

New thinking and  
approaches to inclusive  
street and covered  
markets

Birmingham's markets have always had a strong history of inclusion and this new iteration will continue to be a place for everyone, serving the local community, welcoming visitors and being a net contributor to the wealth and diversity of the city. To achieve this ambition, the new Market will need to be multi-faceted in its appeal: highly functional, serving local, daily food and commodity needs but also a place of intrigue and excitement, attracting visitors from near and far who want to buy the distinctive goods on offer and to witness, and play a part in local culture, in beautiful surroundings. Local residents should feel real affinity with the Market and they should be proud to call it part of their home town but equally, tourists visiting the UK should plan to come to Birmingham because they have heard about its amazing markets, which have become a noted asset to Brand UK.



**Greig &  
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ARCHITECTS

# Business owners fight to save Preston's Market Hall as traders and customers abandon the hall

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### **The world on a plate: Queens Market**

The economic and social value of London's most ethnically diverse

# MEASURING THE VALUE OF TRADITIONAL RETAIL MARKETS: TOWARDS A HOLISTIC APPROACH

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Written by: Adrian Bua, Myfanwy Taylor and Sara González

New Economics Foundation and the University of Leeds

[www.neweconomics.org](http://www.neweconomics.org)

[info@neweconomics.org](mailto:info@neweconomics.org)

+44 (0)20 7820 6300

@NEF

Registered charity number 1055254

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# Understanding and enhancing the community value of traditional retail markets

Presentation to Islington Council Inclusive Economy  
Board, Tuesday 9 July 2019

Frances Northrop, New Economics Foundation and  
Myfanwy Taylor, University of Leeds

# Context and rationale

- There has been a concerted effort over the last 10 years, including by NMTF, NABMA and the GLA, to improve the evidence base for the economic value of markets. There has been much less focus on demonstrating the social and cultural value of markets.
- There is a risk that the holistic community value of markets is ignored or damaged through redevelopment processes. Better evidence about the community value of markets may help to support more holistic approaches to investment and redevelopment, that retain and enhance markets' social and cultural roles as well as their economic roles.
- The project builds on and responds to the increasing interest from the sector and policy-makers in social and cultural value by developing new evidence, tools and insights for understanding and enhancing the community value of traditional retail markets

# The project

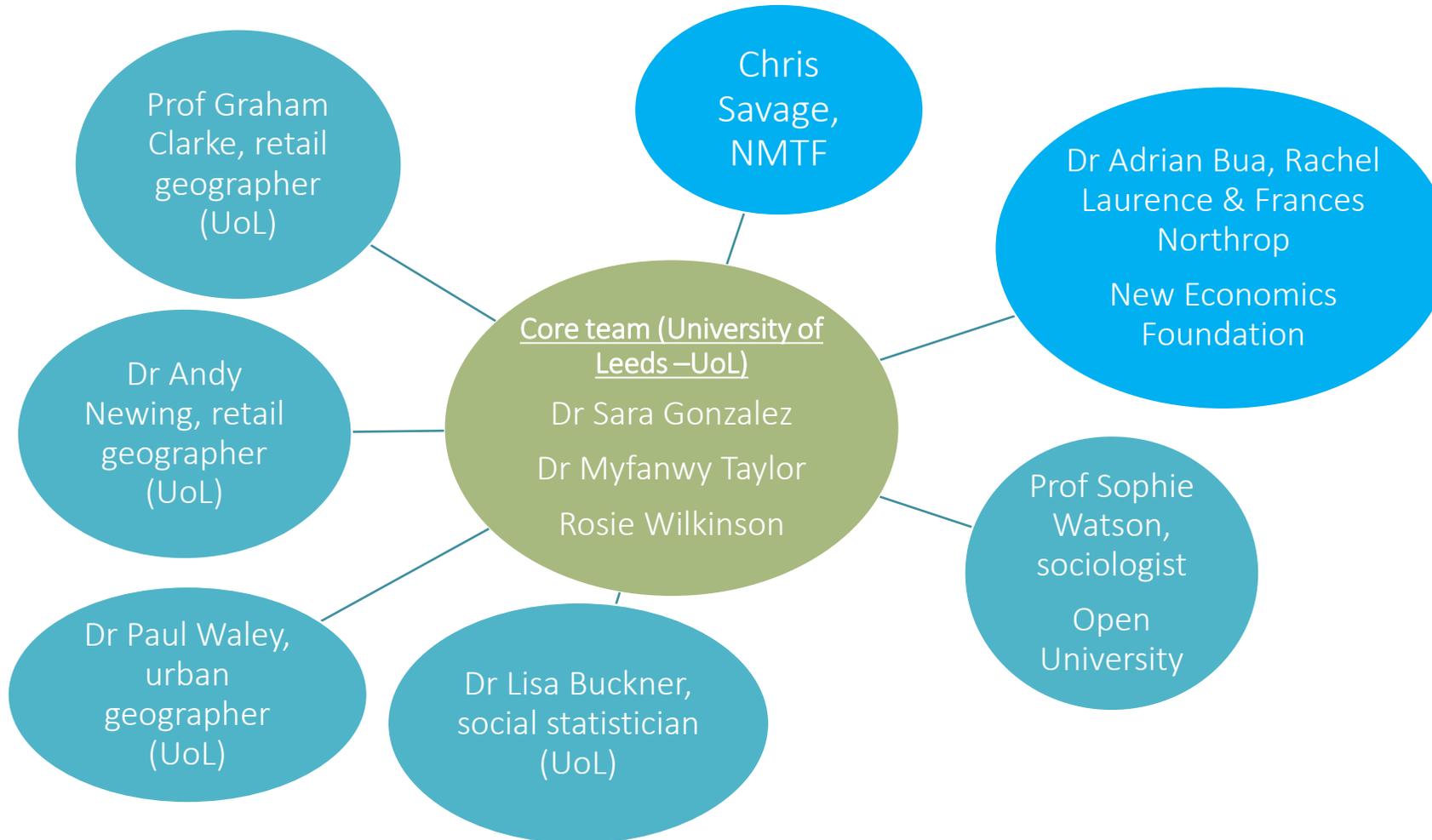
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The overall aim of the project is to develop an innovative methodology and analytical framework for the study of the community value of traditional retail markets (TRM).

- **Timing** February 2018 – August 2020
- **Funded** by the Economic and Social Research Council.
- **Multi-disciplinary and multi-sector** team: academics (retail and urban geographers, sociologists) + think tank (NEF) + trader organisation (NMTF)
- **25 interviews** with key actors shaping the national debate on markets (WP1&2)
- **Six workshops** with operators, traders and campaigners (WP2)
- **Three case studies** (Bury Market, Newcastle Grainger, Queen's Market) each involving 10 interviews, a survey of 500 customers and two focus groups (WP3)
- **Publication** of policy reports, briefings, best practice examples, toolkits etc as well as academic outputs (WP4)

# The team



## Steering Group

Ailbhe McNabola, Power to Change  
Alan Hallsworth, University of Portsmouth  
Gary Warnaby, Institute of Place Management  
Graham Wilson, NABMA  
Jonathan Pauling, Alexandra Rose Charity  
Richard Lee, Just Space  
Sasha Laurel Jagroo, Friends of Queen's Market  
Suzi Hall, London School of Economics and Political Science

# What do we mean by 'community value'?



- No single definition/answer
- It will depend on the market, and on the place
- Different groups and interests will have different perspectives (cf market operators, traders and campaigners)
- Broadly, we mean social benefits and cultural functions, as well as more socially-oriented economic outcomes. These include:
  - Access to good quality, healthy and affordable fresh food
  - Opportunities for social and cultural interaction
  - Relatively low-cost and accessible trading spaces
  - Serving low-income groups; black and minority ethnic groups; migrants and refugees; elderly people; socially isolated and other vulnerable groups.

# (Very) early interview findings

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- All-Party Parliamentary Markets Group
- Local Government Association
- NABMA and NMTF
- Greater London Authority
- Members of the London Markets Board
- Association of London Market Operators
- Geraud UK
- Market Place Europe
- Market Asset Management
- KERB
- Barcelona Markets Institute
- Borough Market, Altrincham Market/Mackie Mayor
- The Retail Group, ROI Team and Bill Grimsey
- Project for Public Spaces Inc
- Alexandra Rose Charity
- Levenshulme Market CIC
- Just Space
- Latin Corner UK
- There is a wide-ranging appreciation of traditional retail markets' social and cultural roles, and need for an alternative vision of a successful traditional retail markets distinct from specialist, events, farmers' or food markets.
- There is a strong desire for a more holistic evidence base on the value of markets to make the case for investment and make the most of markets' broad contributions and roles, particularly acute in local authorities coming under increasing financial pressure.
- There is a wide-spread awareness that improvement and redevelopment schemes can displace existing traders, neglect existing customers and result in gentrification. There are highly contested debates as to whether such processes are inevitable, necessary and/or desirable.
- There are many examples of specific initiatives for enhancing community value but these are not presently easily accessible for others to learn from.
- Few market operators or traders groups presently have links with market user groups; some operators have links with other parts of local authorities and with other relevant public, private and third sector organisations.
- Markets in different parts of the UK face some particular issues. In London, the legislation governing street trading leaves both street markets and privately operated markets in a peculiar situation. In other parts of the U.K., large historic markets face a particular challenge in making the case to re-invest their operating surplus and/or attractive investment.

# Operators' perspectives

- The community of customers and traders served by a market.
- Provision of dedicated community events, spaces and services in partnership with others
- Markets as a vehicle for achieving wider objectives e.g. community cohesion; economic development; regeneration, tourism.
- Community value differs from place to place and can change over time as communities change. Potential for conflict e.g. markets serving tourists rather than the local community; markets changing to serve different ethnic groups as areas change.
- One sign of community value: are the community engaged with the market? Do they fight for it if they feel it to be 'under threat'?
- Traditional markets: associated with the past, nostalgia, heritage, decline? Or with resilience, adaptability, regularity, household provisioning? Emphasis on TRMs as inclusive to all, offering value and quality pricing that is affordable to low-income groups.



Two workshops with around 30 market operators at the NABMA Annual Conference September 2018.  
Photo credit: Myfanwy Taylor.

# Traders' perspectives

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Three workshops at the NMTF Conference in April 2019 with over 30 traders from the North West, North East and Yorkshire and the Humber, with a small number from East Midlands, East and South East of England. Barnsley, Barrow-in-Furness. Photo credit: NMTF.

- Markets are more than economic spaces for the traders who earn their livings there.
- Valued markets' contributions to social interaction and social inclusion; markets as 'community hubs' and 'people's places'
- Benefits of markets as a space of trade and enterprise, in particular the opportunity to learn from other small businesses.
- Value, quality, customer service and specific commodities as key features of TRMs
- Differences between 'traditional' and 'new' food businesses, offering prepared food at a premium for a different clientele vs No such thing as a traditional market or trader; markets and traders are always adapting.
- Importance of markets continuing to provide quality and value everyday necessities to low-income communities. Desire for councils to understand value of both traditional and new traders, and for both to find ways to work alongside each other.

# Campaigners' perspectives

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- Markets as social and community hubs; the heart of communities; keeping communities together.
- Markets as spaces for expression of alternative values: linking the economic to the social/cultural/civic/political in powerful ways.
- Concern that 'traditional' retail markets signals 'White British' vs tradition of East End markets providing opportunities for successive waves of migrants opportunities to earn a living.
- TRMs as expression of autonomy: means of maintaining cultural traditions and achieving food sovereignty
- A good TRM is a welcoming space for all and provides low-income communities with affordable access to wide range of quality everyday necessities

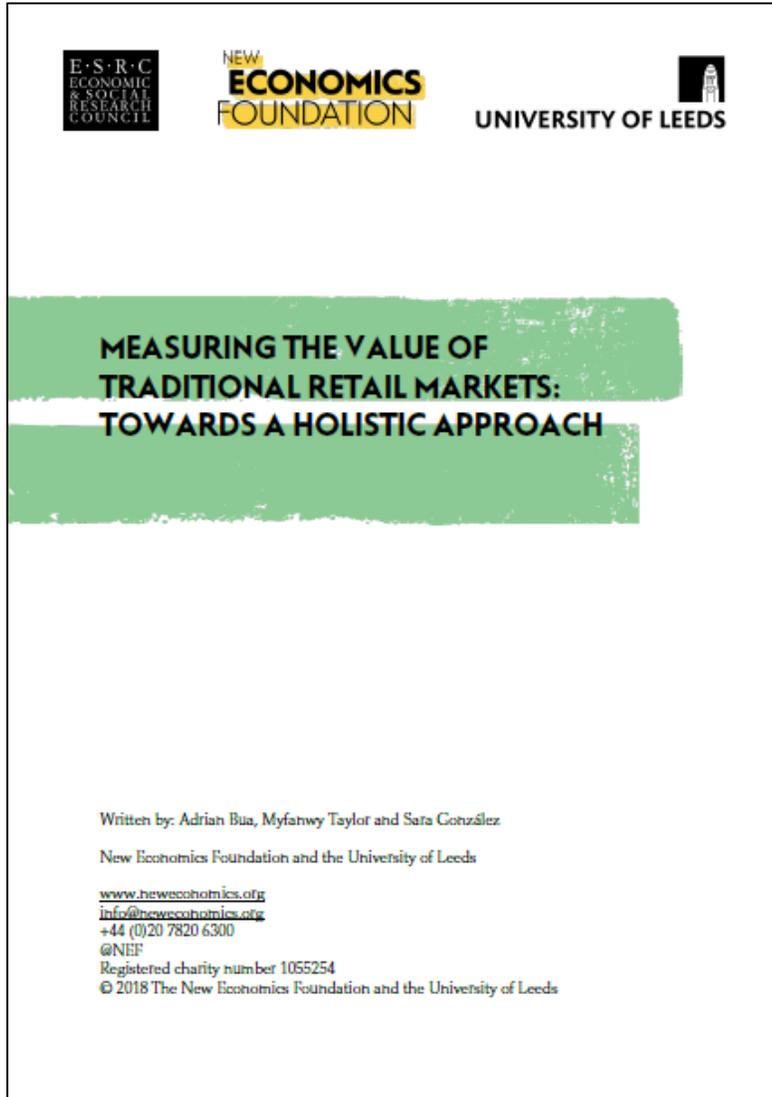


A workshop with more than 15 market campaigners from London and beyond in November 2018, which demonstrated appetite for further networking and collaboration → grassroots conference on 24 June 2019. Photo Credit: Myfanwy Taylor

# Tools for measuring the value of markets

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- Recognises NMTF and NABM’s significant achievements in demonstrating the economic value of TRMs and confirms the time is right to expand the research agenda to include social and cultural value.
- Highlights a renewed focus on social value, including from NMTF, NABMA, the Mayor of London/the London Markets Board, Levenshulme Market Community Interest Company and market campaigners.
- Explores how markets can make use of tools used in other sectors:
  - Local Multiplier 3 can be used to measure a market’s local economic impact through trader supply chains;
  - Social Return on Investment can be used to measure savings to the NHS from improving access to healthy food through markets; and
  - Social Impact Assessment can be used to explore the impact of redevelopment options with communities served by a market.
- Important to strike a balance between developing standard tools to generate national-level information, and context-specific, bottom-up and participatory approaches informed by the particular needs of a market and the communities it serves. Important to open up debate amongst operators, traders and market users.

Available online at <https://trmcommunityvalue.leeds.ac.uk/resources/>

# Selecting our case studies

## Criteria

- Be large enough
- Serve a diversity of customers
- Evidence of social/cultural value
- Has an organised group of traders
- No or limited disruption from refurbishment or redevelopment during survey period
- Cooperative traders / management / community group

## Process

1. Long-list of 18 UK markets from suggestions from project partners.
2. Desk-based research to collect basic information.
3. Phonecalls with market managers and trader reps for shortlisted 12 markets
4. Final shortlist of five markets selected through research team discussions (Bury, Barnsley, Leeds Kirkgate, Newcastle Grainger and Queen's Market)
5. Visits to final shortlist markets May to August 2018
6. Assessment of different combinations; exploration of possibilities to include more case studies.
7. Final decision reached by research team Oct 2018: Newcastle Grainger, Bury Market and Queen's Market.

# Bury Market

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- 300 stalls on open market, 58 in market hall, 7 in fish & meat hall and 28 shops on the perimeter.
- Occupancy 96-100%
- Approx. 8 million visitors a year (250,000 a week); the market drives footfall in the town.
- Generates a surplus of £1.1m
- Winner of NABMA Best Market Attraction Award 2019
- Customers 70% female, mainly white British, 53% 65+ years, 75% have been visiting for more than 10 years, 36% from Bury and 41% elsewhere in Manchester, 5% come by coach (2014 data).
- Bury Markets Management team works closely with other relevant local actors, traders and community groups
- Vacancies, footfall and vacancies all on a downward trajectory; churn a particular concern. Council is working to attract more local people and younger customers and is beginning a four-year capital investment programme to address backlog maintenance and refurbishment.
- Town centre masterplanning exercise underway to deliver more housing and grow the night time economy, including through pop-up markets, appears disconnected from Bury Markets thus far.

# Newcastle Grainger

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- 110 units in 184 year old Victorian market hall
- Open Mon to Sat, 9am to 5.30pm
- Vacancies less than 10%
- Footfall 130,000 per week
- Generates annual surplus of £500,000
- Successful Christmas night market, attracting 11,000 visitors in 2011
- Customers 72% female; overwhelmingly white British; 78% have been visiting for more than 10 years (2014 data).
- Mix of traditional traders and new traders, in particular food; market is gradually changing. Some concerns about saturation of hot food.
- Operated under Charter rights by the Commercial Property Team, within the Operations Directorate of Newcastle City Council.
- Strong local NMTF group, which has developed good relations with the market management.
- Market operator lets a stall for free to Newcastle City Food Bank and manages a small space for community activities and specialist markets.
- Refurbishment programme underway for doors and roof is being paid for via prudential borrowing, triggering a market testing exercise in 2018 to explore options for raising rental income; now stalled.

# Queen's Market

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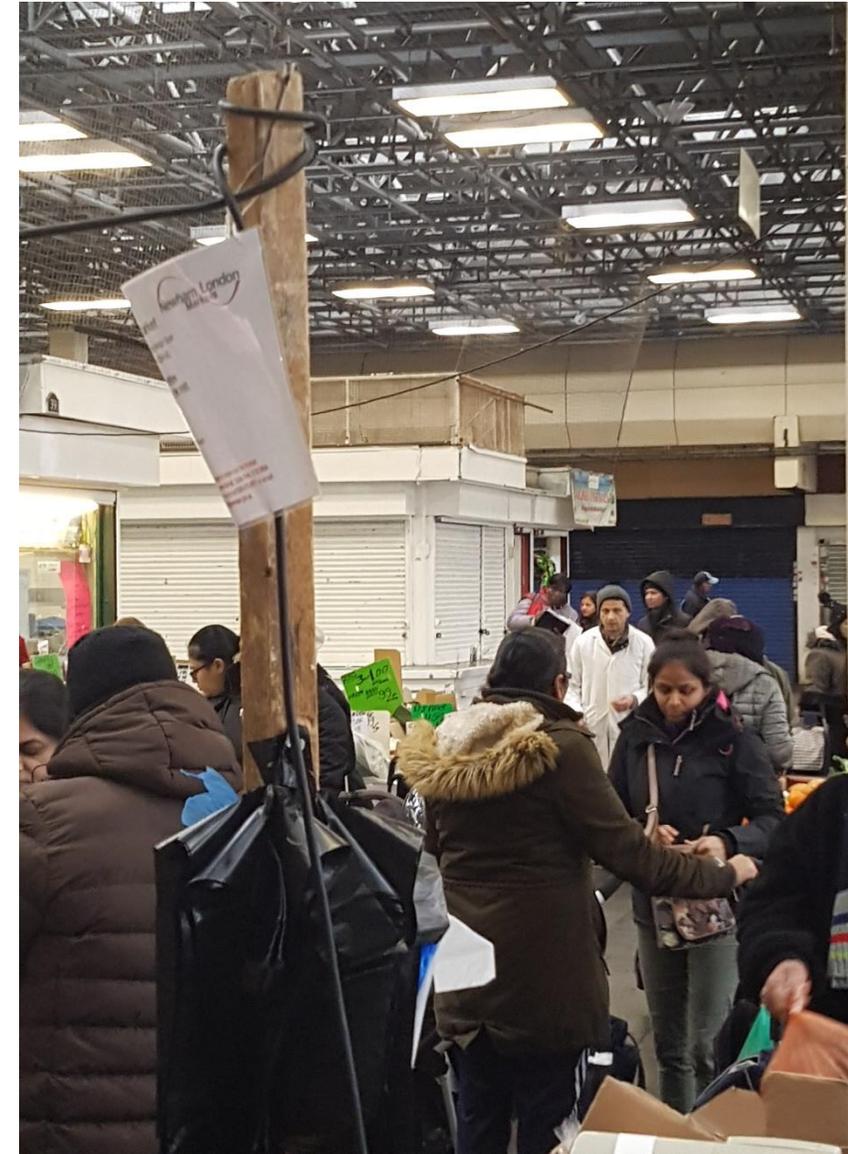
- 168 pitches, 10-20 kiosks and 78 perimeter shops
- Vacancy rate on pitches approx. 30%.
- Surplus/deficit TBC.
- Quality, affordable and specialist fresh fish, meat, fruit and veg, fabric and other stalls attract shoppers to the market and the wider area.
- Approx. 70% of customers are female, 60% Asian, 20% African & Afro-Caribbean and 20% White British/European; age range 30+.
- Threat of redevelopment in 2000s mobilised Friends of Queen's Market and generated evidence about its economic and social value (NEF 2006). Registered as an Asset of Community Value.
- Fragmented governance: Markets Service (operating under London Local Authority Act), Property Service, Highways and Car Parking divisions.
- Traders are not formally organised but act collectively in other ways.
- Current concerns: maintenance, cleaning and security; car park fees; lettings; accusations of harassment; rent increases on kiosks and shops; transparency and accountability.
- The market is part of a larger site listed for redevelopment in Newham's local plan. A feasibility study and consultation is also underway.
- Waiting to see what the new Mayor of Newham, Rokhsana Fiaz's approach to the market will be.

# Our survey of market users (results available end Sept at NABMA Conf)

- **Visiting history/patterns/habits** (length of time; regularity; duration of visits; travel; reasons for coming; wider local spending)
- **Shopping and eating at the market** (types of food/drink, goods and services; spending; price & quality; speciality functions; other and online shopping)
- **Social aspects of visiting the market** (feeling safe/welcome etc; interactions with traders and other customers; using facilities; attending events)
- **Views about the market** (its community functions; its importance relative to other amenities; any changes would like to see; understanding impact if market wasnt there any more)

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# An emerging alternative vision for traditional retail markets today

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- More collaborative working amongst operators, traders, user groups and wider partners
- Expand community and trader owned and managed markets; potential to make use of legislation, support and funding.
- Make a broad business case for re-investment of operating surplus/new investment, exploring economic, social and cultural value.
- Ensure surveys/research aims to understand functions and benefits of *existing* market, not just looking at what needs to change. Make use of tools for measuring social value as well as working closely with traders, customers and local community groups.
- Pursue *incremental* rather than *transformative* redevelopment and improvement schemes which retain and support existing traders, minimise disturbance during construction works, make long-term commitments to low-cost rents, take care to ensure new initiatives/areas will benefit existing traders, incentivise and support local supply chains, and provide space and support for existing social and community functions.
- Markets as part of emerging experiments in bottom-up and democratic local economic development, ensuring improvements involve and benefit local people e.g. community wealth building.

# Forthcoming practical outputs

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1. Conference with operators, traders, campaigners and wider relevant public, private and third sector organisations to build relationships, understanding and collaboration.
2. Survey tool + guidance for measuring markets' economic, social and cultural roles (cf NABMA/ROI Team financial performance templates).
3. Development of indicators for community value for NMTF/NABMA national surveys of market traders and managers and APSE benchmarking exercise.
4. Development of teaching materials on community value for NABMA Market Management Diploma.
5. Best practice guidance for market operators on enhancing community value e.g. making a business case for investment; alternative sources of finance; handling redevelopment schemes; building relationships with local authority, private sector, third sector and community/voluntary groups.
6. Event and pamphlet on community and/or trader owned/managed markets.

# Conclusions

Markets are an essential element of an inclusive economy:

- Markets create pathways into enterprise and work for local people
- Markets provide community safety, health and social care benefits
- Markets are important to the need to reduce carbon and increase sustainability
  
- Ownership of markets matters
- Management of markets matters
- Involvement of wider community and economic ecosystem matters