33. FEEDBACK FROM MARKET SITE VISITS

Councillor Newcombe provided feedback from the site visits that had taken place to the Leicester and Birmingham Markets.

Birmingham Market – 29th April 2009

Councillor Newcombe stated that he and Councillor Naylor had visited Birmingham Market on 29th April.

Regarding the Indoor Market, this offered a good variety of stalls and was a bright and fresh environment and was located in a pedestrian only area with a clean street and generated a positive outlook. The Outdoor Market was not as good and had fewer stalls than Leicester, although waste material was deposited in a nearby compactor. No smell was evident around the compactor, unlike the smell around the refuse vehicle at Leicester. No information was gained as to waste collection arrangements from the Indoor Market. Good bus links existed to the rear of Birmingham Market and there was also a Service Yard.

Officers reported that Birmingham Market had been built some 5 years previously. The compactor was easier to manage with smaller amount of rubbish but Leicester Market generated around 5 tons of rubbish per working day.

Councillor Naylor stated that a full report would be circulated soon.

Leicester Market – 8th May 2009

Notes of the Leicester Market Site Visit were circulated at the meeting. Certain issues were highlighted, particularly the refuse vehicle located at the rear of WH Smith, the number of cars that accessed the area around the outside of the market, the poor décor in the Indoor market and the decrepit condition of the underground storage area at the Indoor market.

The officers stated that, in contrast the Outdoor Market was successful and vibrant and people generally liked the visual impact. A number of compliments had been received from other local authorities and there was a need to balance the positives against the negatives. The Chair stated that it was a case of getting the balance right.

Discussion took place around the actions that were required and these are summarised as follows: -

- Remove refuse vehicle-look to alternatives, compactors maybe
- Deal with traffic problems
- Lighting within Market
- Street furniture to attract people back to market area
- Spruce-up Outdoor Market
- Look to re-develop Indoor Market
- Look to make Market an extension of The Lanes – attract shoppers to the area

- Look at possibility of modern approach of 'demountable' market, removal of stalls at end of day, utilise space for other purposes at times when market closed
- Seek advice from Hammersons, who developed the Highcross Centre/The Shires and also developed the new Birmingham Market, to look at Leicester Market and suggest improvements
- Look to create 'wow factor' at approaches to the market from High Street, Horsefair Street and The Lanes.

Regarding the indoor market the officers stated that another factor was the current ownership of the Corn Exchange building in the centre of the market that was currently partly empty. If this building was brought into City Council ownership indoor stalls could be located in that building and a compactor could be located at the back of the building. It was further suggested that enquiries be made about the vacant floors in the Corn Exchange building.

RESOLVED:

that the actions outlined above be noted.

34. FEEDBACK FROM CONSULTATION WITH RESIDENTS

i) Feedback from Citizens' Panel

A report was circulated that set out the feedback received from the Leicester Market Users' Survey Citizens' Panel on 8th June 2009.

The Chair stated that 11 questionnaires had been completed during the Panel meeting and of these, 9 regarded themselves as regular users of the market. The event was felt to have been very useful.

RESOLVED:

that the feedback, as set out in the report, be noted.

ii) Questionnaire/Analysis

The officers presented a copy of the questionnaire that had been drawn up for the Citizens' Panel meeting and incorporated an analysis of the responses received. From the results it was clear that there were advertising issues around the Market Delivery Service and that attention was required to address concerns around the Customer Toilets and the Entrances to the market.

It was stated that work around the ethnic background of participants to the Citizens Panel meeting would be desirable and officers stated that they would undertake further work.

Members questioned whether there was any information available on what other Markets were doing around satisfaction levels, as this had

been commented on at a recent conference. The officers stated that information relating to Preston market was available and would be presented at the next meeting.

RESOLVED:

that the actions outlined be noted.

35. LEICESTER MARKET - LAYOUT AND STRUCTURE

Officers circulated a plan showing the overall layout of the Indoor/Outdoor Market as requested at a previous meeting.

Officers stated that they were continually looking to get different stalls into the Market, such as the food kiosk. As a way of making the Market more attractive, and building on the strengths of the Market, it was hoped that a Food Officer would be appointed soon to educate young people and adults on food and on cooking skills.

RESOLVED:

that the information be noted.

36. NEXT STEPS

i) **Site Visit**

The Chair suggested that a site visit to Camden and Borough Markets in London should be arranged on the basis of the Chair and a maximum of 4 other Members, and the relevant officer(s).

RESOLVED:

that it be agreed that Councillor Newcombe (Chair) and Councillors Hall, Naylor and Potter would visit Camden and Borough Markets on Friday 17th July 2009.

37. DATE OF NEXT MEETING

It was agreed that the next meeting of the Leicester Markets Review, likely to be on a date to be agreed at the end of July 2009, would meet to look at the Regeneration and Transport issues relating to the operation of the Market, linked to the Retail Sector in the City Centre and be chaired by Councillor Hall.

38. CLOSE OF MEETING

The Chair declared the meeting closed at 4.30 pm.

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A Visit to Birmingham Markets

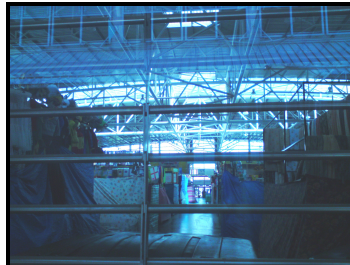
Cllr Paul Newcombe and Cllr Wayne Naylor made a visit to Birmingham's Markets on 29/4/09 to look at general layout, ambiance, general offer and anything that could provide additionality to Leicester's Market offer.

St Martin's Rag Market

Our first stop was at the world famous St Martin's Rag Market. The external area has lots of stalls with the surrounding area being well laid out with lots of trees and modern street furniture.



The area has a very modern feel. The market has excellent travel links; busses stop very close to the perimeter and have good access for cars. When we visited, the rag market was closed, but was clear from what we could see that this market was mainly dry goods – mobile phones, clothing, fabric, etc.



These buildings are very new, being built in the past 7-8 years. Some of the stalls have been moved around since it was originally built. The layout is outstanding and very eye-catching. The ability to walk around the market freely makes a big difference makes the area feel very spacious. The way that external and internal fixed stalls integrate makes a marked difference.



Around the back of the rag market we noticed how accessible the market was by bus for all the market areas, providing good access for the elderly or parents with children. We also noticed collapsible bollards (similar to those outside the town hall) and a service entrance, at the end of the day the service area is cleared of rubbish via van delivery, which seems better than Leicester's market, that has a bin wagon regularly parked in a public area.

Bull Ring Indoor Market



We then entered the indoor market, which was a very modern building. The thing that really strikes you when you wander around this market is the layout and the quality of the visual presentation. The stands are modern, displaying everything from babyware to food to fruit and vegetables, lots of different dry goods and snack foods. The area is very well presented and has a good ambiance as you walk around, feels very open, spacious and welcoming.



The attraction of the indoor market is that it is all on one level making it very accessible, the variety on offer how different types of items were mixed up and not in areas as you walk around there is fish stalls, wool, mobile phone unit, specialist stores from halal meat to babyware. The offer is very good, a lot of people were in there and also with having a mixture of stalls you attract passing trade. The market has a car park above it, which again impacts on accessibility.

The adjoining area to the different markets



Whilst walking around the main market area is the position of the markets in conjunction with some of the larger shops. Borders, Wagamama, Ladbroke's Savers, Sports Direct, Debenhams and New Look. The walkways make a very big difference, being able to walk straight into the open area where the market is without having to cross roads or overcome other barriers to gain access, the openness makes the area feel very welcoming. Considering we visited mid week, there were a lot of people milling about. We were told that this was one of the quieter days so to see that they still have a high level of attraction means that this market is well thought of, in the right place and very accessible.



The stalls in the open area integrate the stalls from both the rag market and the Bull Ring Indoor Market creating a seamless feel to the area.

Priory Square



We then visited Priory Square, which is another market area further away from the main markets. The layout is less well set out than the main markets but is still a popular shopping area. This market is in a square surrounded by shops which it integrates well with; this has the feel of Leicester's market, yet still has a better visual appeal.

Waste Management



We spoke to several traders and they informed us of the way that they disposed of their waste. This was via a compactor which was placed near to the market but was screened off via a fence.

Visit to Borough market: 10th July 2009
Meeting with Chris Denning: market manager.
The interview was structured around the following topics

- Mix of stalls - food-non-food
- Food mix (fruit and veg/meat/fish/cheese)
- Specialist (continental/farmers etc)
- Non-food - range of stalls and variation
- Who uses the market and when
- Cashless trading
- Changes to the profile of the market over the last few years
- Likely future changes/challenges
- How the market fits into the local retail economy, including any planning issues
- Links with health and healthy eating campaigns/connections to schools and other local organisations (like the Old Vic, perhaps!!), the PCT etc.
- Management of the market - rents/occupancy - rubbish disposal!!/links to council/traders etc.

Construction of the interview differed from the order outlined but covered all or most of the issues.

- 1 **Site:** 4.5 acres near Southwark Cathedral at the south end of London Bridge, where it has been in various forms for more than 250 years, in the London Borough of Southwark. Part of the site is devoted to a wholesale market, one of four in London.
- 2 It is a registered **charity**, own by the nation effectively, though in time of crisis it is likely that the borough would step in and take control. The aims of the charity are to reduce the rates of the citizens of the local parish, though Chris reckons that this is now a marginal activity (“probably reduces the rate by 0.00001p.” It is not driven by a need to make profits.
- 3 Trustees have changed significantly in the last few months, and there is a new chief executive. Other changes have been made following comments by the Charity Commissioners.
- 4 These include changing the make-up of a committee which vets applicants to come onto the market. There are around 100 applications per quarter to be on the market, while around one of two a month leave for a variety of reasons, including economic conditions, but there is also a disciplinary system which can evict traders who, for example, have a poor environmental health record (food handling/hygiene issues, for example).
- 5 Applicants are now vetted by a food advisory panel, which is at arms’ length from traders to ensure there is no conflict of interest. A previous vetting panel has been disbanded - part of the changes arising from the Charity Commission review of the market’s operations.
- 6 The relationship with the council is arm’s length and broadly neutral. Sometimes there are negotiations over issues of overspill from the site during loading and unloading, for example.
- 7 **The mix of stalls** is overwhelmingly food (and drink)-related. There are just two non-food stalls, which have been on the market since it was reconstituted in 1998, and no further non-food stalls would be contemplated under current policies and arrangements.

1997...

- 8 At this time the market was a wholesale enterprise which was “dying on its feet”. [Henrietta Green](#)) established a weekend food lovers’ fair on part of the site, from which the current market, known as a centre of fine food excellence, has grown to its current state and status. (see also link at end of note).

Structure of the market

- 9 There are 90 stalls: Rates are £20 a day on Thursday, £35 on Friday and £45 on Saturday. Where these stalls sell hot food additional rates are £15 a day on Thursday, £20 on Friday and £25 on Saturday. Therefore a food franchise trading for the three working days of the market would pay £160 a week.
- 10 There is no security of tenure on the stalls and no licensing arrangements.
- 11 There are 25 stands, which range from 120-360 sq ft. They are fenced and caged and subject to three year leases. Leaseholders have security of tenure and can sell on the leases - with the permission of the market management. Rates are £19.50, plus £8.50 service charge, per sq ft per year. These rates have recently been increased from £12.50 and £3.50 respectively as part of a business review of the market under a new chief executive.
- 12 There are also ten surrounding shops, mainly restaurant and café-style outlets.
- 13 **Main operating days are:**

Thursday (30-40% occupancy)

Friday (80% full)

Saturday (at capacity).

Who uses the market...?

- 14 Southwark has a highly diverse community, expensive developments across the road from some of the poorest communities in the country. The latter are unlikely to be frequent users of the market.

Thursday: Mainly office staff (“the lunchtime crowd”) and takeaway customers

Friday: Lunchtime office crowds but also commuters taking food home - helped because the market stays open until 6pm.

Saturday: Serious food buyers, some coming from well outside London, have bought products and left by 10. Thereafter it becomes very crowded with mostly tourists. These however, do not necessarily buy much and one trader described the day as “overcrowded.” However, the market is near to some of the most iconic tourist images in the country - HMS Belfast and London Tate, for example, and will continue to be under pressure from tourists.

Rubbish disposal

- 15 On-site compactor. It is around the size of a small room and deals with 16 tonnes of waste a week. Emptied twice a week by a contractor it is sealed and there are no obvious smells from it. Waste composition is 30% food, 20% cardboard and 50% general.
- 16 No recycling is currently done and composting is currently more expensive than sending waste to landfill. The Market is committed to full recycling and an in-depth feasibility study has been carried out and will be implemented in due course.

Future challenges

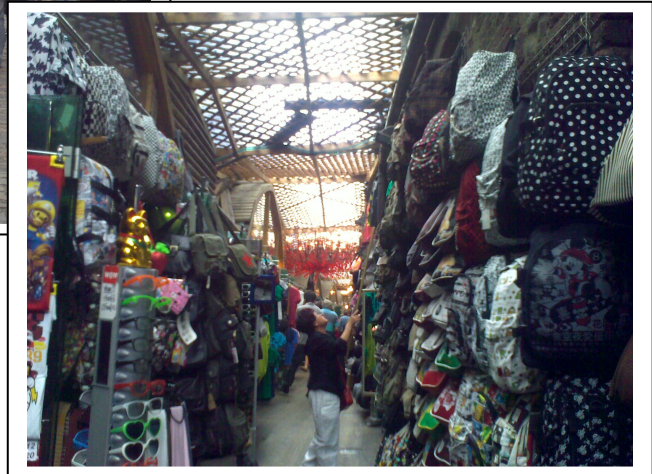
Sunday?

- 17 Around 30 traders have expressed an interest in a Sunday market as a future development trial. A feature of the market would be that there would be no fast food/drink facilities. This would be an attempt to attract back food enthusiasts put off by the crowds (and fast food) that are a feature of Saturday trading. A three month trial is being considered.
- 18 Network Rail is to start a major development which will take out part of the market for three years. Traders are being moved into the nearby Jubilee market as a temporary measure, and the outcome will involve another overhead line (We've already got two over us..").
- 19 Local interests used the possibility of a threat to the market to try to oppose the Network Rail plans, but the market management has said this threat never existed and has worked with NR to secure future funding for market developments, plus more land to expand the trading "footprint".
- 20 There will not be continental markets - an early decision was that these would dilute and confuse the image of the market.
- 21 Prices on the market are high. Traders will have to consider reacting more fleet-footedly to market conditions, which are currently still depressed, although there are signs of recovery.
- 22 Healthy eating and fresh food campaigns are conducted directly between schools and traders, rather than the market as whole.
- 23 Funding has been identified and offered to establish a not-for-profit healthy eating shop outlet, but is not considered a high priority at the moment and certainly not before the completion of the Network Rail programme, which starts in November 2009.

Jerry Connolly

10th July 2009

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Our visit to Borough and Camden Markets – 17/7/09

By Cllr Paul Newcombe

Our visit to Borough and Camden Markets

A delegation of Councillors left Leicester for London St Pancras on the 10.33am train, the mission for the day was to visit Borough and Camden Markets looking at what they had to offer and best practice.

Borough Market

We arrived at Borough Market, which is situated under two train lines near to London Bridge. The perimeter edge of the market had a mixture of cafes and bars.



Cafes and Bars around the perimeter of Borough Market

A new entrance to the market was being constructed which should be completed in September 2009. The materials used were steel and glass. The entrance we used for our visit is due to be closed due to forthcoming works by Network Rail which will take two years adding an additional line, which will cause some disruption to the market, however forward plans are in place to keep this to a minimum.

First impressions were that considering that this market was under two train lines, there was well presented ironwork and displays hanging from the ironworks.



**Well presented ironworks
and glass created lots of
natural light and eye-
catching displays**

It is a large market, there is very good integration of stalls throughout.

This enhances the market's ambiance and generates more sales. There was lots of natural light and although the market area was busy it had a calm feel to it. There was no shouting from the stall holders, there was a good mixture of stalls, stall holders were willing and encouraging for customers to sample the merchandise they were selling.

There was an amazing variety of hot food stalls, which ranged from Thai Curry to Chinese, Spanish, local produce such as pies and sausage. On the cold side, there was lots of cheese and wine sellers, all of whose produce could be sampled. Hot cider was being sold and could be sampled.



A diverse range of goods were available, from drink, food to go, vegetables flowers and meats, it was all available here

There was also meats including kangaroo burgers, crocodile, zebra, lobster and crab and, a bit of a novelty, ostrich eggs (which took two hours to boil),. Fresh squeezed fruit juice was available at a pound a bottle. The market operates on Thursdays, Fridays and Saturdays; however there is also a small selection of stalls on Wednesdays. Traders are also having discussions regarding the possibility of Sunday trading.

The markets waste is disposed of via a compactor. The market collects the waste using green industrial wheelie bins, which are kept out of sight away from stalls near to the compactor area.



All waste was collected in a sealed compactor. Bins were stored out of sight of customers

There were litter bins throughout the market area and the market had a very clear environment with no obnoxious smells. There was also no smell near to the compactor or as it was sealed. The compactor is emptied twice a week, on Tuesdays and Fridays.

The Task Group did acknowledge that the Traders did have excellent Customer Care skills and had a great knowledge of the products they were selling.

We also noted that there was a significant difference in prices compared to Leicester Market some of which were to be expected being in London however some of the prices seemed reasonable as we were able to purchase Thai Curry and Rice or seafood curry and rice for just five pounds some of the vegetables and cheeses did seem a little expensive - £2.50 for a whole pineapple, etc.



**Prices seemed a little expensive
– but this was a tourist market**

A block of Stilton made the traditional way using raw milk varied between £4-5 but having said that with the stall holders encouraging customers to sample the merchandise and also there being a significant amount of tourists who visit the market including office staff who use the market for their lunch break business was booming so to speak and Borough Market seemed to have the right recipe for continued success.

Camden Market



**Camden's
Markets are
world famous.**

Camden's group of markets is now the fourth most-visited tourist attraction in London. It is the largest street market in the UK, and attracts around 500,000 visitors each week.

There are various markets located in Camden Town which are collectively known as Camden Market; these are Camden Lock Market, Camden Stables Market, Camden Canal Market, Inverness Street Market, and Camden (Buck Street) Market.

The area around Camden Lock was first developed in 1791 by the Earl of Camden, with the famous Regents Canal opening in 1820. The first market to appear in Camden was Camden Lock Market, which opened in 1972.

Today, there are hundreds of designer workshops, studios, stalls, shops, cafes, restaurants and bars selling an individual and extensive array of high quality goods from designer, alternative & vintage clothing and accessories to one-off pieces of art, furnishings, antiques, jewellery, records & CDs, collectables, arts & crafts and international food.

Our own reflection of the area starts with the walk up the main street shopping area, to the left there was the Inverness Street Market which was between 15-20 stalls, it was in a side street off the main road but there was a really impressive steel archway with signage.



Inverness Market and The Camden Market were on the main Camden High Street. The area is very striking in design

Further up on the left we entered the area which was Camden Stables, which was in Camden Lock Market had lots of little avenues, these little avenues were cobbled and had a Victorian feel. There were there was a vast variety of different stalls from clothing to wind chimes, food, woodcraft, gothica/rock memorabilia and fashion, music and jewellery. It had a very European feel but felt very claustrophobic. It didn't feel as busy as Borough Market. A slight downside to this area was that the toilet facilities were upstairs.



Camden's Stables Market area

On the other side of the road by the bridge was Camden Lock Village which ran adjacent to the canal and was an interesting style concept. There was seating that was the rear of motor scooters fixed to walls and was very 60's mod style. Fresh orange was being served from orange shaped stall which added character. The stalls were of a traditional seaside beach hut with Victorian lighting. It had a very open feel and was quite a calm environment for a market area, with plenty of room to wander around. Toilets were on ground level and easily accessible.



Camden Lock Village Market

Conclusion

Camden was very different in feel to Borough Market and related more to Leicester in terms of ideas and best practice. Camden's Market areas were a bit segregated but there are still things to learn from this experience. The Victorian lighting and beach hut concept seem to really work well and added a lot of character, we all liked the scooter seating. Borough Market related more to Leicester and was perhaps the best example for us in terms of ideas.

We liked the integration of stalls and we believe this is ingredient of success for future generations of Leicester's market. The lack of noise, improve customer contact with samples add to a calmer environment which was more pleasant to be in. We need to look at the historic links into the market to see if these can be incorporated as this would add to the general ambience of a plain area, if the place had more character it would be somewhere that would bring people back time and time again more naturally. The added attraction of hot food stalls were you can see fresh food being cooked would add a dimension that the market doesn't currently offer. This would bring in more custom as people would see this as "the place for lunch". This was clear to see during our visit.

APPENDIX C

Summary of the House of Commons Community and Local Government Select Committee Report: Market Failure? Can the traditional market survive?

- 1 The House of Commons Community and Local Government Select Committee has conducted its own review of the future of markets. Its report: ***Market Failure?: Can the traditional market survive?***, was published on 23rd July 2009. A link to this report is through <http://www.publications.parliament.uk/pa/cm200809/cmselect/cmcomloc/308/308i.pdf>
- 2 This is a summary of the 88 page report, whose chapters include
 - 2.1 The benefits of traditional retail markets;
 - 2.2 Realising the potential of traditional markets in metropolitan centres; and
 - 2.3 The way ahead for central government
- 3 The report uses as its starting point a national review of the markets industry called The First National Survey of Retail Markets, published in 2005 by the National Association of British Markets Authorities (Par.13). This report is otherwise known as the Rhodes Report. It was written by Nick Rhodes, now Leicester City Council's head of markets and enterprise.
- 4 It concluded (Par 15) that "General Markets across the UK....are in decline. It also concluded that there had been a significant growth in farmers' and other specialist markets."
- 5 A review of London markets, undertaken in 2008, found that there were 63 more retail markets (at 180) than a decade earlier. The numbers of council-managed street markets fallen, or the size of markets had declined, but there had been a significant growth in privately-run farmers' or specialist markets (Par 15). By contrast, the Rhodes report had estimated that 1,150 markets were operating in the UK compared with 1,500 "twelve or more years ago." (Par 15).
- 6 Adviser to the Select Committee Professor Sophie Watson said that it would be unwise to draw the conclusion that all decline was in general markets and all growth was in farmers' or specialist markets. "There are many markets that are still viable that have been there for a long time" (Par 17).
- 7 Reasons cited for the decline in markets included the growth of the internet and the "juggernaut" of supermarkets and "the perception that they are cheaper" (Par 19). Ease of access and parking, opening hours, a perception that quality was better in

supermarkets and that it was not fashionable to shop in markets. (Par 19).

- 8 Supermarkets have also adopted features which were more associated with markets such as fresh fish and meat counters, and a wider range of food which is not pre-wrapped. (Par 19).
- 9 Perhaps counter-intuitively to this, the report also adds that “customers appear increasingly to want an easier shopping experience and market stalls, where customers need to be more proactive and knowledgeable in terms of quantity, type of cut, weight etc may sometimes be too challenging for today’s time-pressed shopper.” (Par 22). (Elsewhere, the report notes the bowls set out in Leicester market allowed people to see exactly what they were paying for (Appendix 2 Par 7).
- 10 A third factor affecting the health of general markets relates to planning decisions which have shifted the area of commercial and retail activity, leaving traditional sites isolated (Par 22).
- 11 “Even where planning has taken account of the local market it has not always been a success. We saw, for example, in Leicester the legacy of a rather grim, unpopular purpose-built indoor market which the council was now looking either to improve or simply replace. “ However this was by no means an isolated case.” (Par 23).
- 12 A fourth factor was that many councils simply neglected the markets under their control (Par 24), either by failing to invest in the physical structure or by not having proper market management expertise in place.
- 13 Councils often failed to appreciate the strategic value of their markets, seeing them as problems to be managed as opposed to a key part of the retail structure. (Par 24).
- 14 One issue points to the failure of markets themselves to react quickly enough to changing retail and economic environments. “Many traditional markets, market operators and traders have failed to grasp the need for change.” They have also not promoted themselves as effectively as they might. (Par 24).

The outlook for markets

- 15 Despite the factors set out above the evidence presented suggested that markets did have a long term future (Par 26). Nick Rhodes among others suggested that while non-food outlets might continue to struggle “food sellers were finding it easier to retain their niche” (Par 29).

- 16 Evidence from Leicester, among other places, suggested that “markets can renew themselves by selling to and from new ethnic communities” (Par 29). Professor Watson suggested that supermarkets could help strengthen traditional markets through their proximity to each other (Par 30).

The benefits of traditional retail markets

- 17 The All Party Parliamentary Markets Group in 2007 set out a range of reasons why markets should continue to prosper. They “contribute to the social, environmental and economic well-being of the country (Par 33) by

- 17.1 Providing a sense of place
- 17.2 Being part of the nation’s cultural tradition
- 17.3 Remaining an important element of the economy, particularly in relation to independent trading, local employment and business start-up opportunities
- 17.4 Offering local access to fresh produce and other commodities
- 17.5 Reducing environmental impact, e.g. by eliminating excessive packaging/waste.

- 18 Professor Watson pointed to their focus for a range of communities, highlighting their capacity to work as a centre of social inclusion. Councils also used markets to promote wider strategic goals such as helping economic growth and Improving the local economy (Par 35).

The economic benefits of markets

- 18 Thriving markets offer cheap fresh food. A 2005 survey found that a basket of food costing £4.74 on a local market would cost £7.18 from a supermarket. A more recent survey (2008) found markets were on average six per cent cheaper than supermarkets, while fresh produce was 32% cheaper (Par 38).
- 19 “The clear implication is that markets can be especially important for the poorer sections of the community – including many elderly people, single parents on low incomes, students and young people – particularly at a time of recession (Par 38).
- 20 Thriving markets also attract additional footfall into town centres, encouraging shoppers to buy not just at the market, but also at neighbouring shops.”. “Indeed a key point of evidence... is that markets should not simply be seen as competition to other forms of retail, but rather as complementary to it. (Par 39).
- 21 Nick Rhodes (Par 40) said markets offered business start-up opportunities and that most jobs created by Leicester market were

local to the market. Other authorities made similar points about local economic benefits.

The social benefits of markets

- 21 Combined with economic benefits were two strands of social benefits. One was important support for minority communities, including new communities (Par 44). Markets can also promote social cohesion, “encouraging different communities to inter-mingle and providing community support and information.
- 22 Professor Watson had concluded in a research paper that
- 22.1 markets were important sites of social interaction for all groups in the community, but most significantly for older people, especially women. Markets were also important as social spaces for mothers with young children, young people and families with children, particularly at weekends.
- 22.2 Markets had a significant social inclusion role, as places to linger, particularly for older people and young mothers. Some markets appeared to be inclusive of disabled people, although in other places this was less evident.
- 22.3 The social life of traders played a significant role in creating a vibrant atmosphere in markets, and in forging social bonds and links in the trading community as well as with shoppers. (Par 45).
- 23 “Markets thus provide a tremendous opportunity for local and central government, working with market traders and the industry, to foster community integration and to get messages and information across to hard to reach groups-such as the elderly and young people-who will be present on the market.” (Par 46).

Markets and regeneration

- 24 A number of witnesses said markets had the potential to help in town centre regeneration, partly by creating a flexible public space which can support other uses (Par 49).
- 25 Current regeneration schemes had learnt from previous projects which had removed markets from town centres – a practice which had led to the decline of both the market and the town centre. (Par 49). The Government also recognised the role markets could play in economic regeneration (Par 50).

Markets and health

- 26 Markets can promote the Government's agenda on obesity and healthy eating. The Retail Markets Alliance in evidence said "In addition to providing access to fresh fruit and vegetables at cheaper prices than the supermarkets many markets are now using their role as 'community hubs' to promote healthy eating and lifestyles" (Par 51).
- 27 Bolton council said the authority was:
- 27.1 Installing a demonstration kitchen to "celebrate local communities and different foodstuffs
 - 27.2 looking during school holidays to use that venue to sample new school menus; and
 - 27.3 working with the PCT we will have an opportunity to invite people from deprived areas to come in and do some domestic science (Par 52).

Markets and the environment

- 28 Markets can promote environmental issues – for example reducing food miles and carbon emissions, and by reducing waste through reducing packaging and offering bio-degradable bags. (Par 53). Some farmers' markets have a strong environmental dimension with their emphasis on selling locally-produced food (Par 54).

The contribution and social benefits of specialist markets

- 29 These are essentially farmers' and continental markets, and because they are occasional markets it is unlikely they could be sustained on more than an occasional basis (Par 55). They do not tend to offer cheap produce – and therefore attract a different set of customers.
- 30 "Over the last decade specialist markets have helped bring a new vibrancy to the market scene, a new energy...which some of the more tired older markets had lost the ability to generate." (Par 59).

Environmental and health benefits of specialist markets

- 31 Witnesses highlighted the contribution of farmers' markets to the environmental debate. These markets produced and sold food at local level. They also play a role in the healthy eating debate, championing locally produced good quality food and promoting a greater interest in what people eat and where it comes from. (Par 61). The Committee suggested that the government, in its evidence, had not overemphasised the role of farmers' markets, which is a small component of the total market sector (Par 62).

Tensions between farmers' markets and older markets

- 31 There is an “ongoing debate about whether farmers’ markets detract from or enhance older markets (Par 63).” Farmers markets also feel their identity could be eroded by being combined with older markets. There was also evidence of resistance to the newer markets by older traders (Par 64).
- 32 The Committee felt there was an advantage in specialist markets retaining their identity within a larger “ordinary” market – through increased footfall and the sense of putting on an event (Par 66).
- 33 The issue of market charters, which prevented markets being held caused tensions, the Committee was told, Leicestershire Foods, which runs five farmers’ markets, complained that “several councils and independent Charter holders within Leicestershire strictly operate Market Charters with or without Rival Markets policies which stop new markets evolving.
- 34 Their main criticism was not that their applications were being turned down per se, but rather that the Charter fees proposed to sanction the creation of new occasional markets were prohibitively high” (Par 67).
- 35 The Select Committee recommended that Councils “treat farmers’ markets sympathetically given the potential benefits they can offer whether in proximity to existing markets or in isolation. (Par 68).

Realising the potential of traditional retail markets in metropolitan centres.

- 36 The Committee identified a number of qualities which broadly speaking made for a successful market. A good market:
- 36.1 Should complement and act in sympathy with the wider town centre and with local communities (Par 71)
 - 36.2 Should be well managed (Par 74) with long term investment (Par 75), and with strong promotion – especially with the promotion budgets available to other parts of the retail sector. (Par 76)
 - 36.3 Has a USP – unique selling point – which will draw people to it rather than to a shopping centre or a different market. (Par 77)
 - 36.4 Must be well located in prime city or town centre positions with good transport links
 - 36.5 Should feature good partnership working between traders and the market operator.

Lessons from Europe

- 37 Jean-Paul Auguste, who chairs Geraud Markets Group, said markets should concentrate more on food “because people need to eat and buy each day of the week” (Par 82). Food stalls make up 40%-60% of Spanish, Italian and French markets.
- 38 He also said (Par 82) that England could learn from the long term commitments, including investment, which are more a feature of relationships on the Continent.
- 39 He suggested that there should be greater access by market traders to wholesale markets, “observing that on the continent all retailers – supermarkets and market traders – have access to the same wholesale markets whereas in England supermarkets tend to monopolise much of the wholesale market, giving market traders fewer opportunities in which to purchase a diverse range of fresh produce.” (Par 82).
- 40 In Barcelona, a market trader has greater responsibilities to look after the upkeep and promotion of the market. Greater responsibilities give a greater stake in the operation (Par 83).

Challenges for Local Government

- 41 Main challenges are finance and management (Par 85). A legacy of under-investment in many metropolitan authorities threatened the future of some local markets. Competitors, by contrast, have invested heavily in new outlets and marketing and promotion.
- 42 Leicester was singled out as an authority which had “already taken steps to increase and sustain investment in their markets.” (Par 86). ... By considering markets as part of the wider town centre and management agenda and in terms of their ability to deliver a number of strategic benefits, councils may find it easier both to release their own resources for markets and to obtain additional financial support from other local and regional partners – for example regional development agencies (regeneration agenda), primary care trusts (the health agenda) and third sector partners (the social cohesion agenda). We recommend that local authorities think laterally and innovatively along these lines.” (Par 86).
- 43 Councils should consider prudential borrowing as a way of reviving profitable but tired markets (Par 87).
- 44 Councils should also explore joint financing arrangements with local market trader organisations – with these organisations

having a more strategic role in the managing of their markets (Par 88).

Management

- 45 Much evidence was critical of council management of markets. Common complaints were of over-bureaucracy and lack of expertise. Because there are so many interests in markets, there was a danger that they would “fall between several stools” for councillors and officers. Nick Rhodes’ role in turning around Leicester market was much praised by other witnesses. (Par 89).
- 46 He said: “A lot of markets are, shall we say, treated poorly by local authorities. They do not recruit the right people (possibly they do not know how to recruit the right people – market management is a skill, and people have lost sight of the fact that it is a skill), and it has to be nurtured along and it does not happen overnight. You have to react to the outside world as well, and if you are not skilful enough ...there are going to be problems” (Par 89). The Committee recommended that market champions be identified within local authorities – both officers and councillors (Par 90).
- 47 Councils often had problems in building up in-house market management teams and looked to private contractors to manage their markets. The Committee was largely in favour of this approach – evidence suggested private management brought in new investment, a flatter, more reactive management structure and a more innovative and business-orientated approach. (Par 93).
- 48 The Committee recommended that councils “review their market management structure and give careful consideration to the most appropriate organisation for them that recognises the need to realise the wider economic and non-economic benefits of markets and gives due weight to the public and private sector alternatives on offer (Par 94).

The industry

- 49 The Retail Markets Alliance (RMA), an umbrella organisation for several markets groups, was promoting partnership working among several market industry factions (Par 112). The RMA was gathering industry data and trying to raise the profile of markets (Par 113). The RMA is also sponsoring a campaign to encourage new market traders, especially among young people. (Par 113). Members of the RMA were also looking to spread examples of best practice. (Par 115).
- 49 Nick Rhodes told the Committee that while there were good examples at local level of markets promotion, the national picture

was patchy, mainly for financial reasons. (Par 117). One consultant said the industry's attempts to promote itself were "lamentably poor" (Par 117).

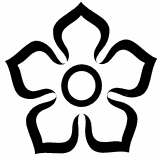
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There was also a feeling that lack of training was a significant barrier to entry for a new generation of market traders. Some traders would benefit from customer care training. (Par 117).

Jerry Connolly
28th July 2009

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Leicester
City Council

OVERVIEW AND SCRUTINY MANAGEMENT BOARD SEPTEMBER 2009

Report of the Joint Culture and Leisure and Regeneration and Transport Scrutiny Task Groups

“The future of Leicester markets”

Report of Councillor Newcombe, Culture and Leisure Task Group Leader; and Councillor Hall, Regeneration and Transport Task Group leader.

1. Summary

- 1.1 This report presents to the Overview and Scrutiny Management Board (OSMB) the findings of the joint Culture and Leisure and Regeneration and Transport Task Groups' (the Joint Task Group) review into the performance of and future prospects for the city centre markets in Leicester.
- 1.2 Set out below are the findings, conclusions and recommendations of the Joint Task Group.

2. Recommendations

TO BE CONFIRMED

3. Aim of the Review

- 3.1 Leicester Market (indoor and outdoor combined) holds an important place in the hearts of many Leicester people. It is considered to be a key factor in the vision for, future success and development of the City Centre.
- 3.2 To assist in that development and vision, the task group was asked by the OSMB to focus on:
 - 3.2.1 How the market links to the retail circuit in the city centre in terms of transport, accessibility and signposting

- 3.2.2 The environmental impact that the market has in terms of waste disposal, recycling and green issues
 - 3.2.3 The synergy between the indoor market, the outdoor market and the retail circuit in the city centre
 - 3.2.4 How the market can best promote healthy eating through promotion and creativity; and
 - 3.2.5 The space occupied by the market in terms of the layout, structure and facilities provided.
- 3.3. These review criteria were agreed by [OSMB](#) in September 2008. The scoping document to OSMB further said that:

“Leicester Market is a traditional market now in need of some development and investment to secure its future within the framework of major developments within the rest of the city centre.”

- 3.4 Objectives of the Review were to:
- 3.4.1 Increase the use of the market
 - 3.4.2 Make better use of space available
 - 3.4.3 Create synergy between the market and the retail circuit and entertainment and leisure facilities.
 - 3.4.4 Address key environmental issues
 - 3.4.5 Raise awareness in terms of healthy eating
 - 3.4.6 Help the Council’s anti-poverty strategy
 - 3.4.7 Reinforce the market’s role within the community cohesion framework

4. **Introduction**

- 4.1 At its meeting in September 2008 the Overview and Scrutiny Management Board agreed for the Culture & Leisure and Regeneration and Transport Task Groups to undertake a review of the future of city centre markets in Leicester.
- 4.2 The Task Group met **six** times. In addition there was a focus group hearing. Minutes and agendas can be accessed [through this link](#). Task Group members also visited markets in Birmingham and London, and consultations were also conducted to gather evidence and establish customers’ views of the markets.
- 4.3 Additionally, the House of Commons Communities and Local Government Select Committee held an inquiry into the future of local markets, and visited Leicester market and took evidence in a hearing at the City’s Town Hall.

- 4.4 Because of the range and nature of the report, links to it are contained in Appendix C. The main discussions, as they related to markets in large urban areas as opposed to market towns and rural settlements, are summarised in Appendix C.
- 4.5 Members of the Joint Task Group were: Councillors Newcombe (chair of the Culture and Leisure Task Group), Hall (chair of the Regeneration and Transport Select Committee), Naylor, Byrne, Potter, Coley, Palmer, and Bajaj.
- 4.6 Officers from the Regeneration & Transport Department involved in this review included Nick Rhodes – Head of marketing and Enterprise, and Barry Pritchard – Project Manager, City Centre Development, though many others offered their help and expertise. Their courtesy and contributions were greatly appreciated.
- 4.7 The Task Group is also grateful for the continued input from the Leicester Market Traders' Federation. Paddy Deevey and Dawn Alfonso made many valuable and interesting contributions.
- 4.8 It was agreed that the work programme would be divided up as follows. Councillor Russell (then chair of the regeneration and transport task group), would Chair the topics:
- 4.7.1 How the market links to the retail circuit in the city centre in terms of transport, accessibility and signposting.
- 4.7.2 The synergy between the indoor market, the outdoor market and the retail circuit in the city centre.
- 4.8 Councillor Naylor (then chair of the culture and leisure task group), would Chair the following topics:
- 4.8.1 The environmental impact that the market has in terms of waste disposal, recycling and green issues.
- 4.8.2 How the market can best promote healthy eating through promotion and creativity.
- 4.9 Both Task Group chairs would look at the fifth topic, which related to the space occupied by the market in terms of the layout, structure and facilities provided.
- 4.10 Despite concerns about the market and its future, Leicester market won a [national award](#) to be named Britain's most popular market.

5 Method of investigation

- 5.1 This review used a range of techniques. These included:
- 5.1.1 Site visits to markets in Leicester, Birmingham and London
 - 5.2.2 Focus group and questionnaire
 - 5.2.3 Desk review of council documents
 - 5.2.3 Advice and information from Council officers
 - 5.2.4 Desk review of related Government and Parliamentary documents, guidance and advice.
- 5.2 The November 2008 meeting of the Task Group agreed that this meeting should concentrate on the issues relating 4.7.1 – namely how the market linked into the retail circuit in the city centre in terms of transport, accessibility, profile and signposting.
- 5.3 An in-depth study ([click here](#)) of the issue had previously been commissioned on the issue. The report, by CACI, refers to a number of issues relating the markets area, and was written before the opening of the Highcross Centre and the developing economic situation.
- 5.4 Notwithstanding these factors, one conclusion was that “Market Place needs significant improvement... to match the surrounding premium dominated rate offer.”
- 5.5 In terms, the report suggests that “critical to the future direction of the City is the character and role of Market Place. In Market Place lies the greatest opportunity to unify the City through deliverance of a strong vision and message through the creation of place.”
- 5.6 This theme is re-emphasised by the [One Leicester](#) vision for the future of the City. An emerging theme of task group reviews is the use of One Leicester to reference and benchmark projects, themes and priorities.
- 5.7 In this case, One Leicester says:
- ”Leicester’s market, once considered the largest open-air fruit and vegetable market in Europe, needs to be brought back to life as a central feature of the city.”*
- 5.8 The One Leicester vision adds:

“We will redevelop the market to bring it back to life as a central feature of the city.”

5.9 This is against a background which involves the Council promise to:

“continue to regenerate the city centre to make it an attractive, pleasant and family-friendly place to be, with an exciting balance of large retailers and independent shops and excellent cultural and leisure facilities.”

5.10 Nick Rhodes, the Council’s head of markets and enterprise, reported to the [Task Group](#) on 10th November 2008 about the major issues confronting the market.

5.11 These included:

- 5.11.1 Gradual decline in use of the market
- 5.11.2 Lower stall occupancy rates
- 5.11.3 Environmental issues – cleaning, surrounding roads
- 5.11.4 interaction with neighbouring shops
- 5.11.5 Transport links further removed (with closure of High Street to buses).

5.12 The value and importance of the market was summarised as follows:

- 5.12.1 Central location
- 5.12.2 Historic and Heritage
- 5.12.3 Local employment and community cohesion
- 5.12.4 Supports the local economy
- 5.12.5 Provides accessibility to fresh foods at affordable prices
- 5.12.6 Culture and tourism

5.13 The indoor market faced particular problems. These were summed up as:

- 5.13.1 Poorly designed retail building
- 5.13.2 Not easily visible
- 5.13.3 Structural problems
- 5.13.4 Dramatic decline in footfall
- 5.13.5 Difficult to get people to shop upstairs.

5.14 Occupancy rates for the markets were reported as follows

Stall Occupancy Rates (%)		
	Outdoor	Indoor
2005/06	81.20	95.04
2006/07	79.82	95.44
2007/08	78.01	87.34

5.15 Discussion by Task Group members which followed:

5.16.1 reflected concern about the negative impact on the market and its environment of the refuse collection and disposal procedures

5.16.2 commented on what was considered poor access and signage to the market from many of the city centre retail quarter

5.16.3 expressed concern about the way in which the road around the market site created a significant barrier to pedestrian access and flow through the area.

5.16.4 Members also commented on how difficult it could be to move around within the market itself, and that there were comparatively poor links between the outdoor and indoor market areas.

5.16 These themes formed a strand which ran through the whole of the Review and which are reflected in the recommendations to OSMB and to Cabinet.

5.17 Jeff Miller, service director for regeneration and transport, reported that with the opening of the Highcross Centre, other parts of the city retail sector had reported increased footfall, despite a worsening economic situation. Fenwicks, for example, had reported increased footfall.

5.18 But members felt that the new business by-passed the market area, partly because they were not interested in shopping there, partly because they were unaware of the market and partly because the approaches to the market were considered unattractive.

- 5.19 The CACI report was the main issue discussed on 10th December (Link to minutes in appendix B). A key issue was that the market area was underperforming – while being a key component of the city centre. [CACI's economic analysis](#) of the City Centre retail circuit said:
- 5.19.1 *“Market Place and the market currently act as psychological barrier to the movement of shoppers around the city. It is also a natural location for encouraging longer dwell times.*
- 5.19.2 *“It needs to be a central destination for the city from which economic activity can disperse and in particular help improve footfall throughout the retail pitch.*
- 5.19.3 *“Market Place is located at the centre of Leicester’s retail pitch and should serve as a distinctive living landmark that remains in the mind-map of shoppers long after their visit is over. The role of iconic landmarks in encouraging shoppers to return to the city for their city-centre shopping experience cannot be underestimated.”*
- 5.20 Members felt there was poor signage and unattractive approaches to the market area, the indoor market building was unattractive and shop frontages around the market needed to be improved.
- 5.21 A major challenge is to get the footfall to and from Highcross via Market Street and from Gallowtree Gate into and through the market. Those attracted to Highcross might not feel they would be attracted to the market.
- 5.22 The road around the market creates significant barrier which needs to be lowered and made into a more attractive pedestrian and access friendly space.
- 5.23 Quality and range of products on the market should be improved.
- 5.24 The negative impact of waste generated by stallholders needed to be reduced. Paddy Deevey, representing the market traders, said that more effort was required by traders, in terms of quality of stock and care taken in disposing of or otherwise dealing with waste material during the day.
- 5.25 The meeting on 25th February 2009 (link in appendix B) concentrated on environmental issues relating to the market, and in particular the impact of the methods of the waste disposal. The current process, involving the removal of rubbish by a waste disposal vehicle, was criticised for a range of reasons.

- 5.26 An 18 tonne vehicle is used to remove five tonnes of rubbish a day (compare the volume with that of [Borough Market](#), pars 15 and 16, which uses a compactor to process 16 tonnes of rubbish over two days a week). See reports on other markets in pars
- 5.27 Members also expressed concerns that the refuse vehicle, the associated problems of smell and an accumulation of empty boxes and waste, deterred potential customers.
- 5.28 Members noted the usual location of the refuse vehicle and asked Officers to consider whether it could be re-located to alleviate its negative impact on the Market. (Minutes of 25th February 2009 Par 19).

6 Healthy Living

- 6.1 The meeting of 25th February also considered the issue of its role in promoting healthier lifestyle and living, both in terms of providing healthier food and acting as a springboard for people to learn more about cooking and eating fresh food.
- 6.2 Diane Talbot, clinical director, Leicestershire Nutrition and Dietetic Services, in evidence to the Task Group, said that obesity was not a new issue, but that previous targets in 1992 and 2004 to reduce obesity rates had failed.
- 6.3 There had continued to be a rise in obesity, including a marked rise in childhood obesity which was even higher for children in inner city areas.
- 6.4 She said a new initiative, “Healthy Weight, Healthy Lives” was introduced in 2008, which aimed to combat the rising tide of obesity. Members heard that its initial focus was obesity in children.
- 6.5 She said that the market could become a partner in the [Change4Life](#) programme by implementing a number of strategies including market promotions of healthier food, providing a market stall for promotions of a healthy life style and by facilitating easier travel to Leicester Market.
- 6.6 Members heard that sometimes people were unsure how to cook or prepare certain foods and the Chair (Cllr Naylor) explained that at Calorie Killers, a men’s lifestyle group, cook and eat sessions had been held, which had been very useful.
- 6.7 The following suggestions were made:

- 6.7.1 To provide simple straightforward recipes, with a shopping list, or a students' cookbook with basic recipes, which utilised market produce
 - 6.7.2 To arrange cookery demonstrations in the Market
 - 6.7.3 To work with schools to promote the Market and its produce, and encouraging more schools to bring children in for Market tours.
 - 6.7.4 Leicester City Council as a whole becoming a partner with "Change4Life", rather than individual sections
 - 6.7.5 To set up a Healthy Lifestyle referral unit in the Market
 - 6.7.6 To use the Market to promote exercise and healthy eating
 - 6.7.7 To promote the Market at University Freshers' Fairs
 - 6.7.8 To send a promotional leaflet to schools, reminding parents that they could purchase their 5 a Day at Leicester Market.
- 6.8 A new post of Food Ambassador had been created within the City Council, and one of the responsibilities would be to raise awareness of the food that was sold in Leicester.

7 Local surveys

- 7.1 Two pieces of work were done: a Citizens' Panel, organised by Member Support Anita Patel and undertaken on 8th June 2009. The other was a limited questionnaire whose results notwithstanding reflected other survey data and whose respondents included members of the Citizens' Panel.
- 7.2 A link to the report on the Citizens' Panel hearing can be found through the link in Appendix B. Also available is a summary of the findings of the questionnaire.
- 7.3 Asked what they liked most about the market, respondents mentioned the range and value of the goods, the lively atmosphere and the location at the heart of the city.
- 7.4 There were adverse comments about the "oppressive" atmosphere, issues relating to the bin lorry and refuse disposal in general terms (including "smell", the condition of the toilets and the way in which vehicles encroached in what should be pedestrianised areas around the market).

7.5 Most people said they spent in the range of £3 - £10. But most also said they would not use a debit card if one were introduced.

7.6 The majority of households surveyed had annual incomes in the range of £10,000 - £20,000.

8 Market visits

8.1 Members made a series of visits to examine at first hand the atmosphere and offering of a range of markets. These included Leicester market itself, Birmingham markets and markets at Borough and Camden Market in London.

9 The developing international food crisis

9.1 The importance of locally produced and marketed food was brought into stark relief by the publication of a series of papers by the Government emphasising the need for more sustainable and more locally-grown food.

9. Lessons learned for future reviews

10. Financial Implications

TO COME.

11. Legal Implications

TO COME

12 Departmental Comments

TO COME

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APPENDICES:

APPENDIX A

SITE VISITS TO MARKETS

Leicester market: 8th May 2009 [Site visit and report](#)
Borough Market 10th July 2009 [Site Visit reports and findings](#)
Borough and Camden Markets: 17th July 2009: [Site visit and reports](#)
Birmingham markets 29th April 2009: [Site visit and report](#)

APPENDIX B

Links to minutes of joint task group meetings

[10th November 2008](#)

[8th December 2008](#)

[25th February 2009](#)

[27th April 2009](#)

16th June 2009

[Citizens' Panel: 8th June 2009](#)

[Market users' aggregate summary](#)

APPENDIX

House of Commons report on the future of traditional markets

Summary of Commons report

- 1 The House of Commons Community and Local Government Select Committee has conducted its own review of the future of markets. Its report: [**Market Failure?: Can the traditional market survive?**](#), was published on 23rd July 2009.
- 2 This is a summary of the 88 page report, whose chapters include
 - 2.1 The benefits of traditional retail markets;
 - 2.2 Realising the potential of traditional markets in metropolitan centres; and
 - 2.3 The way ahead for central government
- 3 The report uses as its starting point a national review of the markets industry called The First National Survey of Retail Markets, published in 2005 by the National Association of British Markets Authorities (Par.13). This report is otherwise known as the Rhodes Report. It was written by Nick Rhodes, now Leicester City Council's head of markets and enterprise.
- 4 It concluded (Par 15) that "General Markets across the UK....are in decline. It also concluded that there had been a significant growth in farmers' and other specialist markets."
- 5 A review of London markets, undertaken in 2008, found that there were 63 more retail markets (at 180) than a decade earlier. The numbers of council-managed street markets fallen, or the size of markets had declined, but there had been a significant growth in privately-run farmers' or specialist markets (Par 15). By contrast, the Rhodes report had estimated that 1,150 markets were operating in the UK compared with 1,500 "twelve or more years ago." (Par 15).
- 6 Adviser to the Select Committee Professor Sophie Watson said that it would be unwise to draw the conclusion that all decline was in general markets and all growth was in farmers' or specialist markets. "There are many markets that are still viable that have been there for a long time" (Par 17).

- 7 Reasons cited for the decline in markets included the growth of the internet and the “juggernaut” of supermarkets and “the perception that they are cheaper” (Par 19). Ease of access and parking, opening hours, a perception that quality was better in supermarkets and that it was not fashionable to shop in markets. (Par 19).
- 8 Supermarkets have also adopted features which were more associated with markets such as fresh fish and meat counters, and a wider range of food which is not pre-wrapped. (Par 19).
- 9 Perhaps counter-intuitively to this, the report also adds that “customers appear increasingly to want an easier shopping experience and market stalls, where customers need to be more proactive and knowledgeable in terms of quantity, type of cut, weight etc may sometimes be too challenging for today’s time-pressed shopper.” (Par 22). (Elsewhere, the report notes the bowls set out in Leicester market allowed people to see exactly what they were paying for (Appendix 2 Par 7).
- 10 A third factor affecting the health of general markets relates to planning decisions which have shifted the area of commercial and retail activity, leaving traditional sites isolated (Par 22).
- 11 “Even where planning has taken account of the local market it has not always been a success. We saw, for example, in Leicester the legacy of a rather grim, unpopular purpose-built indoor market which the council was now looking either to improve or simply replace. “ However this was by no means an isolated case.” (Par 23).
- 12 A fourth factor was that many councils simply neglected the markets under their control (Par 24), either by failing to invest in the physical structure or by not having proper market management expertise in place.
- 13 Councils often failed to appreciate the strategic value of their markets, seeing them as problems to be managed as opposed to a key part of the retail structure. (Par 24).
- 14 One issue points to the failure of markets themselves to react quickly enough to changing retail and economic environments. “Many traditional markets, market operators and traders have failed to grasp the need for change.” They have also not promoted themselves as effectively as they might. (Par 24).

The outlook for markets

- 15 Despite the factors set out above the evidence presented suggested that markets did have a long term future (Par 26). Nick Rhodes among others suggested that while non-food outlets might continue to struggle “food sellers were finding it easier to retain their niche” (Par 29).
- 16 Evidence from Leicester, among other places, suggested that “markets can renew themselves by selling to and from new ethnic communities” (Par 29). Professor Watson suggested that supermarkets could help strengthen traditional markets through their proximity to each other (Par 30).

The benefits of traditional retail markets

- 17 The All Party Parliamentary Markets Group in 2007 set out a range of reasons why markets should continue to prosper. They “contribute to the social, environmental and economic well-being of the country (Par 33) by
 - 17.1 Providing a sense of place
 - 17.2 Being part of the nation’s cultural tradition
 - 17.3 Remaining an important element of the economy, particularly in relation to independent trading, local employment and business start-up opportunities
 - 17.4 Offering local access to fresh produce and other commodities
 - 17.5 Reducing environmental impact, e.g. by eliminating excessive packaging/waste.
- 18 Professor Watson pointed to their focus for a range of communities, highlighting their capacity to work as a centre of social inclusion. Councils also used markets to promote wider strategic goals such as helping economic growth and Improving the local economy (Par 35).

The economic benefits of markets

- 18 Thriving markets offer cheap fresh food. A 2005 survey found that a basket of food costing £4.74 on a local market would cost £7.18 from a supermarket. A more recent survey (2008) found markets were on average six per cent cheaper than supermarkets, while fresh produce was 32% cheaper (Par 38).
- 19 “The clear implication is that markets can be especially important for the poorer sections of the community – including many elderly people, single parents on low incomes, students and young people – particularly at a time of recession (Par 38).
- 20 Thriving markets also attract additional footfall into town centres, encouraging shoppers to buy not just at the market, but also at

neighbouring shops.” “Indeed a key point of evidence... is that markets should not simply be seen as competition to other forms of retail, but rather as complementary to it. (Par 39).

- 21 Nick Rhodes (Par 40) said markets offered business start-up opportunities and that most jobs created by Leicester market were local to the market. Other authorities made similar points about local economic benefits.

The social benefits of markets

- 21 Combined with economic benefits were two strands of social benefits. One was important support for minority communities, including new communities (Par 44). Markets can also promote social cohesion, “encouraging different communities to inter-mingle and providing community support and information.
- 22 Professor Watson had concluded in a research paper that
- 22.1 markets were important sites of social interaction for all groups in the community, but most significantly for older people, especially women. Markets were also important as social spaces for mothers with young children, young people and families with children, particularly at weekends.
- 22.2 Markets had a significant social inclusion role, as places to linger, particularly for older people and young mothers. Some markets appeared to be inclusive of disabled people, although in other places this was less evident.
- 22.3 The social life of traders played a significant role in creating a vibrant atmosphere in markets, and in forging social bonds and links in the trading community as well as with shoppers. (Par 45).
- 23 “Markets thus provide a tremendous opportunity for local and central government, working with market traders and the industry, to foster community integration and to get messages and information across to hard to reach groups-such as the elderly and young people-who will be present on the market.” (Par 46).

Markets and regeneration

- 24 A number of witnesses said markets had the potential to help in town centre regeneration, partly by creating a flexible public space which can support other uses (Par 49).
- 25 Current regeneration schemes had learnt from previous projects which had removed markets from town centres – a practice which had led to the decline of both the market and the town centre. (Par

49). The Government also recognised the role markets could play in economic regeneration (Par 50).

Markets and health

- 26 Markets can promote the Government's agenda on obesity and healthy eating. The Retail Markets Alliance in evidence said "In addition to providing access to fresh fruit and vegetables at cheaper prices than the supermarkets many markets are now using their role as 'community hubs' to promote healthy eating and lifestyles" (Par 51).
- 27 Bolton council said the authority was:
- 27.1 Installing a demonstration kitchen to "celebrate local communities and different foodstuffs
 - 27.2 looking during school holidays to use that venue to sample new school menus; and
 - 27.3 working with the PCT we will have an opportunity to invite people from deprived areas to come in and do some domestic science (Par 52).

Markets and the environment

- 28 Markets can promote environmental issues – for example reducing food miles and carbon emissions, and by reducing waste through reducing packaging and offering bio-degradable bags. (Par 53). Some farmers' markets have a strong environmental dimension with their emphasis on selling locally-produced food (Par 54).

The contribution and social benefits of specialist markets

- 29 These are essentially farmers' and continental markets, and because they are occasional markets it is unlikely they could be sustained on more than an occasional basis (Par 55). They do not tend to offer cheap produce – and therefore attract a different set of customers.
- 30 "Over the last decade specialist markets have helped bring a new vibrancy to the market scene, a new energy...which some of the more tired older markets had lost the ability to generate." (Par 59).

Environmental and health benefits of specialist markets

- 31 Witnesses highlighted the contribution of farmers' markets to the environmental debate. These markets produced and sold food at local level. They also play a role in the healthy eating debate, championing locally produced good quality food and promoting a greater interest in what people eat and where it comes from. (Par

61). The Committee suggested that the government, in its evidence, had not overemphasised the role of farmers' markets, which is a small component of the total market sector (Par 62).

Tensions between farmers' markets and older markets

- 31 There is an "ongoing debate about whether farmers' markets detract from or enhance older markets (Par 63)." Farmers markets also feel their identity could be eroded by being combined with older markets. There was also evidence of resistance to the newer markets by older traders (Par 64).
- 32 The Committee felt there was an advantage in specialist markets retaining their identity within a larger "ordinary" market – through increased footfall and the sense of putting on an event (Par 66).
- 33 The issue of market charters, which prevented markets being held caused tensions, the Committee was told, Leicestershire Foods, which runs five farmers' markets, complained that "several councils and independent Charter holders within Leicestershire strictly operate Market Charters with or without Rival Markets policies which stop new markets evolving.
- 34 Their main criticism was not that their applications were being turned down per se, but rather that the Charter fees proposed to sanction the creation of new occasional markets were prohibitively high" (Par 67).
- 35 The Select Committee recommended that Councils "treat farmers' markets sympathetically given the potential benefits they can offer whether in proximity to existing markets or in isolation. (Par 68).

Realising the potential of traditional retail markets in metropolitan centres.

- 36 The Committee identified a number of qualities which broadly speaking made for a successful market. A good market:
- 36.1 Should complement and act in sympathy with the wider town centre and with local communities (Par 71)
 - 36.2 Should be well managed (Par 74) with long term investment (Par 75), and with strong promotion – especially with the promotion budgets available to other parts of the retail sector. (Par 76)
 - 36.3 Has a USP – unique selling point – which will draw people to it rather than to a shopping centre or a different market. (Par 77)

- 36.4 Must be well located in prime city or town centre positions with good transport links
- 36.5 Should feature good partnership working between traders and the market operator.

Lessons from Europe

- 37 Jean-Paul Auguste, who chairs Geraud Markets Group, said markets should concentrate more on food “because people need to eat and buy each day of the week “(Par 82). Food stalls make up 40%-60% of Spanish, Italian and French markets.
- 38 He also said (Par 82) that England could learn from the long term commitments, including investment, which are more a feature of relationships on the Continent.
- 39 He suggested that there should be greater access by market traders to wholesale markets, “observing that on the continent all retailers – supermarkets and market traders – have access to the same wholesale markets whereas in England supermarkets tend to monopolise much of the wholesale market, giving market traders fewer opportunities in which to purchase a diverse range of fresh produce.” (Par 82).
- 40 In Barcelona, a market trader has greater responsibilities to look after the upkeep and promotion of the market. Greater responsibilities give a greater stake in the operation (Par 83).

Challenges for Local Government

- 41 Main challenges are finance and management (Par 85). A legacy of under-investment in many metropolitan authorities threatened the future of some local markets. Competitors, by contrast, have invested heavily in new outlets and marketing and promotion.
- 42 Leicester was singled out as an authority which had “already taken steps to increase and sustain investment in their markets.” (Par 86). ... By considering markets as part of the wider town centre and management agenda and in terms of their ability to deliver a number of strategic benefits, councils may find it easier both to release their own resources for markets and to obtain additional financial support from other local and regional partners – for example regional development agencies (regeneration agenda), primary care trusts (the health agenda) and third sector partners (the social cohesion agenda). We recommend that local authorities think laterally and innovatively along these lines.” (Par 86).

- 43 Councils should consider prudential borrowing as a way of reviving profitable but tired markets (Par 87).
- 44 Councils should also explore joint financing arrangements with local market trader organisations – with these organisations having a more strategic role in the managing of their markets (Par 88).

Management

- 45 Much evidence was critical of council management of markets. Common complaints were of over-bureaucracy and lack of expertise. Because there are so many interests in markets, there was a danger that they would “fall between several stools” for councillors and officers. Nick Rhodes’ role in turning around Leicester market was much praised by other witnesses. (Par 89).
- 46 He said: “A lot of markets are, shall we say, treated poorly by local authorities. They do not recruit the right people (possibly they do not know how to recruit the right people – market management is a skill, and people have lost sight of the fact that it is a skill), and it has to be nurtured along and it does not happen overnight. You have to react to the outside world as well, and if you are not skilful enough ...there are going to be problems” (Par 89). The Committee recommended that market champions be identified within local authorities – both officers and councillors (Par 90).
- 47 Councils often had problems in building up in-house market management teams and looked to private contractors to manage their markets. The Committee was largely in favour of this approach – evidence suggested private management brought in new investment, a flatter, more reactive management structure and a more innovative and business-orientated approach. (Par 93).
- 48 The Committee recommended that councils “review their market management structure and give careful consideration to the most appropriate organisation for them that recognises the need to realise the wider economic and non-economic benefits of markets and gives due weight to the public and private sector alternatives on offer (Par 94).

The industry

- 49 The Retail Markets Alliance (RMA), an umbrella organisation for several markets groups, was promoting partnership working among several market industry factions (Par 112). The RMA was gathering industry data and trying to raise the profile of markets (Par 113). The RMA is also sponsoring a campaign to encourage new market traders, especially among young people. (Par 113).

Members of the RMA were also looking to spread examples of best practice. (Par 115).

49 Nick Rhodes told the Committee that while there were good examples at local level of markets promotion, the national picture was patchy, mainly for financial reasons. (Par 117). One consultant said the industry's attempts to promote itself were "lamentably poor" (Par 117).

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51 There was also a feeling that lack of training was a significant barrier to entry for a new generation of market traders. Some traders would benefit from customer care training. (Par 117).

Jerry Connolly
28th July 2009

APPENDIX X

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APPENDIX E

Joint Culture and Leisure and Regeneration and Transport Task Groups

The Future of Leicester Markets

24th August 2009

1 Introduction

- 1.1 The following draft recommendations are based on previous discussions with members of the Joint Task Group and based on the evidence provided during the course of the Review.
- 1.2 The recommendations can be divided into two broad categories.
- 1.3 The first relates to the extensive investment which is considered necessary to improve the infrastructure in and around the market.
- 1.4 This is necessarily part of a long term vision for the market, the city centre and the city as a whole, and is reflected in the One Leicester and other strategic documents.
- 1.5 The second relates to the functions of the market – its place within the culture, retail and wider economy of the city and the people who work and live there.
- 1.6 While these recommendations appear to focus on change and development for tomorrow, members would also like to strongly underline that these recommendations could only be considered because of what exists today - the vibrant, popular and vital part of the life of the city which makes up Leicester Market.

2 Strategic vision – draft proposals

- 2.1 Significant investment to secure the future prosperity is needed - as set out by the CACI report and the One Leicester vision
- 2.2 This should include the closure and demolition of the current indoor market facility
- 2.3 Investment is needed to improve the access to the market itself. This should include a re-engineering of the road around the market and creative use of pavement engineering to encourage pedestrian flow to and through the market
- 2.4 The environment of Market Square should be improved as part of a strategy to make the city centre customer-friendly throughout the day and into the evening. This could include investment in

improving shop frontages and re-designing or replacement of the existing canopy.

3 The market at work

- 3.1 The market must strengthen its relationships with health agencies within the city. It should sign up as a partner for the Change4Life strategy and implement the steps set out in the draft report to OSMB (par 6.7 in the accompanying draft)
- 3.2 The market must strengthen its relationship with local schools, allotments and voluntary and other agencies to promote the local production, sale and cooking of healthy local produce.
- 3.3 Organisations as set out in pars 3.1 and 3.2 should have access to market stalls to highlight the healthy food and local production agenda, including demonstrations of healthy meal production using market produce.
- 3.4 Fish, meat and other food offerings should be integrated with the fruit, vegetable and other fresh food offerings on the outdoor market to help sustain and strengthen the whole range of food offerings on the market.
- 3.5 Access to and within the market needs to be reviewed. Older customers have experienced difficulties because the bus stops have been removed from High Street. Customers with disabilities, or pushing prams, for example, can experience difficulties in getting around the market.
- 3.6 The layout of the market needs to be reviewed in the light of 3.5 – but also to debate about how the market can be used more flexibly both within and outside working hours.
- 3.7 The existing waste disposal system must be replaced. The preferred option involves the use of a compactor as demonstrated at Borough Market.
- 3.8 Traders should take advantage of the offer from Leicester City Council to provide NVQ training in customer care. This could be considered as mandatory for new stall-holders, subject to consultation with the appropriate groups.

4 Conclusion

- 4.1 This is a draft set of recommendations, some of whose full meaning need to be expanded in the context of the report which is being prepared for the Overview and Scrutiny Management Board. Members are invited to comment on, amend, add to or delete any of the recommendations set out above.
- 4.2 A late draft of the report is available with this

Jerry Connolly
Anita Patel

13th August 2009

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