

MAYOR OF LONDON

# UNDERSTANDING LONDON'S MARKETS

 LEAP

The Local Enterprise  
Partnership for London

This report has been supported with research and writing by Sarah Jarvis of Placeworks, and GLA Regeneration

Unless otherwise indicated, the data for this report is based on original fieldwork, desk research, and modelling of data undertaken by ROI Team and ExordiumBC in 2016, and GLA Economics in 2017

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# MAYOR'S FOREWORD



London's bustling markets symbolise our openness to the world. From our most iconic markets to our community favourites and hidden gems, they are international in flavour, free to visit and open to all. They also make our city a better, richer, more sociable place by attracting more tourists to London, reflecting the emergence of new communities and ideas, and by giving us reasons to come together on a daily or weekly basis.

It's an exciting time for markets. As well as providing employment opportunities and livelihoods for traders, many are evolving as dynamic, entertaining places at the heart of their local communities – making the most of regeneration opportunities and strengthening the economic health and social fabric of our city.

Markets provide variety and diversity, history and character. They are an essential part of Londoners' everyday experience of the capital, offering a breadth of products and services that local people depend on. They bring footfall to our high streets and town centres. They are an expression of our communities and who we are. They help build a strong sense of local identity. And they are also a source of fresh and healthy food, as well as important meeting places where people from different backgrounds can come together.

Markets are the original business incubators; as accessible open workspace they offer a unique, low-risk opportunity for people to test business ideas and learn new skills. For many people they provide the initial step into employment and open up routes to different types of work.

While some markets are flourishing, others are facing challenges. Technological, social and economic changes, particularly in relation to the way people want to shop, are forcing markets to rethink the way they operate. With the value of London's markets not always

realised, we need a London-wide approach to find solutions to fully unlock their potential.

That's why I have set up a new London Markets Board – London's first ever strategic forum to oversee markets. I commissioned this report together with the London Economic Action Partnership to help set the context for the Board's work. The report sheds light on the issues and opportunities specific to London's markets and makes recommendations that will help address the challenges they face. The Board brings together people with experience and expertise from across the markets sector. Together they will identify a practical and strategic way forward to achieve the full value of London's markets, and ensure they thrive for all Londoners.

A handwritten signature in blue ink that reads "Sadiq Khan". The signature is fluid and cursive, with a small mark below the 'n'.

**Sadiq Khan**  
Mayor of London



**EXECUTIVE  
SUMMARY**



# EXECUTIVE SUMMARY

Markets are part of the fabric of London life. They are at the heart of our communities and local places, and offer Londoners a diverse range of economic, social, and environmental benefits, collectively known as 'social value'. Overall, the markets sector is flourishing, but although many markets are thriving, there are challenges too for markets to maximise this social value, to evidence it to unlock further investment and to ensure that the way markets change benefits all Londoners.

This report sets the context for a new, strategic approach to London's markets by the London Markets Board. By drawing on the wide-ranging experience of people working across the sector, it seeks to build a better picture of London's markets. It explores the challenges markets face, the breadth of value they offer, and the opportunities available, and it makes recommendations that will inform the Board's work towards a new markets strategy, to ensure London's markets thrive in the future.

## Approach

This report has been researched and written over a year of extensive engagement with market organisations, operators, traders, local authorities, shoppers and consultants. The research has been steered by a markets stakeholder group, which included representatives from National Association of British Market Authorities (NABMA), National Market Traders Federation (NMTF), The Association of London Markets, The London Street Trading Benchmarking Group, market operators, London local authorities, and London Councils, hearing from many different voices with experiences of markets. There is a full list of people and organisations who contributed to the report in the Acknowledgments.

The report includes primary research from in-depth fieldwork in seven London markets, and six illustrative case studies where markets have addressed specific challenges with approaches that may help others. Finally, the report is also accompanied by the first searchable map of all London's markets, published on the Greater London Authority website, which will be updated over time and will be accompanied by a basic toolkit<sup>1</sup> with practical advice to record and measure market performance data.

<sup>1</sup> The toolkit will be published in early 2018 <https://www.london.gov.uk/what-we-do/regeneration>

## 1. LONDON'S MARKETS TODAY

There are currently around 280 retail markets in London, a rise from 163 mapped in 2010. This increase reflects a growth in markets across all types, but especially those run by commercial or community operators. It also reflects the benefit of online marketing, which has made locating markets easier. The Mayor wants markets to continue to grow and thrive, and for markets to remain a vital part of life in London, bringing diverse social, cultural and economic benefits that will help to deliver the Mayor's vision of a **City for All Londoners**. The Mayor is committed to investing in markets, and 55 market-focused projects across London have already received direct GLA investment. Now, the new London Markets Board will advise the Mayor and Deputy Mayor for Planning, Regeneration & Skills on a strategic way forward – the beginning of a new era for London's markets.

London's markets are evolving. Many are historic and at the heart of local neighbourhoods. Some, like Borough, Camden Lock, Columbia Road and Portobello could be described as iconic destinations in their own right, drawing customers to shops, restaurants and businesses nearby. Now a new breed of market is doing this too. Privately-run farmers markets and a new generation of markets specialising in street food are also transforming perceptions of different places.

### Challenges for London's markets

Markets face a number of challenges. Traders are seeing shifts in shopping patterns and competition from discount retailers, supermarkets and the internet, while many local authority-run markets operate under legislation that constrains their ability to invest and grow, especially in comparison to private-sector markets.

There are a number of questions about the future of London's markets. Do privately-run markets reflect the needs of local communities? Are markets that concentrate only on street food sustainable over the longer term? Can we make more of the placemaking benefits of markets, without losing the character and culture people value? How can markets attract new, especially young, people to take up the opportunities of low-risk trading, and keep markets sustainable?

Tackling these and other issues will be key to enabling London's markets to thrive, and to maximising their social value. Many of these issues can best be addressed at a London level. Understanding London's markets, identifying the challenges they face and the range of responses needed to tackle them, is the first step to finding ways to help make markets more sustainable for the benefit of all Londoners.

## 2. THE VALUE OF LONDON'S MARKETS

Markets generate multiple and diverse benefits for Londoners. This value encompasses benefits to economic, social and environmental wellbeing, which often overlap or occur in combination. Together these can be understood as 'social value'. The aim of amplifying this wider social value aligns with the Mayor's vision in '**A City for All Londoners**' and his focus on 'good growth' – growth that is socially and economically inclusive and environmentally sustainable. It is also a statutory requirement in public sector procurement, encapsulated in the Public Services (Social Value) Act 2013.

### A statement of value for London's markets

Retail markets are an essential part of Londoners' everyday experience of the city, as well as London's international identity. They are local manifestations of London's openness to the world in terms of the diversity of goods they offer, the traders who work in them, and the communities they serve.

Markets provide variety and diversity, history and character, offering a breadth of products and services that local people need and depend on, and bring footfall to our high streets and town centres. Markets are an expression of communities and help build a strong sense of local identity.

They are a source of fresh and healthy food, and important places for social contact. Markets are the original business incubators and as accessible open workspace they offer a unique, low-risk opportunity for people to test business ideas and learn new skills; they can provide the initial step into employment and open routes to different types of work.

In line with the Mayor's 'City for all Londoners' and the principles of good growth, this diverse value experienced and delivered through markets can be considered across three main aspects: people, prosperity and place. Together, these can be understood as 'social value'.

### People

Markets support a wide range of social benefits for Londoners – from the chance to buy food that is hard to find elsewhere to hearing the stories behind the products on offer, from taking part in pop-up stalls for local community groups and charities, to promoting campaigns and issues that matter locally. Regular encounters in markets can also help break down stereotypes and bridge differences that may be felt between communities, enabling long-term cohesion within a diverse area.

This report outlines the range of advantages for people across London's markets, including health and wellbeing benefits from a sense of belonging; building community cohesion and community networks; access to fresh and healthy food; opportunities for social interaction; and employment and rehabilitation.

This case study illustrates these benefits:

**Portobello and Golborne Road markets, Kensington and Chelsea, p. 82**

## Prosperity

Markets generate a wide range of benefits that increase the prosperity of Londoners, including opportunities for employment, developing entrepreneurial skills, providing training for young people and supporting low-threshold business formation and incubation including through the provision of workspace and training.

Research for this report found that retail markets in London support 13,250 jobs. This compares with an estimate of 7,319 jobs in 2010, when the total number of markets was estimated to be 162<sup>2</sup>.

This means around 2.8 percent of jobs in London's retail industry are in street markets. Street markets also contribute £247.6 million to London's economy in terms of gross value added. That is around 1.3 percent of London's retail industry. Over the last year London's 280 markets saw 2,500 new employees coming into the markets sector.

Two of the case studies are particularly helpful here:

**Well Street Market, Hackney, p. 44**

**TWIST on Station Rise, Tulse Hill, Lambeth, p. 54**

## Place

Markets are at once part of London's heritage, and the places where the newest and most exciting trends and tastes first appear. Informal and animated, they invite us to explore new places and to cement our relationships with those places where we live and work. A market reaches back into the history of a neighbourhood. In many cases it was the foundation around which the neighbourhood grew, so even where a market has declined, a re-established market can revive an area's energies and heritage, sending a powerful message about the character and ambition of regeneration in a particular place.

<sup>2</sup> London's Retail Street Markets, London Development Agency, Regeneris Consulting, 2010

This report examines the benefits markets bring to London's places. It identifies markets supporting new destinations, markets at the heart of established communities, new markets supporting existing ones, temporary 'meanwhile markets' animating spaces, and exploring what markets mean for Londoners.

Three of the case studies in the report illustrate how markets are supporting London's places:

**Brixton Street Markets, Lambeth, p. 36**

**Chrisp Street Market, Tower Hamlets, p. 72**

**East Street Market, Walworth, Southwark, p. 96**

## 3. TAKING MARKETS FORWARD

Section 3 looks to the future. Building on the challenges and value of London's markets identified in sections 1 and 2, opportunities are explored for local authorities and other market operators to help address challenges and maximise the value of markets. It includes 12 recommendations to the London Markets Board, to support them in setting an achievable work programme that will deliver a strategy for the future of London's markets.

London's successful bid to host the 10th International Public Markets Conference in 2019 will offer an excellent chance to support the delivery of many of these recommendations.

### Opportunities for London's market operators

While some of the challenges identified will need to be tackled at a strategic, city-wide level by the London Markets Board, a number of actions could bring more immediate opportunities to support market operations and trading, and maximise positive working within the current legislation.

Operational opportunities for local authorities include investing in a dedicated, locally known and well-resourced markets team, including where possible, a markets development officer and sharing in learning networks such as the Street Trading Benchmarking Group; maximising social value benefits by understanding the current legislation and working positively to reinvest a surplus back into markets; coordinating market services and information across councils; communicating a clear vision for markets within and outside the council; maintaining momentum when there are changes in personnel so continuity and support continues; ensuring clear and well-thought-through agreements with private operators; accessing wider funding streams including through s106 agreements in planning and corporate social responsibility budgets; recognising the mutual support of markets with high streets and town centres; designing-in operational improvements such as back-to-back layouts for stalls; improving opportunities for environmental sustainability, and



widening the affordability of the produce on offer.

There are also specific opportunities identified around trading, including helping traders play to the strengths of being independent and meeting customer requirements; mentoring support for visual merchandising and promotion; encouraging new traders by holding open days and clearly signposting information on council websites; mentoring new and more diverse talent; using social media to build communities of shoppers, and embracing new technologies.

### **Recommendations for the London Markets Board**

This report sets the context for the London Markets Board. These 12 recommendations are intended to support the board in their work, identifying ways forward towards a London markets strategy:

- 1. Set an action plan for a London markets strategy**
- 2. Identify how market operators can maximise social value and work positively within existing legislation**
- 3. Lobby for a full review of the current markets legislation**
- 4. Define different types of markets**
- 5. Help markets evidence the diverse social benefit they provide**
- 6. Encourage innovation in markets**
- 7. Support diversity across the markets sector**
- 8. Strengthen opportunities to access healthy food**
- 9. Lower barriers to entry for traders**
- 10. Make markets places to build careers**
- 11. Maximise markets as valued places for communities**
- 12. Promote a practical design approach to markets**



# INTRODUCTION

# INTRODUCTION

Markets are part of the fabric of London life. They are at the heart of our communities and local places and offer Londoners a diverse range of economic, social, and environmental benefits, collectively known as 'social value'. Overall, the markets sector is flourishing, but although many markets are thriving there are challenges too for markets to maximise this social value, evidence it to unlock further investment and ensure that the way markets change benefits all Londoners.

This report builds a picture that will set the context for the work of the first strategic body to oversee London's markets – the London Markets Board – as well as helping market operators better evidence the value of markets. Drawing on the wide-ranging experience of people working across the sector, it explores the challenges markets face, the breadth of value they offer, and the opportunities available, and makes recommendations to inform the work of the Board and ensure London's markets thrive in future.

The aim of Understanding London's Markets is to help London's markets work better for all Londoners and to maximise their social value benefits.

**It sets out to answer four main questions:**

- 1. Where are London's markets? (Mapped online)**
- 2. What are the challenges for London's markets today?**
- 3. What are the social, economic and place benefits of markets?**
- 4. What opportunities are there, and what actions can London Markets Board (LMB) take to ensure London's markets thrive?**

In exploring these future opportunities for a ubiquitous feature of London life, and making recommendations to support improvements, this report has a clear connection with the valuable research already presented in the report to the Mayor, **High Streets for All**.

## Structure of the report

Following this introduction, the report first examines London's markets today, including how London's markets work, how they are evolving and the challenges they are facing. This is followed by a chapter setting out the value of London's markets. This begins with a consideration of social value and a statement of the value of markets, followed by examples of how London's markets contribute to people, prosperity, and place, illustrated with insights from people working in the markets sector. This section also includes results from the primary research carried out for this report. The final section looks at taking London's markets forward, identifying short-term opportunities for London's markets, followed by recommendations for the London Markets Board in order to develop a strategic approach to London's markets for the benefit of all.

A separate toolkit will be published to accompany this report<sup>3</sup>.

## Why is a strategic approach needed?

**Markets play a vital role in London.** There are currently around 280 retail markets in London, a rise from 163 mapped in 2010. This increase reflects a growth in markets across all types, but especially those run by commercial or community operators. Supporting and supported by healthy high streets and town centres, markets create opportunities for jobs and enterprise, social contact and leisure; diversity, character and increased footfall to local businesses; regeneration and healthy communities. But markets also face common issues around how to make the most of these benefits in future.

**Many of the challenges facing London's markets can best be tackled at a London level.** Some of London's markets are famous throughout the world and many are at the heart of their local neighbourhoods, but not all of London's retail markets are thriving. Identifying the challenges they face is the first step. National markets organisations are looking at similar issues across the country, but where these are specific to London's markets the best way to tackle them will be at the city level, as other international cities with successful markets do. A London-wide approach can help the many market models here to be a vital part of life in London, bringing social, cultural and economic benefits that will help to deliver the Mayor's vision of a **City for All Londoners**.

**A strategic approach that builds on investment and shared knowledge.** Markets are finding inspiring responses to common challenges, from supporting young or unemployed people to try out trading, to imaginatively engaging communities around regeneration. The Mayor is already supporting

<sup>3</sup> The toolkit will be published in early 2018 <https://www.london.gov.uk/what-we-do/regeneration>



many markets through the **Good Growth Fund** and **Crowdfund London**. This report has been researched and written over a year of extensive engagement with market organisations, operators, traders, shoppers and local authorities. Using data and case studies it builds up a picture that will help set the context for the work of the first strategic body to oversee London's markets – the London Markets Board. It will also be accompanied by the first searchable map of all London's markets, published on the Greater London Authority, which will be updated over time.

### **Why is this also of value to market traders and operators?**

Markets are places where traders make their livelihoods. But just as markets would not exist without traders it is equally true they would not exist without customers. While the health of the market as a whole may not be the main concern of each trader, increasingly a customer's experience of the whole market will affect its success, and impact on a trader's individual success. Improving the experience and success of a market will mean greater value of all kinds can be achieved, including value to traders.

This report explores the wide-ranging benefits that markets bring to life in London. Currently too few markets evaluate or capture these wider benefits or use them to make the case for more investment. As a result, operators do not always see a return on the value they create.

Evidencing the value of markets is therefore important – for public bodies and policymakers to understand the extent to which markets contribute to the overall social, cultural and economic health of London, and for individual operators to benchmark and compare markets – as well as to support funding applications by showing the contribution markets can make.

The Mayor recognises that there are multiple obligations and motivations for running markets, including serving local communities as well as enabling traders to have livelihoods. Understanding the contributions markets make, and supporting local authorities to reinvest so that markets become self-sustaining will support the health of markets and market traders' businesses, and ensure markets can deliver these wider benefits to Londoners in future.

### **What is the London Markets Board?**

The London Markets Board is a group of industry experts and London government representatives drawn from across the markets community to advise the Mayor and Deputy Mayor for Planning, Regeneration & Skills and provide a strategic overview of London's markets.

The Board will provide thought leadership, identify evidence on specific issues

and give strategic oversight to promote and deliver improvements across London's market sector, with activities and policies supporting wholesale, street and covered markets. It will address needs across local authority, private and community-run markets, raise the profile and value of London's markets and lobby for the resources and tools they need to remain a thriving and important part of our city. All this will inform a London Markets Strategy. The Board builds on strong working relationships with national and local organisations and will support market networks, partnerships and alliances. The work of the Board will complement Mayoral strategies and priorities, including the London Food Strategy and the London Plan. It will also promote enterprise and innovation through markets – for example supporting the growth of micro businesses and small and medium-sized enterprises (SMEs), and the acquisition of skills for sustained employment.

This strategic approach marks the beginning of a new era for markets, sharing experience and creating a greater sense of shared goals for markets across London.

### **Who is this report for?**

This report is for everyone interested in markets, it provides:

- **Recommendations to the Board and policymakers, identifying London-wide actions for the Board to consider to unlock obstructions, lobby for change and maximise opportunities for London's markets**
- **Practical case studies and a separate toolkit<sup>4</sup> for local authorities, market operators and others with responsibilities for markets, designed to help them to make the most of limited resources**
- **Information and insights for anyone who is thinking of setting up a stall, and for everyone who visits or works in a market**

<sup>4</sup> The toolkit will be published in early 2018 <https://www.london.gov.uk/what-we-do/regeneration>



## 1. LONDON'S MARKETS TODAY

What is a market?

How are markets governed?

How are London's markets evolving?

What are the challenges facing London's markets?

What is already being done?

# LONDON'S MARKETS TODAY

This section introduces London's markets today – what they are, how they work, how they are evolving, challenges they are facing and what is being done to address these. A fundamental issue for London markets is their governing legislation, which is different from markets in the rest of the country. This has a direct impact on the way local authorities operate markets, and also on the way they work with other commercial and community market operators.

## WHAT IS A MARKET?

### Definitions

For a sector that represents more than 1,000 markets across the country, with an annual turnover of almost £6bn nationally, the working definition of what qualifies as a market is surprisingly broad.

The definition of a market was established by case law over a hundred years ago as 'a concourse of buyers and sellers'. Since that time other cases involving markets have led to a more detailed understanding of what constitutes a concourse. However case law does not provide guidance on how many stalls etc comprise a market and it is necessary to refer to section 37 of the Local Government (Miscellaneous Provisions) Act 1982 to learn that a market comprises a minimum of five stands, pitches, stalls etc. For the purpose of gathering comparable data for this report, therefore, we use the following definition of a market:



**Minimum of five stalls**



**Fixed location**



**Regular calendar (monthly or more frequent)**



**Fairly consistent number of stalls**



**Open to the public and free to enter**

## When is a market not a market?

The word 'market' has long been used to stir thoughts of freshness and value, not least in its appropriation into 'supermarket', but increasingly it is also used as shorthand for informal, lively venues where hot or street food is offered – from pop-up and meanwhile spaces to paid-for events. Examples include London Food Month's Night Market, a ticketed event with 50 stalls alongside art installations, bars and open air cinema, or Time Out's plans for a new London market building on the success of their opening in Lisbon in 2014, with '17 restaurants, a cooking academy, four bars, a shop and an art gallery'. Similarly, retail spaces in containers or in empty shop units on meanwhile leases, while being positive places that can support enterprise and bring vitality to local areas, are not considered as markets in the sense of this report as they charge for entry, and neither are paid-for events such as car boot sales that take place across London.

## HOW ARE MARKETS GOVERNED?

The right to hold markets, operate, license and control them, can be acquired in many different ways. In London in particular, recognition of these differences helps in understanding some of the challenges and opportunities for retail markets, and while not seeking to make a comprehensive review of the legislation here, this report offers an outline of the issues, and a snapshot of different experiences as context to further work by the London Markets Board.

London's oldest markets, including Barnet, Bromley, Kingston, Romford and Southall, as well as most of the wholesale markets, were established under royal charter and the market rights passed to the local authority, including the City of London. Borough Market, which retains its function as both a wholesale and retail market, has a board of trustees. However, the majority of London's markets are governed through the use of legislation. For most London boroughs, this is the London Local Authority Act 1990 as amended (LLAA), or its equivalent City of Westminster Act 1999, but some local authorities have also investigated the use of an alternative form of legislation, Part III of the Food Act 1984. This lack of a clear legislative framework for the operation of markets is widely agreed to lie behind many of the issues facing markets in London.

The LLAA is London-specific legislation, amended several times since 1990 to address changes arising. It regulates street trading, including by issuing individual licences to street traders, rather than markets as such. Unlike markets arising from franchise (charter markets) or statute (including the Food Act), which are afforded certain rights in law, the LLAA does not therefore give rise to market rights. These rights are important as they bring the ability to control other market events, such as control over the establishment of 'rival' markets within a given distance.

While local authorities are not required directly to support street markets, and in many boroughs there is a mix of public, private and community-run markets, councils do face the question of maintaining a cost-effective street trading offer. In a landscape of council funding constraints, several boroughs have therefore investigated the relative merits of each legislative framework, and made comparisons of the pros and cons of each model. Examples with detailed appraisals include reports by Ealing Council<sup>5</sup> and the Royal Borough of Kensington and Chelsea<sup>6</sup>.

Differences between the two forms of legislation include the ability to make a profit versus covering costs, transparency of operation and liability for business rates. Under the LLAA, which seeks to balance authorities' flexibility against traders' rights, licences are granted not to businesses but to individuals, who must in theory be continually present to manage the stall, and there is a clear process of appeal for traders. The LLAA limits what fees and charges can be levied so in aggregate they cover only reasonable administration of the Act and specific functions – enforcing, collecting and disposing of waste – to result in a zero-budget account. This also means that street trading usually attracts no liability for rates. Although this restriction on making a profit has been seen as constraining councils' ability to promote and invest in markets, LLAA markets can make a surplus, which the local authority can carry forward but which must be ringfenced for the benefit of markets. In practice, different local authorities interpret this use of a surplus in different ways, and this different interpretation is a challenge in itself.

The Food Act enables local authorities to fix charges and make a profit, and to use that profit for any purpose, including promotion, although this profit also means that a market created under the Food Act has the potential for rating liability and the payment of business rates. The Food Act also enables local authorities to pass control of the market to a third party, subject to that third party entering into a licence with the local authority.

Southwark Council now licenses all markets in the borough through the Food Act, including those operated on private land and indoor markets. The council has cited the benefits of moving away from a purely regulatory focus to be able to support business development for the benefit of traders, enabling markets to grow and flourish.

"Southwark has adopted the Food Act because we believe having the control of licensing of all markets within the council offers us the chance to develop markets not just as places to shop locally and competitively, but as places of social wellbeing, bringing together the community. By engaging with and licensing private operators to complement and enhance our

<sup>5</sup> The Ealing Council Markets Strategy

<sup>6</sup> [bit.ly/RBKCmarketsevaluation](http://bit.ly/RBKCmarketsevaluation)

existing markets, we can also champion opportunities for start-up traders and local businesses, and encourage events to flourish, as well as increasing economic development in what can be secondary shopping places.”

**Lisa York, Markets and Street Trading Manager Southwark Council**

Unlike the LLAA, the Food Act does not designate ‘licence streets’ – whereby a highway can be used for street trading activity without constituting an obstruction – and therefore use of the Food Act also requires both the Highways Act and planning consent to close highways and enable markets to be operated.

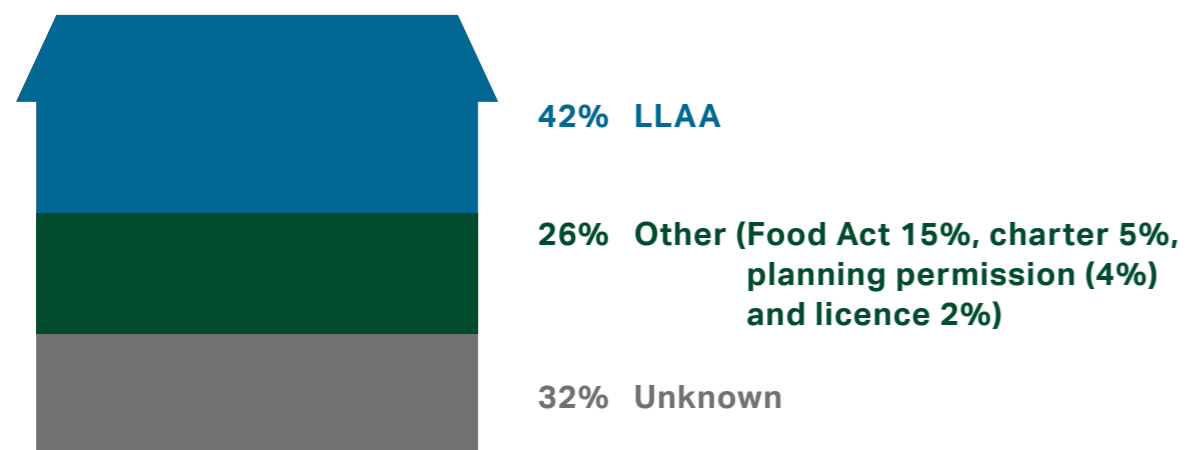
In contrast, many privately-operated markets can be managed under individual arrangements with landowners, but if they operate for more than 14 days a year they will require planning permission from the local authority for change of use of public open space, and if the land falls under the LLAA by being on a road or footway then a street licence will also be required. Markets held on school playgrounds also potentially open the school up to payment of business rates on the income derived from an activity other than their designated use class.

There was a view amongst interviewees for this report that inconsistencies in the application of the legislation in London, and uncertainties about the way both the LLAA and Food Act can be used, arise not so much through deficiencies in the legislation as through a decline in expertise and knowledge amongst decision-makers. This has led to calls across the markets sector for new, purpose-made markets legislation.

“The shortcomings of the Act (LLAA) have long been recognised and there is a growing movement to get the legislation changed to reflect the needs of current street trading requirements.”

**Graham Wilson, NABMA Legal and Policy Advisor**

## Legal Frameworks of London’s Markets



This is evidenced by responses to primary research for this report, showing a significant proportion of market managers not being clear about the legal framework under which their markets operate. Of those responding, 42% were said to operate with the LLAA, 26% were regulated by a combination of the Food Act (15%), charter (5%), planning permission (4%) and licence (2%) and 32% were unknown.

It is unlikely that Londoners shopping at what they think of as markets would be aware that technically many of these are not ‘markets’ but collections of individual street licences. They are more likely to be aware that some have a stronger sense of ‘curation’ than others – a managed mix of traders, as well as promotion and branding usually associated with privately-operated markets, which critics of the LLAA say demonstrate its limitations. Yet this is not true at all markets run by councils under the LLAA: there are great examples of enthusiastic social media presence, a good mix of stalls, strong branding, and traders offering a range of products from the affordable to the exotic – opportunities for local authority operators that more could explore. Certainly, however, the legislation is failing to keep pace with the reality of London’s markets.

This report brings together the experience of people working with different governance models across London and highlights case studies and insights in the hope of dispelling some myths about the legislation. Several of these examples operate under a third-party management model, markets run by community or not-for-profit organisations, including CICs (Community Interest Companies) and BIDs (Business Improvement Districts). These can blend benefits of both of the other two models – operating without the perceived constraints of the regulations, while focusing first on the needs of a specific community. This idea is explored further in the diagram on different motivations, on p. 53.

“The LLAA needs to be evolved rather than shunned. While in principle the Food Act gives the authority a stronger hand to reshape a market and charge to make a profit, there is a danger that individual traders will lose out to companies who could pay more to access customers through markets.

“With individual traders unable to compete against companies, the result would be clone markets, and the community and social interface so valued by residents will be lost. In markets all around the world, it’s ironic that increasing numbers of tourists and visitors are in danger of changing the ‘authentic’ residents’ markets they have come to see. By moving to the Food Act this could be accelerated, with individual traders being replaced by companies. Only the LLAA guarantees entry to all to become traders, and offers both markets and the community protection from financial targets that would drive out certain types of trader.”

**Nicholas Kasic, Royal Borough of Kensington and Chelsea Markets Manager**



## London's wholesale markets

This report focuses on retail markets. While it does not look at specific challenges and opportunities around London's five wholesale markets, it is important to understand their vital importance in the supply chain between retail market traders and the growers, farmers, fishing fleets, aquaculture and importers who supply them.

"Wholesale markets are an essential, albeit invisible, link in the chain. Whether it is the ethnic diversity of offer in street markets or the resurgence of street food trading, wholesale markets deliver. The diversity of these markets is reflected in both the traders and the produce."

**Helen Evans, Covent Garden Market Authority Director of Business Development**

As well as being essential for traders in retail markets, wholesale markets supply catering and hospitality businesses across the whole of London, from family cafes to Michelin-starred restaurants, hotels, hospitals schools and prisons, as well as independent retailers and secondary wholesalers. They represent an estimated 30% share of all fresh food entering the capital.

To put this into perspective, the combined annual tonnage throughput of the three wholesale fruit, vegetable, and flower markets in London (New Spitalfields, New Covent Garden and Western International) is in the region of 1,700,000 tonnes, valued at some £1.5bn, to which the meat market (Smithfield) and fish market (Billingsgate), add a further £700m. The five London wholesale markets are also major employers in their local boroughs, home to some 450 SMEs employing over 5,500 people, and with some individual traders' businesses turning over more than £10m annually with a combined turnover of £2.4bn. Wholesale markets will be the subject of further research.

"London's wholesale markets are looking to the future. After four decades on its current site in Vauxhall, New Covent Garden is currently undergoing a major modernisation and redevelopment, Western International relocated to new premises within Hounslow a decade ago, and the City of London is currently reviewing whether the locations of its three wholesale markets (Billingsgate at Canary Wharf, New Spitalfields at Leyton, and Smithfield in the City on the site where a market has been held for over 800 years) meet the requirements of their customers."

**David Smith, Director of Markets and Consumer Protection, City of London Corporation**

## HOW ARE LONDON'S MARKETS EVOLVING?

Everyone has a favourite market experience in London. For many, shopping in the same places that people have done for centuries is a strong part of the appeal. Ever since London first existed as a settlement there have been central places in which people have come together to trade: Roman London's forum, roughly on the site of today's Leadenhall Market, was then Europe's largest marketplace.

Markets have shaped London's geography. From Georgian times, areas such as Camberwell, Peckham, Fulham and Brixton developed first as market gardens, growing vegetables for markets in the City and Westminster. As they urbanised, these areas developed their own markets and became distinctive centres in their own right. Often it is markets that have adapted first to meet the needs of changing local residents. Markets such as Brixton, East Street and Portobello have often been the only places where familiar foods were available to new communities, and have also brought new opportunities for food experiences to all Londoners.

"Despite a downturn in many markets from the 1980s to the turn of the millennium, there's been a resurgence in overall market activity in the last 15 years. Many of the new initiatives are run in novel and different ways – and while some sectors are still suffering, the growth in different kinds of markets has been really good to see."

**John Burton, Urban Space Management markets consultant**

After the arrival of farmers markets around the turn of the century, the biggest change recently has been the rise of street food markets. These are hugely popular and, deliberately, very focused on the offer they bring. They do not always reflect the local community in which they are located, or offer access to fresh produce that is the hallmark of more traditional street markets, but they do offer a lively, social and relatively affordable experience both for new traders and for the growing numbers of people with an interest in food.

Markets selling fresh produce are by no means the same as each other either – catering variously for customers looking for produce that is keenly priced and familiar, or perhaps traceably sourced and impossible to find elsewhere. Indoor markets too offer an incredible range of choice; many of the oldest, like Tooting Market, have been enjoying a revival as established traders are joined by new food and drink businesses who may also have stalls at KERB or POP Brixton.

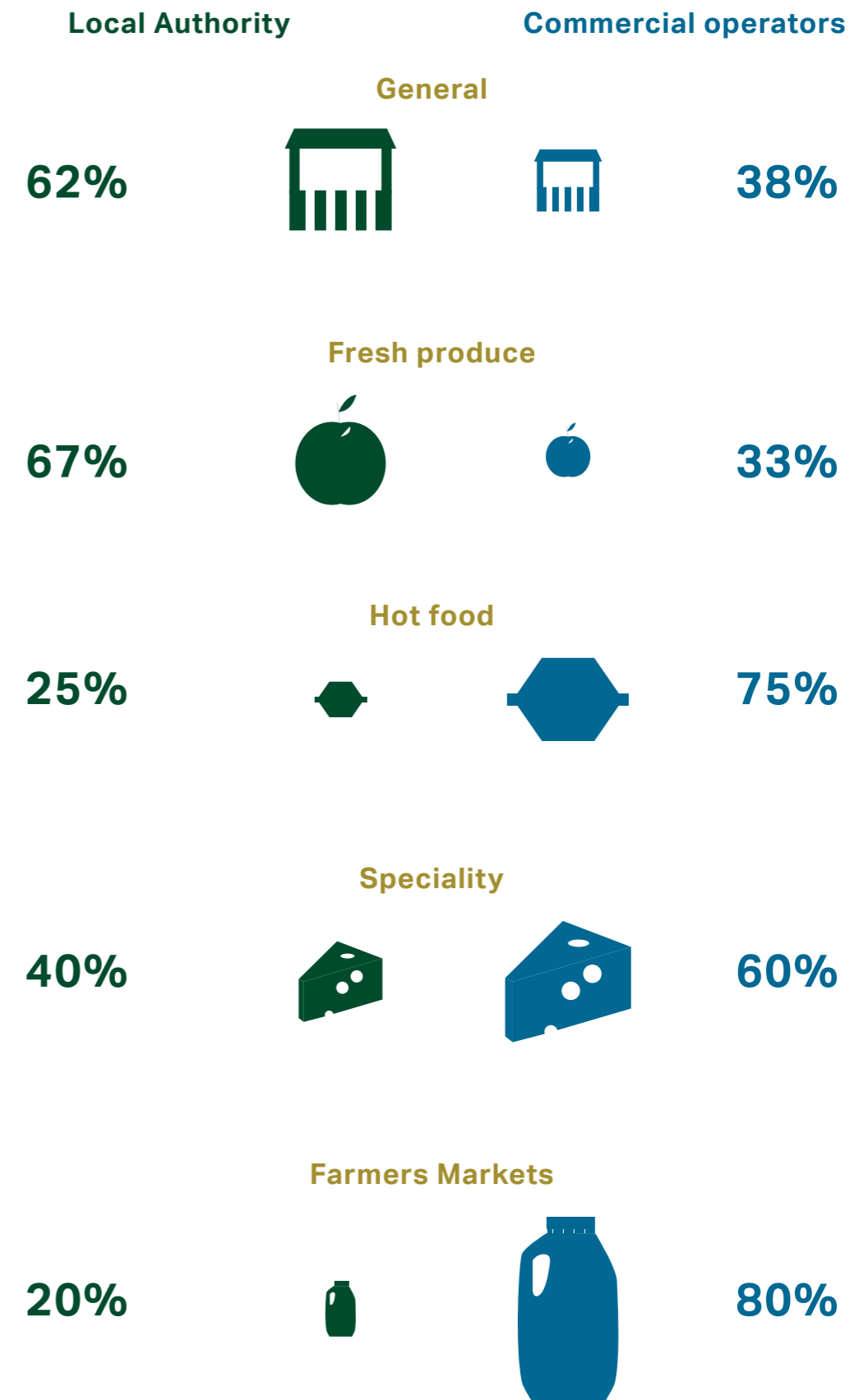
This new generation of markets has been valuable in providing incubators for new food businesses that may later move into restaurant trading, and in bringing life and animation into new or established locations, as well as in injecting new life into markets which are struggling to achieve their full potential. While these markets are very different from many public markets in

what drives them, their success offers useful inspiration for learning, including their use of curation, promotion and good servicing to ensure high footfall and a quality environment for both customers and traders.

In 2016, 46% of London's markets were managed by local authorities, 46% were managed by commercial operations, 4% by Business Improvement Districts, 2% were community managed and 2% were defined as 'other'.

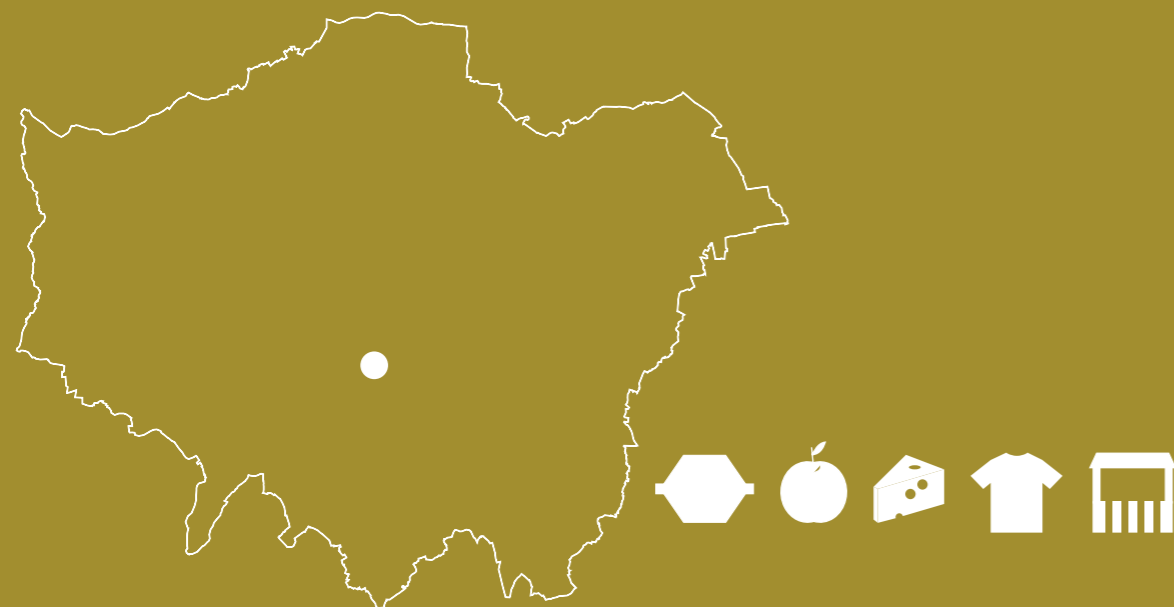
Looking at market type by management model and comparing the percentage of public versus privately-run markets, the primary research found that local authorities dominate in running markets defined as general (62% compared to commercial operators 38%) and fresh produce (67% compared to 33%), whereas commercial operators run the majority of hot food markets (75% compared to 25%), speciality markets (60% compared to 40%) and farmers markets (80% compared to 20%).

### Local Authority vs Other Management Models



## CASE STUDY 1

### Brixton Street Markets Lambeth



#### LIGHTING UP BRIXTON PUTTING THE STREET MARKETS BACK ON CENTRE STAGE

Trader priorities around upgrading infrastructure with a strong new opportunity for design have ensured Electric Avenue and the other street markets regain their sense as places where people who are passionate about Brixton will want to spend more time.

**Type:** Three adjoining streets with 121 pitches, operating six days a week. Each street has its own vibe and product mix from traditional and exotic fruit and veg and discount clothing to Afro-Caribbean accessories and international street food.

#### What are the challenges?

Brixton's markets – including the indoor markets – have historically

strong roots in the community. Recent research indicates two loyal and local, but now distinct and polarised, customer groups: the price-conscious living on low incomes and more affluent newcomers who share a desire for the markets to retain their distinct local identity.

The street markets, including the much-loved Electric Avenue, are at the heart of this heritage and community but for a mix of reasons have been surviving rather than thriving. When in late 2014 Lambeth Council asked market traders what the market needed to improve, the answer was overwhelmingly about infrastructure: electricity, water, lighting, parking and access, waste, weather-proofing, wayfinding and promotion were all cited.

Set against a backdrop of perceived local gentrification, the challenge facing Lambeth was to invest and improve the infrastructure, operation

and commercial performance of the market for the benefit of traders and shoppers, without negatively impacting access and the identity, community value or affordability of the market.

#### What was done?

Traders' feedback directly shaped a successful bid to the Mayor of London's High Street Fund, which secured £869,000 of investment alongside £380,000 of Council money and over £100,000 of Heritage Lottery Fund grant. More than 20 engagement events with market traders, shop retailers and local residents were held over 10 months, overseen by local stakeholders and reviewed by the Mayor's Design Advisory Group, with elected Council members making key decisions. Architects Gort Scott developed a regeneration masterplan including detailed plans for Electric Avenue. Market consultants Quarterbridge developed a complementary five-year street market strategy to guide future operations and management. Both have been delivered as Phase One, with the rest of the masterplan to be delivered over the next five years linked to wider town centre redevelopment.

The completed regeneration scheme has decluttered Electric Avenue, making it more practical to trade from and more appealing to visit and shop. High-quality granite shared surfaces and revised pitch and stall layout have improved accessibility and tripled traders' trading frontages. Traders have been issued with contactless payment consoles and tablets to further boost takings. Weatherproofing and promotion has

been addressed through the provision of new business-branded gazebo stalls and a new lighting feature high above the entrance to the market, while traffic management and refuse collection regimes have helped to create a cleaner, less congested and more attractive shopping environment.

#### What are the lessons?

A nuanced approach to regeneration was developed to respect local sensitivities and recognise the community value of Brixton market, without relinquishing the need for the market to be a commercial success in its own right. To help retain the identity of the market, access and affordability, Lambeth Council elected to keep management 'in house'. In the short term, work will focus on attracting new traders to take up empty spaces and this, along with increasing footfall, will be the litmus test for the success of this first stage of investment. Future investment and delivery of subsequent phases will see contributions from wider town centre development, easing the immediate pressure on the commercial performance of the market.

**Key insights:** respecting local sensitivities; balancing the views of all stakeholders, not just traders; co-developing operational changes that support physical improvements; identifying a realistic scope and phasing change.

## WHAT ARE THE CHALLENGES FACING LONDON'S MARKETS?

Our research and interviews confirm that many street and indoor markets, and especially those run by local authorities, face a range of changes and challenges. Some of these issues are shared with high street retail more widely, such as disruption from new technologies, online and discount competition, and shifts in shopping patterns and preferences. Others, like the challenge of largely taking place on roads and footways that also have to function as public space, are specific to street markets. Neighbourhoods experiencing regeneration can also face challenges, such as a perceived change in character more widely, as well as specifically to the market where it is being redeveloped.

### Challenges around trading

#### Ageing traders

Evidence from interviews suggests the age profile of existing traders is a significant cause of declining numbers in certain types of stalls, as well as resulting in a loss of accumulated knowledge about produce and ways to sell it. This is particularly true among fresh produce traders, with family members not wanting to take on the business due to the early hours involved. This concern about the high average age of traders has been an issue for wholesale as well as retail markets, although recently New Covent Garden has seen a younger cohort come through. This creates a virtuous circle, not only attracting further younger traders but also younger customers.

#### Limited training and support for new traders

People who do want to become traders will find little encouragement or support in the way information is made available across different websites. There is currently very limited training available, no coordination of opportunities or vacancies across markets or boroughs, and limited encouragement from the existing community for new traders to break in. Similarly, the ability to allow casual traders to trade, which could bring variety to the market's offer to regular customers, is difficult for local authorities that cannot accept cash on the day.

#### Tourists and browsers

Visitors to a market will not all be shoppers and with many markets reporting a shift from convenience to experience retailing, higher footfall does not necessarily equal higher spend. Markets are by definition free to visit, but traders selling photogenic fresh produce can suffer as their customers may be reluctant to push through the crowds to buy. Some markets with the highest tourist footfall identify this as an issue that needs attention.

### Low take-up of new technology

Fewer than half of retail market traders currently accept non-cash transactions that could widen their offer to new customers and enable more efficient business practices. Older traders who are close to retiring may have little incentive to invest and upgrade the equipment they use, but interviewees noted a more general culture of traders' reluctance to adopt new technology, with a widespread preference for continuing with traditional business practices. There is also a concern that many traders rely on older diesel-powered vehicles that will not meet new regulations on emissions.

### How London Councils manage markets

Examples of departments managing markets in London	Regeneration & Environment
	Street Scene Services
	Community Protection (Services)
	Markets & Consumer Protection
	Street Scene & Green Space
	Parking, Market & Street Trading
	Licensing
	Property
	Public Protection
	Regeneration, Economic Development & Environment
	Customer & Business Development in Environment, Leisure and Residential Services
	Environment Services
	Licensing & Technical Services
	Customer Services
	Regulatory Services
	Civic Pride
Communities Localities & Cultural Services	
Neighbourhoods & Street Trading	
Public Protection & Licensing	

### Business continuity

The terror attack that hit Borough Market in June 2017 highlighted the fact that even those traders who were insured had difficulty in claiming, as there is no insurance cover for terrorism. Traders, like all SMEs, are particularly vulnerable to incidents that threaten business continuity.

### **Perceptions on costs versus benefits**

Some traders choose to pay more to trade in privately-operated markets where they see a higher customer footfall, quicker decision-making, better promotion and the flexibility of an operator that can accept cash on the day and casual traders. At some councils, enforcement officers do not work at weekends and busy communications departments are seen as inhibiting effective publicity for markets, which is detrimental to both traders and customers.

“Markets where traders are ‘curated’ have been seen as offering choice to consumers but in reality this can result in traders having less protection. Local authorities accept all traders, have cheaper fees and charges, and many local authorities want to work with their traders to help improve their offer, but some traders will still prefer to pay higher fees to trade with a private market – the reasons for this need to be understood better.”

**Deborah Carpenter, Camden Council Market Development Manager**

### **Challenges around Operations**

#### **Varying approaches to markets by local authorities**

A combination of budget cuts, markets not being a statutory service and perceived restrictions around trading profits from markets, has resulted in a wide variation across councils in terms of both the resource committed to markets and where that resource sits within the local authority structure – as shown in the figure on p. 39. This inconsistency can extend to operational questions such as how to deal with casual traders who can be critical to bringing a new offer to established markets, and the perceived importance of and investment in back of house market infrastructure such as storage for stalls and traders goods, toilets for traders and the public, water and power, and parking for traders. PR and marketing may be limited by council protocols or lack of resource, but are increasingly important both for traders and customers.

“At the moment, all the local authorities have different sets of regulations. If you are looking to set up a market, it is even difficult to know which department to approach. Some authorities’ websites put markets under ‘Public Protection’, for others it comes under ‘Parking’.”

**Petra Barran KERB Founder**

#### **Constraints on evidencing value**

Currently, few operators evaluate the wider benefits of markets, or use this intelligence to make the case for further investment. Evidencing these benefits is important for markets, both to see a return on the value they create and to communicate this back to traders to build their support and buy in, as well as for public bodies and policymakers to understand the extent to which markets contribute to the overall social, cultural and economic health of London. However, many operators both private

and public have neither the time nor the tools to assess this. The separate toolkit<sup>7</sup> that accompanies this report offers a first step towards this.

### **Decline in knowledge and experience**

Just as the average age of traders is increasing, leading to a loss of knowledge and expertise, so anecdotal evidence suggests a similar drain of experience in markets teams. As well as varying in their position in the council structure, the size and specialist knowledge of markets teams varies widely, from teams of 10 or more who encompass both operations and market development, to those with only one or two officers who may have more general enforcement roles and may not work at weekends. Where experienced officers retire, or teams are cut back or merged, there is an inevitable dilution of expertise, an aversion to risk, and a loss of opportunities to invest in and maximise the opportunities of markets. Lack of capacity can also lead to inconsistent application of wider regulations such as the numbers of days a market can operate without a change of use being required.

### **Lost access to financial opportunities**

The isolation of markets teams within a local authority can lead to missed opportunities, such as the potential for collaboration to unlock funding with colleagues in health, culture or economic development. Separating functions such as rent collection can mean market managers do not receive vitally important financial information that would help them better understand how the market is functioning. Varying understanding about markets legislation, including in council legal departments, can also mean a lack of professional backing leaving officers feeling exposed to the threat of judicial review or sanction, and opportunities to improve markets being lost.

“The main challenge is how to promote investment in markets and clarify the legislative framework to level the playing field between private and public markets.”

**Deborah Carpenter, Camden Council Market Development Manager**

### **Regeneration and remodelling of markets**

Regeneration and redevelopment can be concerning for communities who fear the character of a loved market will change, especially if they do not feel fully engaged in the process. It can also be seen as an opportunity to remodel a market – sometimes moving away from what has worked in the past without a full understanding of the challenges this will bring to vital market operations such as storage and parking, dealing with waste or recycling, or the market’s interface with its customers.

<sup>7</sup> The toolkit will be published in early 2018 <https://www.london.gov.uk/what-we-do/regeneration>

## WHAT IS ALREADY BEING DONE?

This report builds on knowledge developed through previous work including Markets Matter (Institute of Place Management 2015), Sustainable Urban Markets – An Action Plan for London (Cross River Partnership, 2014), Markets Stalled (London Assembly, 2014) and London's Retail Street Markets (London Development Agent/Regeneris Consulting, 2010).

Two national trade organisations, the National Association of British Market Authorities (NABMA) and National Market Traders Federation (NMTF), respectively represent the interests of those who operate markets and those who trade on them, promoting the interests of markets on the national stage. Jointly they have created Mission for Markets ([www.mission4markets.uk](http://www.mission4markets.uk)), a national policy and research campaign showcasing best practice from across the country.

NABMA offers a wide portfolio of services to its members including forums, advice and guidance, training and conferences. It works to professionalise and enhance the status of markets, including formal market accreditation programmes such as Real Deal and Purple Flag, and to raise the profile of markets in the UK and worldwide. It runs the very successful "Love Your Local Market" campaigns and the Great British Market Awards.

NABMA also currently supports two London-focused groups, which grew out of a recognition that issues for markets in London differ from conditions for those in the rest of the country:

**London Street Trading Benchmarking Group** is an informal forum primarily for London local authority officers which meets four times a year for networking, training and sharing best practice for approaches and solutions to legal and practical issues within London markets and street trading. The group is a key asset that provides vital granular data rooted in the experience of officers on the ground.

**Association of London Markets** was initially set up for London's wholesale markets, later extended to include all retail markets in London, and meets about three times a year to promote markets, lobby on behalf of the industry and provide a network for market managers and operators.

"NABMA is delighted that the Mayor of London has decided to set up a Markets Board for London. This will help raise the profile of markets as a key part of the retail offer in many parts of the city, meeting the economic and social, health and wellbeing needs of many Londoners, as well as thousands of visitors who come to our iconic markets throughout the year. Our wholesale and retail markets provide thousands of jobs to London and contribute to local economic growth. NABMA hopes the remit of the new Board will include updating the legislation that impacts on London markets,

enabling them to better meet the needs of the 21st century customer."

**Hilary Paxman, NABMA Chief Executive**

Similarly the NMTF has a nationwide remit as a trade association for market and street traders, mobile caterers and events retailers. With around 20,000 members across the country, including street traders' groups in traditional retail markets in London, the organisation runs business start-up schemes, work experience programmes, youth market events and promotional road shows and is the Secretariat to the All Party Parliamentary Markets Group.

"For over a century the NMTF has represented traders on our nation's markets. The speed of change in our sector is impressive. Today one quarter of our members trade solely on events, such as festivals, fairs and shows. What remains the same is the need for traders to represent their interests at all levels, which is why we recognise and support local traders' groups across the UK, including in London. The NMTF hopes the London Markets Board will be an advocate for trader representation and champion the contributions that traders make to London's thriving markets scene."

**Joe Harrison, NMTF Chief Executive**

This national work is valuable for London's markets but London's markets also face specific challenges, including the specific legislation that applies in the capital, but also high property values and new trends that require an additional focus here, recognised through the establishment of the London Markets Board.

At a London level, the Mayor is already investing in many markets and through the Good Growth Fund he is investing further to support inclusive, place-based regeneration that will empower people, grow prosperity and make better places. With an emphasis on partnership working between market traders, local authorities, businesses and communities, each place awarded funding receives a package of tailored support from urban designers and market specialists around the unique character and circumstances of each place. These have included Kingston's Ancient Market and Brixton's iconic Electric Avenue. See Brixton case study, p. 36.

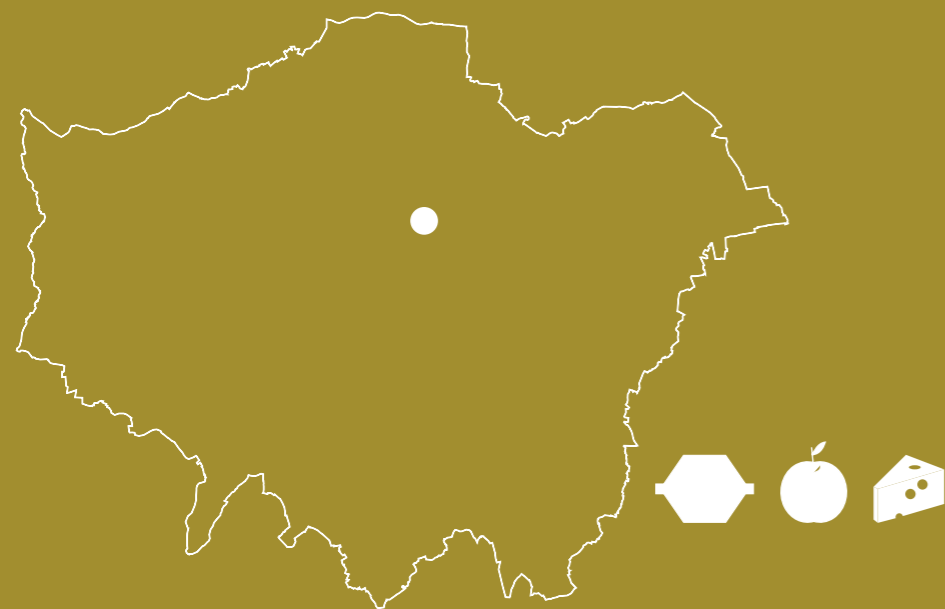
The Mayor's Crowdfund London programme, which supports community-led market initiatives across London with pledges of up to £50,000, is pioneering new ways to help communities realise their visions for local markets that reflect their priorities – such as the revival of Well Street Market Hackney as a place to nurture local creativity and young enterprise. See Well Street Market case study, p. 44.

For more information see:

**[london.gov.uk/WHAT-WE-DO/regeneration/what-weve-funded-so-far](http://london.gov.uk/WHAT-WE-DO/regeneration/what-weve-funded-so-far)**

## CASE STUDY 2

### Well Street Market Hackney



### SUPPORTING YOUNG TALENT SUSTAINING A VISION FOR INNOVATION

Residents and traders around Well Street developed a vision to revive a failing street market as a place for local enterprise and creativity. A successful crowdfunding campaign has seen the vision for a creative, community-rooted market initially achieved, but constraints around the operation of a market on the highway have challenged the sustainability of the original vision.

**Type:** Weekly street market organised and promoted by the community, regulated by Hackney Council.

#### What are the challenges?

Hackney in East London is well known for successful, revitalised street markets – for example Broadway

Market now attracts people from across London and beyond. This was a spur for one neighbourhood to look at reviving their historic market as a place specifically for local people to trade, shop and socialise. Well Street Market was once most famous as the place Jack Cohen started out in 1919 with a market stall that some time later became the country's largest chain of supermarkets, Tesco. But like other street markets it had declined through the late 20th century dropping from over 150 stalls on a Saturday to almost none. The neighbourhood has many enterprising and creative people but lacks opportunities to develop talent. An additional challenge has come since the establishment of the market: although still promoted and organised by Kay Richardson who led the crowdfunding, the market is on the highway and so it is licensed and managed by the council's markets team with pitch fees retained by the council. Developing a good working

relationship with the council has taken some time and a lack of future funding could challenge momentum and the distinctive vision envisioned by the community.

#### What was done?

The journey to being 'London's most innovative market' began with Well Street Resident and Traders Association (Westra), formed in 2011 by Hackney councillor Ian Rathbone. In-depth consultation identified a local vision to bring different parts of the community together, increase footfall and help upskill local people. After a hugely successful crowdfunding campaign on the Mayor's spacehive platform, resident Kay Richardson pitched the idea at City Hall and Well Street won the highest level of capital funding available. The market includes a Student Maker market to help young creatives build business skills and confidence, a live music stage and a Teenage Market for 8-19 year olds, as well as accessible healthy produce such as organic imperfect vegetables. It has moved to weekly trading and Kay promotes the market passionately through social media and by always being at the market each Saturday.

#### What are the lessons?

Local imagination was sparked to get behind the market by the creative crowdfunding campaign, such as beehives on the roof of the local pub, and the continuity and determination of the organiser has been key throughout. Weekly trading has proved easier for some fresh produce stalls, including a new fishmonger,

although issues for some local shops remain around street closure and parking. The working relationship with the council is now much improved but concern about getting the vision across and long-term sustainability has led to looking at alternative management models, such as being a Community Interest Company (CIC), making funding from other sources available and recognising the wide-ranging social value the market offers the local community. Kay's individual energy and vision has been essential in the market's success.

**Key insights:** community passion, local identity, supporting young talent, building capacity, regulatory constraint.





## 2. THE VALUE OF LONDON'S MARKETS

A statement of value for London's markets

People

Prosperity

Place

# THE VALUE OF LONDON'S MARKETS

This section makes a statement of value for London's markets as a first step to establishing a clearer understanding of their diverse benefits. It discusses the importance of this wider 'social value', while recognising the challenges of measuring non-financial value, and explores ways in which London's markets are already bringing value to people, prosperity and place. This includes the results of primary research carried out for this report, which helps in understanding the economic performance of London's markets.

## A STATEMENT OF VALUE FOR LONDON'S MARKETS

Retail markets are an essential part of Londoners' everyday experience of the city, as well as London's international identity. They are local manifestations of London's openness to the world in terms of the diversity of goods they offer, the traders who work in them and the communities they serve.

Markets provide variety and diversity, history and character, offering a breadth of products and services that local people need and depend on, and bring footfall to our high streets and town centres. Markets are an expression of communities and help build a strong sense of local identity. They are a source of fresh and healthy food, and important places for social contact. Markets are the original business incubators and as accessible open workspace they offer a unique, low-risk opportunity for people to test business ideas and learn new skills; they can provide the initial step into employment and open routes to different types of work.

In line with the Mayor's 'City for all Londoners' and the principles of good growth, this diverse value experienced and delivered through markets can be considered across three main aspects: people, prosperity and place. Together, these can be understood as 'social value'.

### What do we mean by social value?

In reality, the diverse benefits that markets provide, such as local identity or employment, combine two or three different aspects of value. For example, the



'place' value of a popular market supports the prosperity of local businesses as well as the distinctive character of a neighbourhood, while the 'prosperity' value of employment also generates value to people as individuals. It is therefore helpful to think of these three aspects of people, prosperity and place as being part of a broader 'social value'.

The Mayor's City for All Londoners, and an increased focus on inclusive growth at the GLA, provide a strong prompt for local and mayoral-level public sector bodies to think about social value and amplify the wider, non-financial outcomes of public policies and investment. This is also a statutory requirement in public sector procurement, encapsulated in the Public Services (Social Value) Act 2013, which requires public bodies to give regard to wider opportunities for economic, social and environmental wellbeing.

This report explores and promotes principles which enable all markets to generate greater social value and to capture some of this value to ensure their ongoing sustainability. While privately-operated markets will bring many of the same opportunities as local-authority operated markets – for employment, training, open workspace, social interaction and the animation of places – social value as such is not their primary objective. It is only local authorities that have an obligation to deliver social value. They are still the main operators of markets in London and it is with them that the greatest potential to deliver social value lies. It is therefore essential to understand the opportunities for them to operate more effectively, with limited resources and under the existing London Local Authorities Act (LLAA) that most boroughs use.

To find out more about the Social Value Act, see: [bit.ly/SocialValueAct\\_info](https://bit.ly/SocialValueAct_info)

### **The challenges of measuring value**

As well as recognising the diverse value of markets, it is also important to consider how this can be quantified. In other parts of the retail sector data on turnover underpins investment decisions. Many private market operators collect it to inform the rents charged to individual traders, but many publicly-run markets have not collected data consistently in the past despite the need to make the case for investment in the context of constrained public finances.

By definition, social value includes a wide range of benefits that are difficult to measure. This isn't just true for markets: all sectors are struggling with the challenge of identifying and capturing useful, robust evidence on indicators of wellbeing. The Office for National Statistics has started to address this with some high-level questions that can be included in research<sup>8</sup>, but issues of additionality can make it difficult to separate out specific benefits of a

<sup>8</sup> <http://bit.ly/ONSMeasuringWell-being>

particular activity, and at present evidencing wellbeing is recognised as something that is important to do but difficult.

Evidencing economic impact, however, should be more achievable. Despite the wide variation in the types and sizes of markets as well as changing trading environments, identifying consistent indicators around jobs created and the gross value added (GVA) contribution to the economy will help boroughs and the GLA evidence the value of markets when applying for funding, and allow boroughs to benchmark individual markets or compare them with others across London.

Markets can offer incredible value to Londoners, but there is opportunity for greater value still when having a good understanding and evidence of this value unlocks further investment.

The NMTF is participating in a research project that aims to understand, enhance and demonstrate the community value of traditional retail markets in the UK. The project is led by the School of Geography at the University of Leeds and funded by the Economic and Social Research Council until 2020. Policy toolkits will be developed to enable market traders and operators to evidence the community value of traditional retail markets. [www.nmtf.co.uk/community-value](http://www.nmtf.co.uk/community-value).

## Market models

This report seeks to increase all types of value created by all types of markets. This section considers the motivations of different market models and the ways in which different operators might prioritise the values their markets create.

For example, the main motivation of private operators is to make profit, but they may also value placemaking; LLAA markets are not permitted to make profit and will prioritise public service benefits as well as some placemaking; a BID-operated market may have a primary placemaking motivation driving footfall for local businesses, while community-run markets might have more balanced motivations across all three aspects.

Although in reality there are significant variations within operator types, the diagram below uses generic assumptions about the different motivations of operators to explore their different priorities for public service, profit and placemaking. Broadly, if each type of operator could allocate three 'tokens' in proportion to their motivation the result could look like this:

Motivation	Public service	Profit	Placemaking
<b>Operator type</b>			
Local Authority	2	0	1
Private operator	0	2	1
BID	0	1	2
Community	1	1	1
	3	4	5

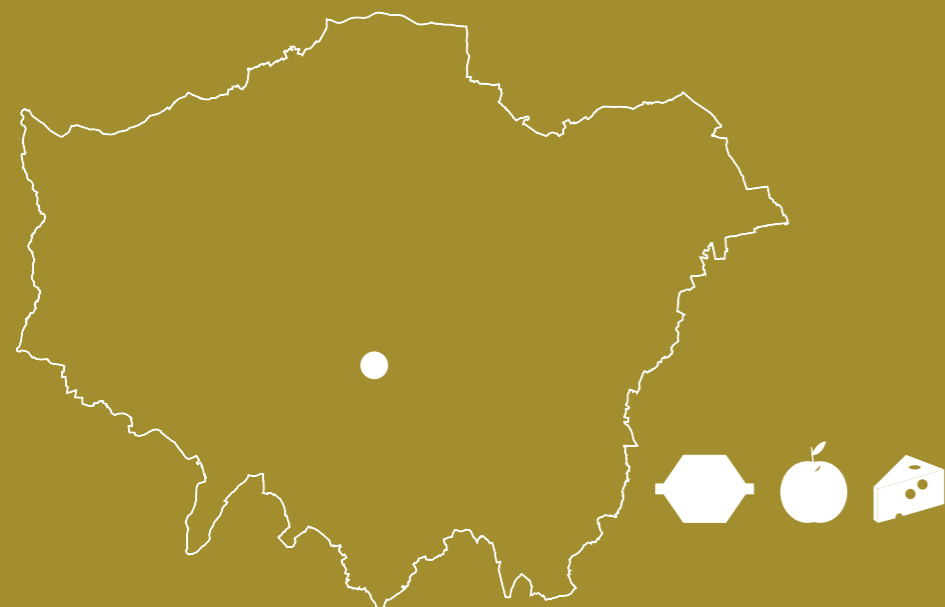
It illustrates how with different motivations, not all types of markets deliver equal benefits. It may also suggest that other ways could be explored to derive more social value from those markets that are not naturally motivated to deliver it. These could include a requirement that private markets requiring planning permission to operate on public open space should also deliver specific social value benefits such as training opportunities for local young people, or a free stall for charities or start-up businesses on a rolling programme.

This research has heard anecdotal evidence that this would not meet resistance, and in fact could broaden the appeal of some smaller privately-run markets, bringing a changing offer that would help attract footfall, especially if they leveraged those opportunities through local promotional campaigns.

Therefore, while not all markets might naturally deliver social value benefits there are ways to encourage them to do so, for the mutual benefit of the market and the local community. This could be further developed into a 'new charter for markets', with progress being monitored and recognised, to help to ensure that in future all markets are bringing more diverse benefits to Londoners.

## CASE STUDY 3

### TWIST on Station Rise, Tulse Hill Lambeth



### TESTING IDEAS

#### SUPPORTING EMPLOYMENT FOR LOCAL PEOPLE

**Type:** Monthly community market pop up; street-food, organic produce, handmade products; social enterprise-run

TWIST on Station Rise, Tulse Hill, was a market with a difference. This pop-up market at Station Rise, Tulse Hill, delivered a series of monthly evening markets giving local jobless people the chance to test trading ideas in a location visited by thousands of commuters.

#### What are the challenges?

Tulse Hill station area had empty shops and low footfall. It also had a high number of local long-term underemployed or unemployed people. Tree Shepherd, a local social enterprise working with unemployed

people, saw the opportunity to turn this round, create a sense of place and bring some of the activity and investment enjoyed at the successful monthly West Norwood FEAST nearby. However, delivering the market would require partnership working to raise the funds needed.

#### What was done?

With over 2000 commuters passing through the station daily, Station Rise at Tulse Hill was an ideal place to test these ideas, with a monthly pop-up market called TWIST that ran from September 2015 to May 2016. Working with partners including Lambeth Council, station owners Southern and Brixton Market CIC providing the marquees etc, it was a market with a difference, offering affordable pitches to showcase local skills, produce and culture. Another twist was that rather than being at the usual weekends and in the mornings,

the market was held on Thursdays from 3pm to 8pm, timed to catch commuters as they returned from work.

TWIST was partly funded through the Mayor's Crowdfund London programme, which as well as generating funding for the market attracted new traders, with a £20 pledge representing one stall on one of market day. 80 community cash backers made pledges, as well as the offer of volunteer help with social media and marketing skills. Generous funding also came from the new West Norwood and Tulse Hill Business Improvement District. The final market in May 2016 attracted 18 pitches, and across the event more than 50 local businesses were showcased.

#### What are the lessons?

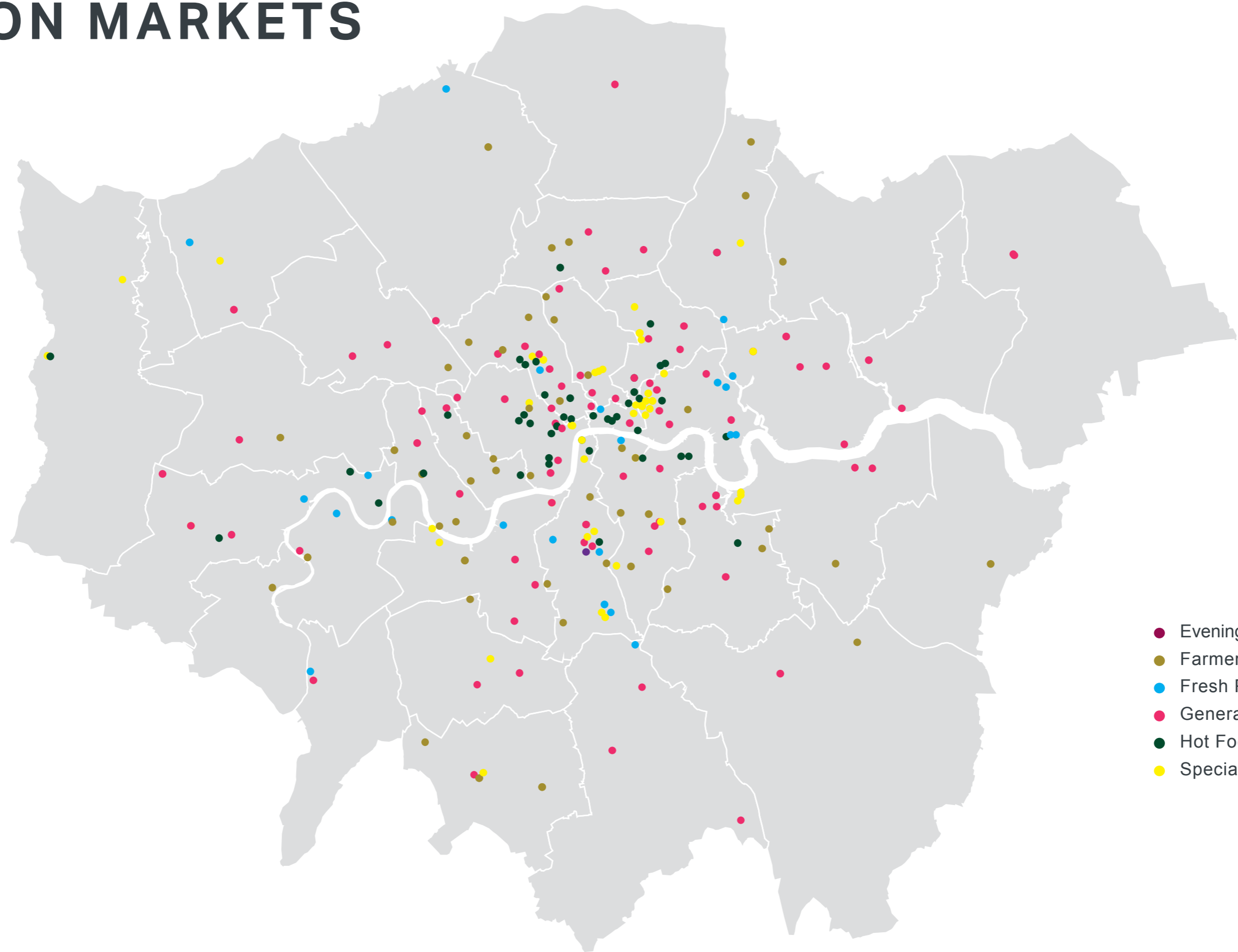
Starting a market with social enterprise objectives brings the chance to identify what could benefit a particular neighbourhood most. For instance, new traders taking a step into markets may not be suited to starting with daily or even weekly trading. TWIST's low-cost introduction to market trading let people who had never traded before try out business ideas and work on business strategy. Other local people benefited too, taking on market management roles that gave them valuable experience towards securing more permanent roles later. Funding was problematic and the organisers adapted their delivery plan to carry on, for example moving the market to a nearby alley due to lack of funds for parking bay suspensions, and local businesses supplying power after a generator had to be cancelled.

Some of the TWIST market traders now trade at bigger markets including

Brixton, and while TWIST may no longer run as a market there is still support both from Tree Shepherd and the informal new trader network that was created. Many traders were from the local Caribbean and Asian communities and the market was important in bringing people together from differing backgrounds and walks of life, as well as engaging with local young people to help with designs.

**Key insights:** business support network; community investment; targeted work with locally unemployed people; partnership working; social enterprise.

# LONDON MARKETS



- Evening/Night
- Farmers
- Fresh Produce
- General
- Hot Food
- Speciality

0 2 4 8 12 16 Kilometers



## PEOPLE

Markets support social integration, as well as supporting opportunities for a diversity of traders, customers and supply chains. Markets also support health in the broadest sense, including physical and mental wellbeing, helping to overcome social isolation. Research published by the Joseph Rowntree Foundation in 2006<sup>9</sup>, 'Markets as social spaces', concluded that markets are important sites of social interaction for all groups in the community, but 'most significantly for older people, especially women. Markets also represent important social spaces for mothers with young children, young people, and families with children, particularly at weekends'. While the potential for markets to deliver benefits to people can sometimes be underestimated because they are difficult to measure, useful research is being done, as the work by Will Fulford, below, shows.

Time and again the main reasons people cite for visiting and shopping in markets is a friendly atmosphere. As retail shopping becomes generally more anonymous, even virtual, the social interaction in markets makes them more enjoyable and more valuable. For some people, especially those living alone, talking each week to their local traders is an important part of the value they get from shopping in a market. Markets support a wide range of 'social' ways to benefit people – from the chance to buy familiar food that is hard to find elsewhere to hearing the stories behind the products on offer, and from taking part in pop-up stalls for local community groups and charities, to promoting campaigns and issues that matter locally. Regular encounters in places like markets can also help break down stereotypes and bridge differences that may be felt between people, enabling long-term cohesion within a diverse area.

### Community Cohesion

#### Mixing and meeting in markets

With London's population forecast to become increasingly diverse, markets can play an important role in providing public spaces that give first-hand experiences of people from different cultures and backgrounds. As part of his research at the University of Westminster into 'Markets as a means of regeneration' Will Fulford looks at the way markets support social value by creating positive shared experiences built on everyday exchanges and encounters.

His research focuses on two London local authority-run markets, one in the east and one in the west, both with low average wages, high unemployment and high levels of diversity and immigration. The research suggests that having first-hand experience of people from diverse backgrounds helps replace received ideas of what someone will be like based on appearance alone. The

<sup>9</sup> Markets as social spaces, Watson and Studdert, JRF 2006

basic sharing of moments of civility between buyers and sellers becomes a natural part of daily routines and the shared activity of being in the market together can mean individual differences are no longer feared but in many cases become valued.

## Community networks

Some markets have evolved to serve the shopping and leisure needs of a specific ethnic group. The restored Southall Market in Ealing serves the local Indian Sikh and Hindu communities in particular.

## Supporting cultural heritage and identity

Many markets play an important role in cultivating and celebrating identity, heritage and culture, through the produce for sale in the market, through creative arts and performance, and through services which may be culturally-specific. Recognising the cultural value in markets ensures that local identity can be sustained.

## Access to fresh and healthy food

Voucher schemes, to encourage families to eat more fresh fruit and vegetables, are being promoted through markets. Since 2014 several London boroughs, including Hackney, Greenwich, Lambeth and now Hammersmith and Fulham, have taken part in the 'Rose Vouchers for Fruit & Veg' project, run by Alexandra Rose Charity in partnership with local authority children's centres and street markets, to help families access fresh fruit and vegetables and develop confidence around healthy food. Parents on low incomes with young children can only redeem the vouchers at market stalls that sell fresh fruit and vegetables, so not only does the project help young families access fresh and healthy foods, but markets are supported in the local food economy as sources of healthy low-cost food as well as areas of social cohesion.

The vouchers bring new custom and increased footfall to the markets and traders report increased takings as people spend more in addition to their Rose Vouchers. Over the last three years, £72,676 has been spent in London street markets by families using Rose Vouchers on fresh fruit and vegetables.

Another voucher scheme, supported by boroughs including the Royal Borough of Kensington and Chelsea (RBKC), is Healthy Start. At RBKC the Street Trading team has teamed up with Go Golborne and Mytime Active to bring this national scheme to Portobello and Golborne Road market stalls.

"Street markets play a crucial role in London's wellbeing. Every day they are helping people access a healthy diet and avoid food poverty by being the most affordable places in London to buy fresh produce."

**Jonathan Pauling, Alexandra Rose Charity Chief Executive**

## Health and wellbeing projects

Projects in partnership with other council departments, such as public health, can have the benefit of accessing additional expertise and funding streams, while bringing multiple benefits to local residents. In Tower Hamlets, the then NHS public health team saw the opportunity for localisation of health services through the regeneration of Chrisp Street market, working with architects commissioned to work on the design, regeneration and delivery of several projects. One of these projects, Men's Cabin, is a group for older men which has based several activities around the market, including a photography project and learning about buying healthy food to cook.

## Opportunities for social interaction

Markets have a social function that goes beyond buying and selling food. In Borough Market's publication 'Market Life', Chair of Trustees Donald Hyslop explores some of the many ways in which a market can enrich the social life of its shoppers.

'Conversations are the foundations upon which communities are created, and communities can change cities, yet in an era of food deliveries, click and collect and supermarket self-checkouts, the simple, everyday personal interactions that used to punctuate our lives aren't nearly as frequent as they once were. At a market, conversation is just part of the culture. When stallholders care about and take pride in the food they sell – which is very much the case here at Borough Market – they want to engage with their customers by offering advice and ideas, seeking feedback or just passing the time of day.

One of the most satisfying manifestations of this sense of community around Borough Market is the way traders and staff work with volunteers from the Plan Zheroes organisation and other local charities to redirect surplus food to some of London's most vulnerable people. For Borough Market, this public function – that goes beyond the merely transactional – isn't just an incidental extra: the 1754 Act of Parliament that established the Market in its current location requires the trustees to act for the "convenience and accommodation of the public".

For the same reason in recent years we have worked hard on improving the Market's public spaces, including the construction of the Market Hall, where people can rest, eat, talk, or watch free cookery demonstrations. It is also why we set such store by public events that draw people here for reasons that go beyond shopping: the Borough Talks programme, the Cookbook Club, Apple Day, St George's Day. Markets aren't always the slickest and most convenient of places. They're not built for speed and efficiency. But they do bring people together, to talk and laugh and share their knowledge – which no supermarket self-checkout can claim.'

## Employment and rehabilitation

The flexibility and low risk of market trading means it can provide a unique opportunity for people to test business ideas and learn new skills. Opportunities are most likely to be effective when a market specifically aims to tackle these issues with a targeted social enterprise approach. Pop-up and community markets where pitches are low-cost and non-contractual can offer support for new traders and lead to opportunities to trade at other markets – the case study of TWIST Market is one illustration of this (p. 54). Chalton Street Market in Camden is another good example, hosting a weekly crêpe stall for New Horizon Youth Centre, a social enterprise project that allows young homeless people to get the work experience vital in getting a job to escape the cycle of homelessness.

As well as the obvious economic value to the individual, however, there are wider social benefits to employment. Market trading and servicing can be especially valuable for people who have difficulty in gaining the experience needed to open up routes to other types of employment, perhaps because they are long-term unemployed or ex-offenders. Research shows that offenders who are rehabilitated through employment are 50% less likely to re-offend<sup>10</sup>, so there are benefits to the wider community as well.

Research by the Ministry of Justice from 2013 shows that employment programmes leading to tangible employment opportunities can reduce reoffending when combined with motivational, social, health and educational support to address other barriers to finding employment. Those most likely to become successful will have received work experience placements whilst serving sentences and upon release from custody.

### Getting a taste for the opportunities of street food

KERB markets and its traders at Camden Market are delivering one such project in partnership with the Liminality Group, with the aim of providing an experience of alternative career pathways after release from custody. Young people eligible for day release from Cookham Wood young offenders institution are given meaningful work experience placements in the street food business, meeting KERB's operational team as well as the traders who give them the chance to help prepare for service, serve the public and taste new food.

<sup>10</sup> <https://blueskydevelopment.co.uk/>





## PROSPERITY

Markets deliver a wide range of benefits that can support the prosperity of Londoners. This includes opportunities for employment that are open to all, for developing entrepreneurial skills, for training young people, and for low-threshold business formation and incubators.

This section includes evidence from primary research carried out for this study, examples of markets as open workspace and incubators of new enterprises, and the importance of gathering and using data.

Our research included engagement with traders and an in-depth study of seven markets across London. It develops understanding of the specific issues and opportunities facing the markets sector in London and builds on the findings of other recent studies into markets:

**Sustainable Urban Markets – An Action Plan for London** (Cross River Partnership 2014), found that in the six years since the London Development Agency (LDA) published **London's Retail Street Markets** (2010) the estimated turnover within Greater London increased from £430m in 2008 to £615m in 2014. The report also quantified wider economic spend in nearby shops and businesses.

**Jobs and Growth Plan for London** (GLA 2013) identified that markets can help deliver priorities for SMEs and skills and employment priorities, and **Action for High Streets** (GLA 2014) committed to do more for London's street and covered markets and work with local authorities to 'understand obstructions and bring forward proposals for legislative change'.

Some of these obstructions were identified in **Markets Stalled** (London Assembly 2014) which warned that many markets, especially local authority-run ones, were struggling in the face of competition from online retail sales, damaging planning decisions and a lack of investment. It warned that one in five council-run street markets could close by 2032, which could threaten an estimated 1,300 trader jobs and called for failing markets to be privatised.

Research in **Markets Matter** (Institute of Place Management 2015) found that markets can generate footfall increases of around 25% for town centres and increase retail sales, with significant numbers (55% to 71%) of market visitors spending money in other shops (New Economics Foundation 2005), calculated to be worth £752 million a year to London's shop-based retailers (Regeneris Consulting 2010).

## Evidence from our primary research

### Understanding performance

Accurate economic benchmarking such as evaluating market turnover and employment benefits is essential to market managers when evidencing economic benefits as part of a funding bid.

The primary research for this report focused on understanding the economic value of London's street markets and is based on 214 trader interviews across 15 stall types and in-depth survey data from seven markets across London. The markets were selected to represent different types, trading conditions and configurations. A similar piece of work carried out in 2015 allows comparison between the experience of markets in London and the rest of England<sup>11</sup>.

### Daily take per stall per market (Table 1)

Market	Average daily trader take	Lowest daily take	Highest daily take	Number of interviews conducted
General market, outer London	£978	£87	£4,167	16
Central London street market	£685	£109	£1,709	32
Local street market	£1,107	£116	£7,000	27
Town square outdoor market	£941	£117	£2,917	33
LA managed general market	£909	£140	£5,500	19
Hot food-led market	£1,018	£129	£3,214	28
Sunday-only market	£2,548	£150	£25,000	24

From the research into the seven markets a projection was made of turnover per stall per day, which can be a valuable tool to:

- Estimate or project expected financial performance for any trader type
- Identify trader types or individual traders who may be struggling and in need of additional support
- Model how any market's financial performance can be improved by rebalancing the stalls offer
- Model the optimum stalls configuration in financial terms at least

<sup>11</sup> Missions 4 Markets, 2015, NABMA and DCLG <http://www.mission4markets.uk/get-involved/measure-economic-performance.html>

## Stall type per day takings (Table 2)

Stall type	Greater London			England	Notes
	Weekday	Weekend	Average		
Bags and Accessories	£381	£760	£486	£770	*
Bakery	£695	£1,671	£966	£510	
Books, Magazines and Stationery	£241	£506	£314	£812	
Butcher & Fresh Fish	£740	£1,608	£981	£1,651	
Cafe / Hot Food / Takeaway	£467	£878	£581	£512	
Clothing	£496	£1,270	£711	£351	
Entertainment & Communications	£250	£467	£310	£500	
Footwear	£307	£585	£384	£310	**
Fruit and Veg, Fresh Flowers	£1,061	£2,176	£1,370	£1,481	
Grocery	£573	£1,356	£790	£1,034	
Health & Beauty	£818	£1,818	£1,095	£348	***
Household Goods & Textiles	£1,064	£1,856	£1,283	£1,322	
Jewellery and Watches	£231	£300	£250	£741	****
Lingerie / Nightwear / Hosiery	£381	£632	£451	£281	
Speciality	£343	£525	£394	£564	

London average greater than national average

London average within 20% of national average

London average lesser than national average

\* London average excludes a single, large scale Outer borough trader, taking > £10,000 per trading day

\*\* London average excludes a single, large scale Outer borough trader, taking > £10,000 per trading day

\*\*\* Health & Beauty makes up only 1% of market traders nationally, but almost 7% in London

\*\*\*\* London average depressed by a large number of low-take watch repair stalls

At each market between 15 and 35 traders were interviewed, according to the size of the market, to determine the number of customers and their average spend (for weekday and weekend trading separately depending on the opening days of the market).

Across the seven markets where fieldwork took place, on average each has 151 occupied stalls, is open for four days per week, has annual turnover (excluding VAT) of £7.4 million, has annual GVA of £2.7 million and supports 142 jobs.

Scaling up this data to give a London-wide picture indicates that that street markets in London support 13,250 jobs. That means around 2.8 percent of jobs in London's retail industry are in street markets. Street markets also contribute £247.6 million to London's economy in terms of gross value added. This makes the economic output of the markets sector larger than that of the Veterinary Activities sector (£157.8 million), broadly in line with that for Manufacture of Furniture (£261.1 million) and around half that for Water Transport (£462.4 million). Our research also identified that over the last year, London's 280 markets saw 2,500 new employees enter the markets sector. On a per square foot basis markets provide more jobs than supermarkets. This

could support further research into the value of incorporating markets into new developments that include retail elements.

Finally, London's market managers reported 50 apprenticeships provided by the 12% of markets that participated in a formal apprenticeship scheme. There is significant potential to increase apprenticeships by encouraging greater uptake of the scheme.

While in general London's retail economy is very strong, trading in London markets is not uniformly better than trading outside London, with research for this report showing seven out of 15 stall types in London appearing to underperform the rest of the country. London outperforms the UK for only five out of 15 stall types (see Table 2). This is consistent with opinions given in interviews that it is easier to have successful markets outside London because of differences in legislation.

## Markets as open workspace

The low-risk, low-threshold nature of market trading can provide a valuable opportunity to incubate and develop new business ideas. The GLA's study Creating Open Workspace (July 2015) shows how market trading can be an important component alongside other types of low-threshold enterprise space within a healthy local enterprise ecosystem, and identifies a typology for the location, specification and likely occupiers of market stalls as one type of commercial 'premises' alongside others in a typical town centre. Market trading is the ultimate affordable retail space, and as this becomes increasingly difficult to deliver, due to competing pressures on land use, the study recognises the role of planning in ensuring a sufficient and suitable mix of workspace is delivered. This is addressed in the new London Plan.

## Developing skills and knowledge in food production

Incubators and start-up premises specifically designed for new food retail businesses support enterprise and ensure a pipeline of businesses ready for market. Other opportunities could also be explored to support London's growing reputation for excellence in food – and build resilience in a London workforce trained in food production, which might be uncertain post-Brexit.

In other countries, particularly France, accredited, highly-regarded training for specific industries such as baking and patisserie is well established. London has some great independent producers, some of which are clustered in markets districts such as Bermondsey and around Borough Market, and some of which offer courses to people who want to learn more. Many of these markets and businesses are already located in neighbourhoods where opportunities for vocational training and paths into work are especially

needed, so there could be a valuable opportunity in making the link between the two – developing accredited, well-regarded vocational training around food production linked to markets.

### **The evolution of a new markets model**

KERB, the family of pop-up lunchtime markets often cited as the model for the newer generation of street food markets (see Place, p.75) is developing an incubation programme. From the 400 to 500 applications a year for KERB membership, 40 opportunities a year are now offered for the formalised inKERBator, a chance to develop ideas through a free, three-month programme. As well as expert guidance on health and safety, operations, costings, design and equipment before they start (and then during) trading, and promotion through KERB's channels, new traders are given weekly trial pitches, as well as guidance from existing traders on food, design and operations. The KERB team formally consults with each individual once a month, setting targets for progress and graduating all those that deliver on a sustainable business idea after the three months are over. Once graduated, the trader has access to trade in the full spread of markets run by KERB including the permanent KERB Camden.

For some traders, the ambition is to move to a more permanent home. So far, 12 former KERB traders have gone on to fixed premises outside of KERB, and 34 now have a seven-day-a-week permanent high-specification kiosk at KERB Camden Market that acts as their first permanent home.

“It’s a big step up, and in an increasingly packed, mature street food market we’re really keen to make sure all have their eyes wide open as they dive in to it.”  
**Ian Dodds, KERB Head of Markets**

### **Training**

Both of the national markets organisations support training in different ways across the country. These include NABMA's work in professionalising markets, such as its Diploma in Market Administration, a six-day course formally recognised as equivalent to the national framework HNC/D or NVQ. This Level 4 qualification is accredited by the Institute of Place Management, part of Manchester Metropolitan University.

The National Youth Market is an annual event run by the NMTF, which was heavily supported by Manchester Markets from 2013 to 2017. The event showcases young talent in the sector, attracting traders from all over the UK and the NMTF has worked with national youth organisations such as Live UnLtd and vInspired to widen the reach of the event. NMTF staff provide hands-on training at the event, based on their business support guides, NMTF First and NMTF 400.



"I took part in the National Youth Market in 2016 – it's great to find an organisation giving young people opportunities to start up in business at a time when the jobs market is so difficult."

**Nicola Maria Priest, Luna Sky Jewellery**

"Without the next generation of traders, we have no more markets. It's a crucial issue the sector is only starting to address. Events like the National Youth Market are a great showcase, but more can be done at the local level to nurture talent. Markets have so much potential as a low-cost and flexible platform for start-ups."

**Chris Savage, NMTF Projects Manager**

Together NABMA and NMTF are also delivering Pitch Up for Retail, a project in partnership with markets around the country, to work with colleges to include markets as part of the curriculum and give students entrepreneurial experience.

Other organisations, such as the Prince's Trust and Enterprise Agencies could also contribute valuable expertise and support to London-wide training for market traders.

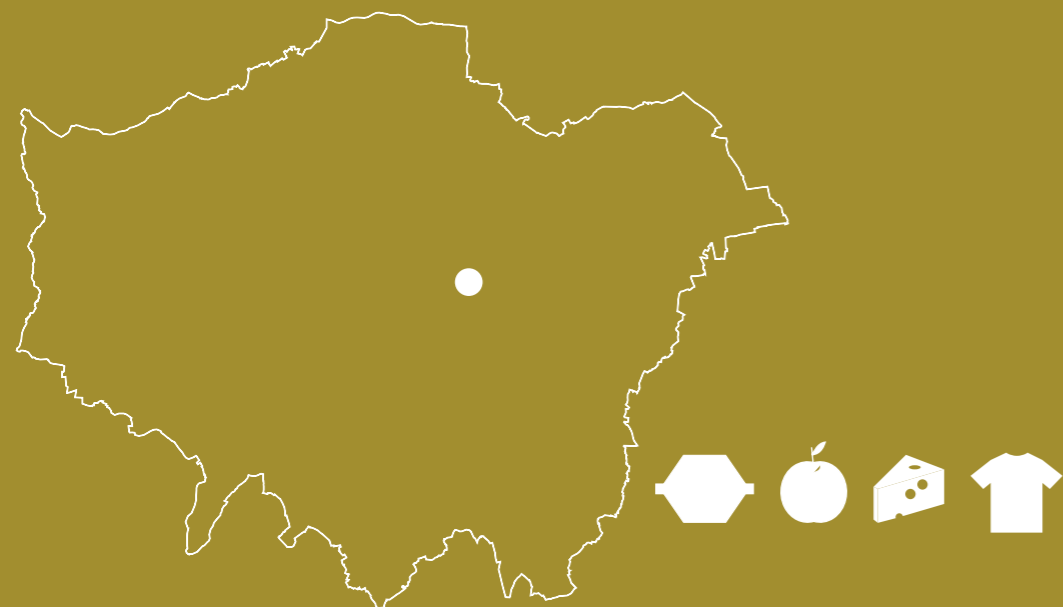
#### **Understanding how data can help**

Walthamstow Market is a place where numbers matter. Its reputation as Europe's longest street market may be unchallenged but officers at Waltham Forest Council believe other figures need to be examined more carefully. Jonathan Martin, Director of Investment and Delivery explains: "It is always important to understand the data, so just saying there are a lot of people visiting a market does not mean they are all potential customers". He also notes that while local authorities tend to focus on the needs of local residents, when it comes to markets and building regular customers, markets also need to think about local workers as key customers. "Markets need to reconnect with local workers, as well as considering a wider demographic, especially younger people. We know that many hundreds of people are walking past the market site on their way to and from work, however the current opening hours mean traders are missing out on customers, and commuters are missing opportunities to pick up shopping. As a possible solution, hours may need to be adjusted, or opportunities found for the market to trade in zones, or different places, as part of a wider high street strategy."



## CASE STUDY 4

### Chrisp Street Market Tower Hamlets



#### IMAGINATIVE ENGAGEMENT

BUILDING COMMUNITY  
COMMITMENT IN  
LONG-TERM REGENERATION

Built as part of the Lansbury Estate for the Festival of Britain, Chrisp Street in Poplar is a distinctive place in the East End whose market had suffered from the same stagnation common elsewhere. It is at the heart of an ambitious project to kick-start regeneration with a new civic heart, closely informed by community priorities through a strong design approach.

**Type:** Open six days a week, council-run general market with space for up to 80 pitches selling affordable fruit and veg, household goods, clothing and accessories.

#### What are the challenges?

Chrisp Street was the first purpose-built pedestrianised market in the United Kingdom. It was designed by Frederick Gibberd, who also designed Liverpool Metropolitan Cathedral, and opened in 1951. The immediate challenges of the market – lack of a diverse offer, low turnover and low business engagement – are potentially compounded by being part of a lengthy regeneration project that will take more eight years to complete from the start of construction. The challenge for the scheme as a whole and the market in particular, has been to keep the importance of design at the heart of the community, and to restore civic pride in Poplar as a neighbourhood.

#### What was done?

Tower Hamlets Council is working with social landlord Poplar HARCA

(Housing and Regeneration Community Association) and Telford Homes on the £300 million programme. It will include 650 new homes, shops including a large food store, a cinema and a new market canopy to create a transformed civic centre that will attract residents and workers to crisscross the piazza and bring back life and footfall. A strong partnership approach has been key to engaging and consulting people throughout the project. Beginning in 2013, architects The Decorators, together with the local NHS (now the council's public health department) applied together for Portas Pilot funding to deliver a programme that would localise services. These included healthy eating projects, tables and chairs to encourage people to eat in the market, and 'Chrisp Street on Air', a radio station in an empty unit in the market to capture local voices and views. These ideas were then used to programme events with key local cultural partners such as Poplar Film and Lansbury Amateur Boxing Club. The project has worked with the Royal Institute of British Architects to ensure design quality and innovation is the hallmark of the new scheme and a design competition held to create a new market stall. The winning practice was CarverHaggard whose 'kit of parts' was developed in consultation with market traders and will be trialled by them.

#### What are the lessons?

Although still a work in progress, it has been essential for all parties that the new scheme remain faithful to Frederick Gibberd's vision for a neighbourhood with a wide range of retail. The value of good design

has also been proved by helping the community engage and invest in the neighbourhood, for example 'Chrisp Street on Air' gave an opportunity to celebrate and record the distinctive character of Chrisp Street Market at a time of great change for the area, and it has helped to find novel and practical ways to engage market traders, though ongoing resource will be needed to build an enterprise strategy with market traders and shopkeepers.

Some success is evident already: the market has attracted nearly 50 new market traders and new businesses including bicycle repairs, a florist cafe and arts space. The clocktower was reborn as the V&A's Lansbury Micro Museum to showcase the area's history. Paul Augarde, Head of Creativity and Innovation at Poplar HARCA is clear that getting the market right is key to success of the whole project: "A market can act as a key crossing point for all sections of the community. If you can curate this in the right way, you can create a village centre". For more information see [chrispstreet.org.uk](http://chrispstreet.org.uk)

**Key insights:** long-term regeneration; revitalised market with housing; localising services; combined design and public health approach.



## PLACE

Markets are at once part of London's heritage, and the places where the newest and most exciting trends and tastes first appear. Informal and animated, they invite us to join in, to explore new neighbourhoods and cement our relationships with those where we live and work.

A market reaches back into the history of a neighbourhood; in many cases the market was the foundation around which the neighbourhood grew. So even where a market has declined it has the capacity to revive the character and heritage of a neighbourhood. The re-establishment of a market can send a powerful message about the ambition of the regeneration.

This section explores evidence for understanding the benefits markets bring to London's places.

### Markets supporting new destinations

From King's Cross and Deptford to Canary Wharf and the City, developers and landowners recognise the value that the energy, identity and footfall of markets can bring. Increasingly, both temporary and permanent markets are used as part of placemaking strategies in new developments to support regeneration, bring life to the public realm and create new destinations. However, more understanding is needed of how to bring about these placemaking benefits without exacerbating gentrification. Where developers establish a market early on to generate footfall but then close it once an area has become established, how can markets get the credit (including financial) for the regeneration they provide?

### Appraising the value of place

Food trader Petra Barran first began KERB trading in an under-construction King's Cross in 2012, with a rotation of food traders who brought animation and street life into the vast building site. She describes it as "a way for people to connect to the place".

Since then, teams of carefully curated KERBanists have tried out and refined their business ideas on sites across London, increasingly where landlords were keen to bring footfall and a sense of festival to corporate or underused spaces. Currently a total of 80 to 90 traders trade across six sites: the Gherkin, Paddington, Granary Square at King's Cross, West India Dock and now London Bridge and Camden Market. Like other successful retail models, digital technologies are key – from the social media that builds a buzz around new markets to the data on turnover that helps set pitch fees and monitor and move traders between sites. With locations varying in demand by day, weather and season, setting a fixed, fair pitch fee proved impossible and instead

traders are charged a percentage of turnover with a pitch fee ceiling or cap. If traders have a good day the pitch fee is higher, and on a bad day it is lower.

Ian Dodds, Head of Markets, explains that this limits risk for the trader: "There are no hugely inflated pitch fees relative to the customer demand for a particular trader at a particular market, and it means we both share in the success as demand for the trader and market grows over time. Increasing revenues allows us to invest in the market, promotion and staff to take on further opportunities."

"In terms of creating a sense of place, developers have recognised the value of markets in driving footfall, providing theatre and animation particularly when areas are in flux. But to create a new area successfully, markets need to be embedded in the geography. Then valuable community links can be built and developed alongside the physical environment."

**Helen Evans, Covent Garden Market Authority Director of Business Development**

"We would like to have more markets, but when we look for land, we have barriers – every bit of land is being built on, so there is a shortage of space in London."

**Mark Handley, London Farmers Markets Director**

Several of the case studies in this report focus on markets in areas undergoing regeneration. The challenge for markets at the centre of changing areas is whether one market is capable of meeting the different aspirations and resources of both established and new communities. Portobello and Golborne Road markets have seen changes in local populations over decades, and Brixton's markets, including Brixton Village, POP Brixton and Electric Avenue, appeal to diverse communities. Chrisp Street market in Tower Hamlets has seen the local community re-engaged through design and public health projects around the market.

## **Markets at the heart of established places**

### **Good relations with local shops**

Many markets are part of established neighbourhoods that people care about. Often it is the character of the market, especially historical, permanent markets such as Borough Market, Camden Lock, Chrisp Street, Kingston Ancient Market or Spitalfields, that is the backbone for what makes that wider neighbourhood so special. Local people, as well as visitors from much further away, get passionate about changes to the markets they love, although many markets do not have a strong recognition in planning policy, unless they are part of a conservation area.

Often the health of high streets or town centres and their markets are linked.

A successful market that builds a loyal local following will help local shops and other businesses, and vice versa. Research by the Institute of Place Management for NABMA in 2015<sup>12</sup> found that markets can generate footfall increases of around 25 percent for town centres.

Street markets and neighbouring shops should support one another and not be in competition. Where there is concern from retailers, for example about the temporary closure of streets and removal of parking during a market that could impede deliveries, these can be addressed through planning. Market managers, town centre managers or BID managers should ensure that both traders and shopkeepers are regularly consulted on potential issues and to deal with them as they arise.

Market layout is also important to ensuring that shops are not adversely impacted on market days: grouping stalls back-to-back along the centre of a street can hide unsightly back-of-house gazebo areas and keep traders' belongings safe, as well as avoiding blocking the access to, and view of, local shopfronts. A website that brings together a street market and its local shops into one place online will also help reinforce the identity of both as being part of the same place.

### **Spreading the love – Love Your Local Market**

NABMA first created the concept for "Love Your Local Market" (LYLM) in 2012 when the government asked for ideas to respond to recommendations for retail markets in the Portas Review into the future of the high street. Running for a fortnight each May, the campaign has taken place every year since then, and now thousands of places create market events in cities, towns and villages throughout the country – with the concept now spreading around the world, reaching Australia in 2017.

The idea of LYLM was to encourage communities to shop in and revisit their local markets. It later helped budding entrepreneurs try out new business ideas or develop their skills, often with a particular focus on encouraging young people to take part. Market operators provide free or very low cost stalls and help for potential new traders to start trading on a stall. Often markets feature special entertainment or activities to encourage local people to visit their market during the campaign and NABMA supports LYLM through social and other media, with information and practical help to enable market operators to make the most of their LYLM events.

LYLM Brixton was created to celebrate the unique combination of its indoor and outdoor markets, with Brixton BID (the local Business Improvement District) working in partnership with Groupe Geraud, Brixton Market Traders Federation CIC, Lambeth Council, Brixton Pound and Lambeth Forest Network/Tree Shepherd.

<sup>12</sup> IPM Markets Matter 2015

Together with special offers on pitches on Brixton Station Road Market, there was a week of family-friendly activities throughout the covered and open markets, including Brixton Village and Market Row, Electric Avenue, Popes Road, Brixton Station Road, Tunstall Road and Reliance Arcade, with a programme including live DJ sessions, guided heritage tours, parades, dancers, face painting, clowns, stilt walkers and magicians.

## A place for the local community

### Hosting the community

Markets are manifestations of local culture and identity, and events programming is central to the offer of many markets – it brings more, and different, people to the market and often the wider high street too, and encourages them to spend longer there. Our research shows that over a third of markets have hosted a performance of local talent in the last 12 months

Many markets are assembled and dismantled daily, the structures are often old, and by necessity light and adaptable. Some markets are developing new roles and becoming ‘community catalysers’ – collaborating with other community groups to access wider networks of knowledge and resource – and bringing with them their long-practiced adaptability and resourcefulness.

More permanent event space is also being designed in to new markets to capitalise on their role for offering a valued place for events and activities in the community – see Brixton, Chrisp Street and East Street case studies.

### Building engagement online

The Chatsworth Road E5 website ([chatsworthroade5.co.uk](http://chatsworthroade5.co.uk)) is a clear and comprehensive guide to many aspects of local life. By jointly promoting the street market with local independent shops, an annual festival, local news and updates on the developing neighbourhood plan, it builds a distinctive identity for the whole neighbourhood. The website also includes a comprehensive information sheet on how to apply to become a trader, which types of stalls are not encouraged and how the waiting list works, and a signpost for local people on benefits to apply for the Kick Start programme.

### Complementing an established market

Yard Market is a project by Roman Road Trust that aims to complement rather than compete with the existing street market. As part of their work exploring the model of Community Improvement Districts (CIDs) in community-led regeneration, the trust heard an overwhelming demand from local people for more events and markets that offer strong community content. The local car park at the heart of the neighbourhood has become a venue for events and activities such as ‘Organic September’, the Soil Association’s autumn jamboree that attracted over 2,000 people on a wet Saturday. The market attracts a





new type of visitor to the area and as the car park connects the western and eastern stretches of Roman Road it helps encourage pedestrians to move between the two parts of the high street, so shoppers have more reason to explore all of the street's stalls and shops.

"Rye Lane is absolutely full of traders because it offers many small start-up spaces. There are small, medium and large units. That's quite a clever move as it allows businesses to grow. At the same time, a young arts community in the bazaar brings in a lot of innovation and a lot of energy. It's good from morning to night. It is very safe as you can see across the space very easily. This model works incredibly well."

**Suzanne Hall, London School of Economics Associate Professor in Sociology**

### **Multi-functioning meanwhile market**

Mercato Metropolitano at Newington Causeway, SE1 is a 45,000 sq ft glass-covered and outdoor food market set up by Italian food entrepreneur Andrea Rasca – his third location after Milan and Turin. Formerly a paper works, The Triangle is a 2.5 acre brownfield site owned by housing association Peabody who plan to redevelop it in future with new homes and commercial space. For now the market is bringing animation to the site, capitalising on a location in a changing cultural neighbourhood near the Ministry of Sound and Southwark Playhouse. It is open daily until late and while Italian food and drink are at its heart the offer goes beyond eating. Andrea Rasca states that "everything we do raises awareness about sustainability, environmental, economic and social aspects of community". This includes learning how food is grown in an on-site urban garden, finding out about producers through demonstrations, a free platform for performers, an on-site cinema, gym, affordable workspace and social space, as well as work with local community groups.

### **Demonstrating what markets mean for Londoners**

The importance of markets to the people they serve is often cited, and this was clearly and practically demonstrated by the speed and scale of the public response following the terror attack that hit Borough Market on 3 June 2017.

As well as considerable trauma to the local community, the subsequent two-week closure of the market had a major impact on the small businesses that rely on it for their livelihoods. Businesses and individuals alike offered their time and expertise to help the market get back on its feet: building firms volunteered help; other London markets offered stalls and storage facilities to displaced traders; a group of florists, flower growers, wholesalers and greengrocers joined together to create an installation of flowers and produce; and a major corporation closed its canteen and encouraged its workers to eat at the market when it reopened.

In the days following the reopening footfall was exceptionally high, as visitors flocked there to support the traders. A crowdfunding appeal quickly raised more than £100,000 to help traders whose viability had been put at risk by the closure. Helped by the adoption of #LoveBorough across social media, messages of goodwill flooded in.

"The 3 June terrorist attacks on Borough Market will never be forgotten by our market community. But instead of hate, we saw love, hope and belief in the vital role markets play to bring communities together to share conversation, fun and good food. Every visit, every purchase, every word, handshake or message, made a difference. While the pain caused by the attack will take a long time to fade, so too will the sense of togetherness it helped to foster. All of us in the Borough Market family want to say a huge thank you to all of those who offered support when we needed it the most."

**Darren Henaghan, Borough Market Managing Director**

The Mayor of London established a fund to support businesses which were impacted by 3 June terror attacks and the Grenfell Tower fire. The fund aims to minimise the negative effect these types of disasters may have on local businesses, particularly small businesses, and ensure that the businesses can obtain funding and access support immediately to help get them back on their feet.

The Mayor has contributed £235,000 to the Borough Market Traders Relief Fund, which has been established by United St. Saviour's Charity, the Borough Market Trust and Better Bankside.

## CASE STUDY 5

### Portobello and Golborne Road markets Royal Borough of Kensington and Chelsea



#### KNOWING YOUR MARKET AN ICONIC MARKET IN A CHANGING NEIGHBOURHOOD

In a neighbourhood where street markets have been a way of life for over 150 years the challenge is staying relevant to a changing local population, working with traders to keep the market at the heart of daily life.

**Type:** Up to 300 pitches on weekdays and Saturdays: Portobello includes fresh produce, new and second hand clothing, antiques (Friday and Saturday), Golborne Road has bric-a-brac, furniture and food. Local authority run.

#### What are the challenges?

Portobello and Golborne Road markets, regulated and managed by the local authority's street trading

team, are only two of several markets in this rapidly changing area: other local markets are managed privately, and some of the more negative press relating to gentrification and redevelopment relate to these markets outside the borough's control. The neighbourhood has seen many changes and incomes in the neighbourhood vary widely, with Golborne Ward still scoring highly on deprivation indices while houses near the south end of Portobello sell for £15 million. The greatest challenge is about this disconnect – between old and new communities as well as those with different spending power – and keeping the market at the social as well as the commercial hub of local life.

#### What was done?

The Royal Borough of Kensington and Chelsea's commitment to its

markets, as well as the commitment of individual market managers, has been essential in the recognition of the evolving role of markets. As well as a markets manager, the street trading team includes a development officer; each has different operational and strategic priorities, but both are clear about the evolving role of the market while continuing to carry out the essential functions of waste collection and management, administration and enforcement. They work collaboratively with the Portobello and Golborne Management Committee, a non-profit group representing local traders, retailers and residents, to boost the range of the local offer, and with community groups so the market continues to be the natural place for people to come when a more public, community response is needed to events. 'Operation Cup of Tea', a stall for people to meet and chat socially first introduced after the 2011 disturbances, has been brought back after the Grenfell Tower fire, offering a positive space for people to drop by and neighbours to come together, each week hosted by a different community group; Healthy Start vouchers can be redeemed for fresh fruit and vegetables at stalls; and the Youthquake event, held as part of Love Your Local Market, offered training workshops to encourage younger people to take up the chance of a market stall and try out business ideas. The market development officer worked with local arts organisations including Kindred Studios, the Westway Trust and private markets and others to organise Portobello Winter Festival, whose success has since become a template for further cooperative work in the area.

#### What are the lessons?

These are exemplars for the value of continually listening and learning – from the local community, traders and from other places – and the expertise of the street markets team is in demand from many other places. They recognise that markets are increasingly about 'experience', and managing events, as well as operations. Within the legislative constraints they make the most of methods tried and tested elsewhere, including a strong use of social media to promote individual traders and events, and informal mentoring of new traders such as advice on visual merchandising. Many traders are now adapting to cater for their different markets and can respond more quickly than a shop to customer requests, stocking more exotic produce alongside basic products at reasonable prices. The take up of Healthy Start vouchers has been mixed, and recently there is less unsold produce that can be donated to food banks, but toward the end of the day traders sell 'any box on the floor for £1'. Where they can, the markets team mixes stalls to help serve both tourists and local shoppers throughout the mile-long market between the antiques stalls of Portobello to the less affluent, but gentrifying, Golborne.

**Key insights:** changing local populations; working within the legislation; evolution of market management; working in partnership to keep the market at the heart of the community.



### 3. TAKING LONDON'S MARKETS FORWARD

Opportunities for London's markets  
Recommendations for London Markets Board

# TAKING LONDON'S MARKETS FORWARD

So far this research has explored London's markets today, including the challenges they face, and identified the diverse value of London's markets for people, prosperity, and place. This final section brings these strands together and looks to the future. First, a number of opportunities are explored for local authorities and other market operators to consider that could address some of these challenges. Second, 12 recommendations are made to the London Markets Board, to support them in setting an achievable work programme that will deliver a strategy for the future of London's markets.

## OPPORTUNITIES FOR LONDON'S MARKETS

While London's markets generate a wide range of benefits, many also face challenges, as outlined earlier. The aim of the London Markets Board is to support markets in addressing strategic challenges and identify ways of maximising their diverse value. While some of these will need to be addressed at the strategic, citywide level, there are also more immediate opportunities that can be tackled by traders and market operators, both public and private.

### Operational opportunities

#### Investing in a markets team

A dedicated, locally-known and well-resourced markets team, aware of local issues, can build better communications with both the community and traders. One of the main points of difference between local authority and private markets is that public markets are open to all traders who apply, and markets teams can offer valuable support to traders through informal mentoring, building reassurance over the transparency of costs and, crucially, enforcing when appropriate against illegal street trading, which traders are known to value in particular.

Several councils have markets development officers and separating these operational and development roles in the street trading team can ensure both effective management and promotion of markets. However the number of officers employed in each markets team varies widely across London's boroughs. Bearing in mind the challenges around budget cuts outlined earlier, opportunities for local authorities to invest in their markets team is likely to require closer working with other departments, e.g. planning, and accessing

wider funding streams, identified below.

For street trading teams to stay abreast of good practice and get the most from their markets they should take part in learning networks, for e.g. the London Street Trading Benchmarking Group, currently supported by NABMA. Clear guidelines should be produced for traders around health and safety and risk assessment such as storage of gas canisters. Around half of London boroughs have signed up to the Real Deal national charter, designed to keep those trading in counterfeit goods and other illegal products out of retail markets.

“All local authority market officers should be required to join the London Street Trading Benchmarking Group as a matter of policy.”

**John Burton, Urban Space Management markets consultant**

### **Maximising social value by understanding the current legislation**

Local authorities that see their markets as a business and know how to manage them positively and efficiently within the LLAA can deliver a greater social value to local communities. There are legitimate opportunities for local authorities operating under LLAA to make a surplus, including carrying it forward as a reserve, and charging for services not covered by the Act, such as storage. There are also ways to reinvest the money back into the market in line with the LLAA, that include providing infrastructure to enhance the markets, reducing fees and charges for a period or asking the traders what they would like the surplus to be spent on. Where the legislation is seen to be open to interpretation, regulations between different boroughs can differ, particularly with regard to working with private operators – tidying up the legislation would allow for a more transparent and straightforward way ahead, and ways forward will be addressed by the Board.

### **Coordinating markets services**

Individual traders are not necessarily conscious of borough boundaries, and having to access information on markets opportunities and applications processes multiple times for individual boroughs is inefficient. Some boroughs have tried merging services, which can have a benefit not so much to save money but to improve operations. In future, there may be further opportunities to streamline information, such as a coordinated portal showing market vacancies across London. To make this coordination work well, as well as being able to build up benchmarking information, local authorities should also commit to sharing data.

### **Communicating a clear vision within and outside the council**

Many boroughs have developed a borough-wide markets strategy – giving an overarching vision for their markets and making a clear statement on the way markets policies will be carried out. As well as helping build the confidence of traders in the specific ways the local authority will operate markets, it communicates priorities to private market operators and local communities to



ensure everyone is clear about the aims for markets in the borough. A strategy can also be useful in communicating these aims to other council departments – for example it may identify town centre locations as the preferred location for pop-up markets rather than borough parks. Developing clear market policies is also helpful in relation to the operations of traders and expectations around set up and clear away times, visual merchandising, healthy food offers and opportunities for mentoring.

A clear and shared vision that recognises and supports the importance of operational practicalities can be especially important in areas seeing regeneration and redevelopment of markets.

“Traders’ storage is essential to a market’s sustainability, yet it is often identified as an asset to sell off by those that do not understand markets.”

**Nicholas Kasic, Royal Borough of Kensington and Chelsea  
Markets Manager**

### **Maintaining momentum despite changing personnel**

A recurrent theme running through several interviews, where other issues were nominally identified as problematic, was mention of a key person leaving their post. In particular, an officer or council member moving on can mean the loss of local knowledge or support for a project. In addition, markets can be highly political, for example if they cross ward boundaries or are part of the wider development of an area, which can challenge a long-term commitment. Recognising this risk early on and undertaking contingency planning to ensure local knowledge is retained can help. To help improve the retention of staff the value of the markets officer, as well as the market, needs to be recognised.

“We had three different officers in quick succession so trying to get any continuity was almost impossible.”

**Kay Richardson, Well Street Market organiser**

### **Clarifying agreements with private operators**

Local authorities and private operators alike would benefit from more transparent and simplified exchange of information. Where a local authority is outsourcing a market, the tender should ideally include Heads of Terms that are clearly thought through and simple, to ensure that the tendering process is done by people who understand issues specific to markets. Other information that would be useful to compare is the fees charged to traders so that boroughs and operators can compare.

“I’d like to see an inventory of per day rents charged across London. At the moment there is no central reference to support these sorts of rental discussions.”

**John Shepherd, Shepherd Markets Director**

### **Accessing wider funding streams**

Case studies in this report include some inspiring examples of imaginative partnership working, including local employment and wellbeing projects. Identifying and facilitating these opportunities may seem to be outside the scope of markets teams, but where possible, markets officers should be aware of the range of potential funding available and try to work with council colleagues or local charities. Accessing support from Corporate Social Responsibility budgets often requires partnership with a third party such as a local charity as the delivery partner. Another source of funding is s106 payments, and again markets officers may need to work with colleagues in planning to ensure that the needs of markets are fully understood and can be included in relevant legal agreements.

### **Recognising potential mutual benefit**

Markets are part of the local centre whether they are inside a market hall, in the main street, a passage, public park, private square or playground; they can bring life and activity to these places, and equally they will benefit from healthy high streets and town centres. Partnership and matching up agendas can also bring opportunities for additional funding, for example with public health or economic development.

Redesigning market layouts to maximise visibility of shops as well as hiding and securing the back of house of stalls through back-to-back trading should also be considered.

“There are some great examples of markets supporting their high street, like Bromley, Barking, and Hoe Street Walthamstow, but other places literally turn their back on the market. It’s such a waste.”

**John Burton, Urban Space Management markets consultant**

### **Designing-in operational improvements**

Design is also more than the layout of markets and branding of stalls. A design approach, as used by architects and artists, can help identify inventive solutions to challenges in markets and work with traders and local people to engage differently with a market’s potential, seeing a familiar place in a new way and reassessing their own relationship with it. Often these solutions will be resourceful as well as original using what is already there to build new ideas.

The key is to get designers involved early on (e.g. through the Mayor’s Specialist Assistance Team) to identify opportunities for realising a market’s potential. As well as the design of the market, thought should be given to practical issues, including back of house, the possibilities of back-to-back trading for security, adequate toilets, power, parking for traders and storage, as well as encouraging footfall to and through the market, e.g. avoiding having gates shut across walkways.

“When we worked in Chrisp Street stalls were empty, which isn’t attractive, so we made use of these during our events. Some were turned into mobile dining tables for the local restaurants so they were then being used. It added a real vibrancy.”

**Mariana Pestana, The Decorators Co-founder**

### **Improving environmental sustainability**

Increasing numbers of businesses are recognising the value of doing more to improve their environmental sustainability, from selling locally-sourced products to offering metal cutlery that can be washed up, rather than plastic knives and forks with hot food. At an operational level markets can help reduce packaging by using paper rather than plastic, and Borough Market has seen enthusiastic press coverage for their introduction of water fountains to help phase out plastic bottles, but in general opportunities for minimising and recycling waste in markets needs further research and understanding.

### **Increasing the affordability of offer**

The Mayor wants to see all markets deliver as full a range of social value benefits as possible. One of these is ensuring that street food markets increase the affordability of their produce, by, for example, encouraging stallholders to offer a healthy option, or a smaller and more affordable portion size.

## **Trading opportunities**

### **Playing to the strengths of independence**

It might seem intuitive that supermarkets would be a threat to market trading – certainly market managers report a decline in certain types of traders, such as butchers alongside the rise of supermarket retailing – but in many European cities, including Paris and Barcelona, indoor markets are often located near to or alongside supermarkets, which are seen as complementary to the markets’ offer. Market traders are independent businesses and can to an extent choose what they sell, based on their knowledge of local shoppers. With fresh produce in particular they have the opportunity to offer a greater variety than supermarkets, such as heritage vegetables or breeds of meat. Similarly, stalls selling household items, recognised from the research as being under threat from discount stores, could support a growing popularity of crafts by offering products such as wools and haberdashery, no longer widely available on many high streets. Different traders may require different levels of support in changing their products, with a difference between entrepreneurs recognising new opportunities compared with traditional traders with a long family history of a particular product.

“When our traders are at the top of their game they can really punch above their weight, for instance offering seasonal or exotic produce you can’t find in the small supermarkets on most high streets. They compete by attracting return customers based on choice and experience, as well as on price.”

**Nicholas Kasic, Royal Borough of Kensington and Chelsea  
Markets Manager**

### **Supporting traders and improving a market’s offer**

There are actions that local authority market managers working under the LLAA can take to have more control over improving the offer of a market and helping to diversify the mix of stalls. This includes reducing the fees and charges for certain commodities to encourage applicants selling these goods (usually in line with assumed turnover and costs), or mentoring traders, especially those who do not have English as a first language, to see that a choice of produce between stalls is more attractive to customers than the same bowls of fruit (which they may assume to be their best choice if they see others selling it). Other support they may need, which will also benefit customers, includes help with standard food safety and hygiene, and how to deal with waste, as well as training in stall presentation and visual merchandising, and using social media as a tool for promotion.

### **Finding new market traders**

To remain sustainable, local authority markets across London need the energies of new traders bringing a diverse offer. Encouraging people to take up the low-risk, opportunities of market trading will be key but finding these people is not always easy. Some councils have had good results using retail space booking specialists such as Appear Here who can achieve a wider reach of potential market traders than the council’s own channels. People who may have never considered trading before, such as parents returning to work, could be encouraged through monthly ‘open days’ offering dedicated support and specific training. A longer-term ambition could be to introduce a consistent, streamlined and London-wide approach to the application process to become a trader – with the same protocols, health and safety checks, passport and identity verification being recognised across all boroughs – but in the meantime, having this information in one place and clearly signposted on a council’s website is essential.

### **Mentoring new talent in markets**

Finding the best ways to support new traders will ensure their talent not only brings more variety to markets across London, but thrives in the long term too. Research for this study found many of London’s markets’ successful entrepreneurs are women and although established now, some report having found it difficult at first in the traditionally male-dominated markets world. Whether dealing with wholesale markets or local authorities, some experienced intimidation made worse by a lack of support or advice, and several described the need for perseverance to carry on. What this research cannot capture is how many others gave up. This culture is perhaps one of

the biggest challenges markets face, and if the real value of markets is to be realised, both as places to make a living and as offering the best experience for shoppers, it should be addressed. This could be through support for specific networks, such as for women or Black, Asian and minority ethnic traders, who might value hearing about the experience of others, and ways to deal with any problems they encounter. As an example, New Covent Garden Market runs a 'new buyer' programme that helps to make it a more welcoming experience for new buyers. Local authority markets should also develop a policy on casual traders, and how they can pay and turn up to trade.

"Maybe it was a shock to have a woman questioning the way things are done but I kept going – it's better now."

**Kay Richardson, Well Street Market organiser**

### **Improving marketing for traders and customers**

Throughout the case studies in this report are examples of public and community-run markets successfully adopting methods usually associated with private markets. The most obvious example is the use of social media to promote upcoming events and offers, publicise which traders will be at the market and provide links to their websites. This is particularly effective in building the story of a business and the provenance of products, especially for traders who can benefit from building 'communities' of shoppers who may or may not be local to the market but will travel across London to visit it.

### **Embracing new technologies**

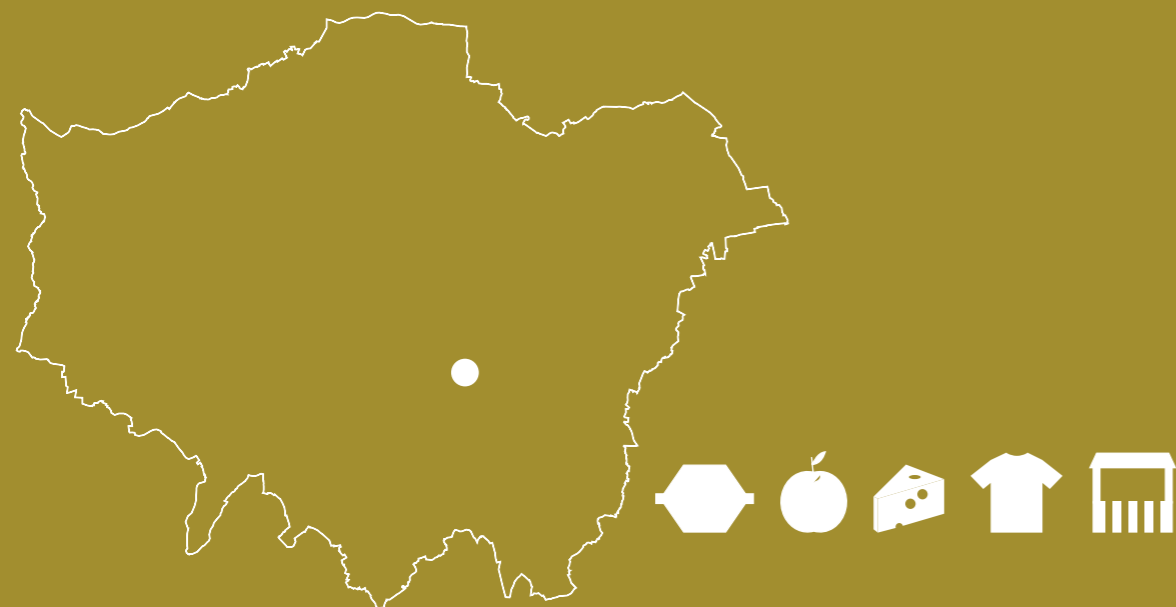
Online retail is often cited as a challenge to markets, although it is likely to have a bigger impact on high street shops. Certainly some markets have been slow to adopt technologies such as contactless payment that could make transactions more convenient and potentially increase sales. Markets could also turn the impact of new technologies into an opportunity rather than a threat. This could include looking at examples in other cities, for example Paris, where each arrondissement has one market offering livraison à domicile, home delivery. Markets could make this embracing of new technology very visual, for example, setting a challenge to local students or creative businesses to design a new way for people to interact with and shop in the market, perhaps teaming them up with a trader who can explain a real-life issue and offer a stall in which to work on ideas. This would bring a new audience to the market and secure wider press coverage.





## CASE STUDY 6

### East Street Market Walworth, Southwark Council



### BUILDING COMMUNITY RESILIENCE

East Street Market is a good example of how making improvements to an established market can strengthen a sense of continuity and knit together a community undergoing the change of regeneration, beginning with an understanding of what the community wants.

**Type:** Street market, general produce, local authority-run, regulated under Food Act.

#### What are the challenges?

The general market at East Street, selling everything from fruit to cosmetics, clothes to dried fish, has a very long pedigree: there has been a market here or hereabouts since the 16th century, when 'East Lane' was the local village centre. The market stands at the heart of an

area seeing very significant change. Over the next decade Elephant and Castle Opportunity Area to the north, Aylesbury Regeneration Area to the south and Old Kent Road Opportunity Area to the east will bring new underground stations, homes and offices that will increase the number of people living and working here.

Despite the widespread affection in which it is held, the market suffered from a number of challenges including the condition of stalls, diversity and quality of goods, low footfall, lack of branding and poor online presence and a poor relationship with the shops. There was also a lack of places, or reasons, to spend time there, with poor connections to Nursery Row Park.

#### What is being done?

Southwark Council was awarded funding under the Mayor's High

Street Fund for local people to create an area-wide strategy that would celebrate Walworth's unique character, help build the resilience of what exists today and that will help knit the regeneration areas together. Architects We Made That worked with a wide range of local people and drew up 'What Walworth Wants', which prioritised the active enhancement of East Street Market and in particular the need to support the traders and to improve the relationship of the market to surrounding shops and parks. Improvements were identified over two phases. The first phase focused on new and refurbished market stalls, a cohesive new brand identity including stalls and gazebos, tote bags and promotional material, and new moveable market furniture to create attractive places for social gathering and entertainment that would link the market to nearby Nursery Row Park. The second phase transforms the entrances and neighbourhood corners of the market with new illuminated signage, and works with shop owners on either side of the market to ensure they benefit from this investment.

#### What are the lessons?

The comprehensive and imaginative approach taken in 'What Walworth Wants' aims to ensure East Street Market flourishes as a valued commercial and social hub throughout this period of regeneration. As well making changes to the market itself, the creation of the Nursery Park Forecourt as an event and social space extends the offer and provides space for programming activities, for example by local Latin American organisation Carnival del Pueblo. Southwark Council, who regulate

markets under the Food Act, has been keen to support by offering space to casual traders, space for traders displaced by activities elsewhere and reduced rates for stalls in quieter periods – if there are any quieter periods now.

**Key insights:** regeneration, community involvement; working with architects; connecting with local shops and open spaces.



RECOMMENDATIONS

## RECOMMENDATIONS

- How can markets work more effectively?
- How can markets better support people?
- How can markets better support prosperity?
- How can markets better support place?

## RECOMMENDATIONS

This report sets out to understand better the picture of London's markets, the value they generate, the challenges they face and the opportunities available to them. This report concludes with a set of recommendations to the London Markets Board so that a more coherent and strategic approach can be taken to help strengthen the future of London's markets. This marks the beginning of a new era for markets, sharing experience and creating a greater sense of shared goals for markets across London and beyond. One manifestation of this new approach is London co-hosting the 10th International Public Markets Conference in 2019. The planning and delivery of the conference will offer the Board an ideal focus through which to implement many of the recommendations as part of a London markets strategy.

The following 12 recommendations address four questions:

How can markets work more effectively?



How can markets better support people?



How can markets better support prosperity?



How can markets better support place?



A small budget will be made available to the London Markets Board to help implement the recommendations, however it is expected the board will help identify funding opportunities and initiatives to maximise the impact of their work using the expertise and capacity of partners and the sector.

## HOW CAN MARKETS WORK MORE EFFECTIVELY?

### 1. Set an action plan for a London markets strategy

This report identifies the diverse value that markets generate in terms of people, prosperity and place in London. It explores a number of issues and challenges that are preventing these benefits being maximised, including clear and effective legislation to support both publicly and privately-run markets, and perceptions that inhibit investment in markets, and it suggests some opportunities that are already available. The London Markets Board will agree priorities for what is achievable in the first year, and for the following two, so that an action plan can be agreed to deliver an effective markets strategy for London. Agreeing and prioritising a work programme – including identifying challenges and opportunities, and supporting investment and improvement in London’s markets – will give confidence to the markets sector that a meaningful change has begun.

#### WHAT THE BOARD SHOULD DO:

- Put in place a structure to take the recommendations of this report forward into a new markets strategy
- Prioritise working groups – which could include training and skills, legislation review and technology – to develop and deliver specific strands of the work programme

### 2. Identify how market operators can maximise social value and work positively within existing legislation

This report highlights ways in which some local authorities are already working positively within the existing legislation. It also notes the widely varying interpretations of the LLAA and the concern that individual sanctions can lead to a reluctance to explore these opportunities. Interviewees as part of this report support the value of London Street Trading Benchmarking Group (LSTBG) as a valuable forum for local authority officers to share issues with peers as well as operational good practice – such as promoting cross-authority coordination on parking and how to deal with markets that lie near, or across, borough boundaries. This may require additional funding in future.

This group, or another, could also be developed to share strategic good practice on maximising social value. More London-wide work is also needed on best practice when working with private operators, for example tendering, to ensure both the best social value outcomes for communities and clarity for operators. Improved social value outcomes for local communities could be included in the conditions the licencing authority draws up with private operators, for example around training, start-up stalls for local long-term unemployed people, or ensuring that hot food stalls always offer a healthy, accessibly priced option. These opportunities, whereby all markets are

encouraged and enabled to contribute social value to the neighbourhood where they are located, could become part of a ‘new charter’ for markets.

#### WHAT THE BOARD SHOULD DO:

- Clarify ways for local authorities to work positively within current regulations at an operational and strategic level, including strong support for all boroughs to join LSTBG
- Identify specific opportunities for London-wide standards in agreements between public and private markets operators to ensure best social value outcomes and explore the idea of a ‘new charter’ for markets

### 3. Lobby for a full review of the current markets legislation

This report identifies challenges for local authorities operating markets under legislation that, while specific to London, is seen as not sufficiently clear and is sometimes seen as restricting opportunities to invest in markets and maximise their social value. This report finds that while there are examples of authorities working positively within the current legislation, the overall lack of clarity, as well as the existence of alternatives such as the Food Act, suggest that the best long-term outcome for London will be a thorough review and revision of the legislation. It recognises that this will be a lengthy process, but believes that it can best be achieved through action at a London level. It should be recognised that while a full review is needed it may or may not result in new legislation; it will be important, however, to have a clearer understanding of the Act across boroughs, so that opportunities for investment can be maximised and a level playing field operates across all markets.

#### WHAT THE BOARD SHOULD DO:

- Agree a position and timetable to lobby for the revision of legislation governing regulation of London’s publicly-run markets
- Identify a new, more flexible and fit-for-purpose framework, focused on the specific needs of London markets

### 4. Define different types of markets

This report uses a loose definition of markets to explore principles that should underpin all markets, including being free to enter and representing opportunities for their local communities. It is also accompanied by the first searchable map of all London’s street markets. A clearer definition of types of markets will help boroughs and the GLA evidence the value of markets when applying for funding, build a longitudinal picture and allow boroughs to benchmark individual markets or compare them with others across London. In other parts of the retail sector, data on turnover underpins investment decisions. Many private market operators collect it to inform the rents charged to individual traders, but publicly-run markets have not collected data consistently in the past. Despite the wide variation in the types and sizes

of markets as well as changing trading environments, identifying consistent indicators around jobs created and the gross value added (GVA) contribution to the economy should therefore be a long-term objective.

**WHAT THE BOARD SHOULD DO:**

- Advise the Mayor on a definition of different types of markets so data collection is more consistent and useful
- Work with other national organisations that are already doing this, to identify a framework for London-wide KPIs to track, map and benchmark how London's markets are meeting the challenges they face

## 5. Help markets evidence the diverse social value they provide

This report highlights many examples where markets can bring wider, non-financial benefits to their communities and to London more widely, and several of the case studies show this in action: opportunities for mixing and meeting socially; access to fresh and healthy food; and rehabilitation and employment opportunities for the long-term unemployed or former offenders. Markets should always be places where all are welcomed and treated equally regardless of wealth, status, age or ethnicity. While evidencing these non-financial benefits is difficult, this report makes a clear case for the benefits of trying to do so. The report High Streets for All<sup>13</sup> recognises a similar challenge of capturing evidence of social value across London's high streets, and suggests a combination of indicators will be needed to set a baseline that can be further refined in time.

**WHAT THE BOARD SHOULD DO:**

- Identify and define useful indicators of social value for markets across London – the toolkit<sup>14</sup> will help support this work
- Work with the Association of London Markets and London Street Trading Benchmarking Group to encourage market managers to maintain, and share, records of activity

## 6. Encourage innovation in markets

This report uncovered many examples of effective good practice. Some changes, like the introduction of new markets infrastructure, needs investigation, investment and promotion at a more strategic level if more markets are to benefit. In general, publicly-run markets lag far behind other retail channels including private markets in the availability and use of technology – less than half of traders currently accept non-cash transactions that could open their offer to new customers and enable more streamlined working practices – although the impact

<sup>13</sup> [london.gov.uk/what-we-do/regeneration/high-streets](https://www.london.gov.uk/what-we-do/regeneration/high-streets)

<sup>14</sup> The toolkit will be published in early 2018 <https://www.london.gov.uk/what-we-do/regeneration>

of this change on existing customers also needs to be considered. It has been surprising that some apparently very relevant examples of good practice from other major cities are not more widely known.

**WHAT THE BOARD SHOULD DO:**

- Review and encourage the trial of emerging technologies for markets through a working group to collate and share feedback
- Promote useful learning from comparable international cities especially around good practice in social value, and ensure it reaches community as well as local authority market operators

## HOW CAN MARKETS BETTER SUPPORT PEOPLE?

### 7. Support diversity across the markets sector

The report illustrates that many of London's markets have a very strong connection with their local communities and some have evolved to serve the shopping and leisure needs of a specific ethnic group. However, it also reports a loss of experience and knowledge both among traders and markets officers and the difficulties faced by some new entrants, especially women, in the traditionally male-dominated markets world. If the value of markets is to be realised, both as places to make a living and as offering the best experience for shoppers, greater support for diversity across the markets sector should be addressed, through specific networks, such as for women or Black, Asian and minority ethnic traders, as well as by encouraging diversity in all markets organisations, including local authority teams and traders associations.

**WHAT THE BOARD SHOULD DO:**

- Set out an inclusive strategy that will encourage greater diversity across the markets sector
- Identify where specific networks to support women or Black, Asian and minority ethnic traders will help strengthen markets with an experience for shoppers that reflects and meets local needs

### 8. Strengthen opportunities to access healthy food

This report has identified various ways in which markets bring benefits to people, including through access to fresh produce. Developing this further, for example with research into the take up of healthy food voucher schemes through markets, will require a good working relationship with another of the Mayor's bodies, the London Food Board. This will identify how joint working can best support the Mayor's objectives around health and wellbeing, including healthy eating, accessing fresh, local and seasonal food and overcoming social isolation. Building confidence and interest in cooking is key to ensuring

future customers for many markets. Several are already taking steps to achieve this including space for an open kitchen with free to watch cookery demonstrations. As well as helping build knowledge, demonstrations introduce new ingredients and encourage footfall to the stalls that sell the produce. Where street markets do not have a dedicated space, converting vacant pitches could create a pop-up demonstration area, and a design competition could be used to develop a flat-pack demonstration kitchen that can be moved between sites.

#### **WHAT THE BOARD SHOULD DO:**

- Develop a strong link with London Food Board to maximise the effectiveness of joint working around health and wellbeing for Londoners
- Incentivise operators to provide a demonstration kitchen or healthy food vouchers in London's retail food markets, or to show videos where a kitchen is impractical

## **HOW CAN MARKETS BETTER SUPPORT PROSPERITY?**

### **9. Lower barriers to entry for traders**

This report identifies the loss of ageing traders and a lack of new traders as a significant risk to the future of London's markets. Markets should provide low-risk, low-threshold options for retail workspace, and new businesses will diversify and support the existing offer of a market. While checks and standards are still essential, a simplified application process could show how easy it is to become a trader and a new online platform could bring together centralised registration with vacancies across London. A free stall for start-ups on a rotating pop-up basis can animate the market and bring in new customers. Our research has shown strong support for the value of mentoring, both for new traders and certain groups, including women, and opportunities for training in areas such as business planning, tax, liabilities and health and safety. Ease of moving between markets could also be improved if traders could easily evidence that they have the necessary insurance, perhaps through a digital 'passport'. While this ambition has been explored in the past, the London-wide remit of the Board will give a strategic opportunity to address its viability.

#### **WHAT THE BOARD SHOULD DO:**

- Explore where mentoring would be most effective to ensure new traders are not lost to the sector
- Commission a feasibility study for a digital 'passport' for traders, perhaps beginning with specific areas of London as a pilot

## **10. Make markets places to build careers**

This report highlights the value of London's markets as places to launch and develop skills and opportunity, both for markets managers and traders. Our research suggests only one in 10 markets actively promotes career progression strategies – a lack of up-skilling that is common for the self-employed, and there is potential to do more. Building the capacity and knowledge of local authority markets teams will benefit customers as well as traders and help to achieve a sense of trust and common interest that is sometimes lacking. An accredited programme for targeted training could include customer-facing skills, marketing and visual merchandising. Rather than look to a local authority's income from street trading to resource this, there could be opportunities to access funding from other education and training budgets. NABMA and NMTF have significant resources to help with this, which could be adapted for use across London, and other sources, such as s106 agreements as part of planning permissions could also help to fund a London-wide skills and training organisation for markets.

#### **WHAT THE BOARD SHOULD DO:**

- Work with organisations that can help identify best practice in career building, such as NABMA, NMTF, LEAP and the Mayor's Business Advisory Board
- Work with organisations to establish a two-step approach, which first brings together information on existing training, reskilling and mentoring for London's market professionals, especially traders and managers, and second commissions training

## **HOW CAN MARKETS BETTER SUPPORT PLACE?**

### **11. Maximise markets as valued places for communities**

This report shows that for all types of markets, there is a strong connection between markets and the places they are in. It also shows several examples of places undergoing regeneration and change, and the way markets have become a focus for communities both to engage with that change as well as helping identify what is important about their neighbourhood. Like high streets, markets are often cited as being places highly valued by communities and yet in planning terms they have little recognition or protection. Ways in which public markets can engage with policy around place include through the healthy streets agenda and public realm strategies.

#### **WHAT THE BOARD SHOULD DO:**

- Investigate if and how markets can be better recognised and integrated into planning frameworks at all scales
- Build on evidence from this report and others on communities engaged

with their place at times of change to see how markets can help retain and strengthen their sense of place and identity

## 12. Promote a practical design approach to markets

This report shows how markets across London are benefiting from a new creative approach through design. From lighting schemes to a community radio station, architects and other consultants are engaging the imaginations of local communities and helping them to connect, or reconnect, with their local market. Often this work comes as part of a specific package of support, but some thinking on design can be applied London-wide, such as replacing temporarily 'empty' stall space with children's play equipment or designing-in event space to encourage dwell time. Design can include new ways of thinking around operations too, such as working on an environmental strategy that will help reduce waste and packaging, making the market greener for the future.

### WHAT THE BOARD SHOULD DO:

- Develop a set of flexible design principles that can be tailored by markets to their own places, including ideas on layout, event space and seating
- Encourage new thinking around environmental goals, making these a more visible part of markets' future role in their communities



## Acknowledgements

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