

LONDON BOROUGH OF SOUTHWARK

**MARKETS AND STREET TRADING
STRATEGY 2010 - 2013**

The Vision

To create an holistic street trading and market service that embraces public and private market operations and contributes to the regeneration of the borough, provides access to high quality affordable food and other goods, has significant positive economic and employment benefits, promotes and sustains independent and small business and contributes to a vibrant, safe public realm.

About the Strategy

This Strategy charts the way forward to reinvigorate and transform existing markets in Southwark and create new ones that significantly contribute to regeneration, social cohesion and entrepreneurial activity in Southwark.

Southwark's markets reflect the national trend in showing a mixed pattern of success with some markets thriving with others in decline over a number of years. In 2008 Southwark Council commissioned the National Association of British Markets Authorities to work with the Council and Traders to carry out a Strategic review of Markets and Street Trading in Southwark. This review revealed perceptions of Southwark's markets as unloved and in urgent need of investment, promotion and a more strategic approach and has informed the production of this Strategy.

The Strategic Review was commissioned to look at the role of Markets, how Southwark Council develops markets, modernises trading practices and takes advantage of new opportunities like more speciality markets so that they are more competitive, offer more choice and play a bigger part in the regeneration of the borough. The Council also identified that, as an essential part of this, it would be consulting with all traders and their representatives.

The objectives of the Review were:

- To assess the viability of current markets and identify opportunities for growth for example the development of speciality markets in the borough and linking markets to the regeneration of the borough.
- To review the current financial and management arrangements for the Street Trading Service and make recommendations on the future delivery mechanism whether in-house or through an external contractor.
- To assess the investment needs of the Street Trading infrastructure and how these might be met in the future.
- To draw on the experience of others in both the private and public sectors to inform the future direction of the service in Southwark in line with the Councils strategic objectives.
- To ensure that the concerns and aspirations of key stakeholders are incorporated into the review.

The Review concluded that there was an urgent need to take a more strategic approach to markets and street trading and to improve operational performance. The task is significant if markets are to be transformed. However it also concluded that the current operation is viable and by exploiting opportunities for development the removal of the current operating loss on the street trading account was possible. There are significant opportunities both to transform existing markets and to establish new ones.

This Strategy takes a holistic approach to address many of the problems and limitations facing Southwark's markets and develop street trading that:

- Increases the pull to visitors and destination shoppers
- Become successful economic, social and cultural institutions
- Encourage more entrepreneurship, independence and innovation.
- Support an extraordinary range and variety of local businesses.
- Promote distinctiveness and vibrancy in a well managed and maintained public realm.
- Provide access to affordable, healthy and high quality food and other commodities.

Street markets contribute across a range of central, regional and local government objectives and policies. These include those on economic development, regeneration, healthy eating, environmental sustainability and community cohesion. Through this strategy our ambition is for markets to become

thriving centres of economic and social interaction. The Strategy also points the way to identifying new opportunities for markets as an integrated part of regeneration schemes.

The Markets and Street Trading Service in the Council's Environment & Housing Department currently manages all of the Borough's street markets as well as isolated pitches across the borough. This strategy will be driven by Environment & Housing; however successful implementation will require proactive, integrated working with Major Projects, Regeneration and Neighbourhoods and other areas of the Council including social inclusion, environmental sustainability and events.

Part 1: Markets Role in Shaping Southwark

Part 1 sets out the role of street markets and street trading in the economic, social and cultural vitality of the area. It outlines the contribution markets make to national, regional and local policy.

Part 2: Markets and Southwark – the current state of play

Part 2 provides a snapshot of the demographic profile of the borough and information on the current number of pitches and licensed stallholders. This section also summarises some of the key findings of the Strategic Review of Southwark markets and the consultation exercises carried out.

Part 3: Forward to 2012 – Actions and Opportunities

Part 3 identifies the key issues emerging from our analysis together with the main actions and opportunities for Southwark Markets. Actions are grouped under eight key themes.

Part 1: Street Trading in Southwark – A Rich Heritage

1.0 Introduction

Southwark has a rich heritage of markets and street trading. This relates not just to the long history of street trading activity in the Borough but to markets association with such characters as Charlie Chaplin and Charles Dickens. This provides a rich legacy on which to build and one that remains relevant into the 21st Century.

The economic, cultural and social benefits of street markets and street trading should not be underestimated. They contribute to a rich mix of retail opportunities within Southwark and offer an affordable alternative to mainstream shopping options. Developing and improving street markets and trading sites in Southwark contribute to regeneration programmes that are transforming the borough. This is particularly significant in a recession when markets and street trading offer employment, develop entrepreneurialism and provide access to high quality affordable goods.

Like many places nationally Southwark's markets show a mixed pattern of success with some thriving while others have been declining over a number of years due to a range of national economic factors but also to local factors that we are working to address. Traditional markets like East Street have seen a decline in numbers of traders that has accelerated in recent years while for others like North Cross Road there is a significant waiting list of traders at weekends. To some extent this echoes the national trend with a surge in popularity of specialist and farmers markets.

A number of reasons have been attributed to this national decline in traditional retail markets such as increasing competition, including from online sales and other more traditional forms of retail, lack of investment in the markets infrastructure and changing demographics in the neighbourhoods that markets are situated.

The population of Southwark is increasing rapidly and projected to continue to grow over the period of this Strategy and beyond. At the same time the population is increasingly diverse. These demographic changes will have a significant impact on the economic and social success of markets and provide significant opportunities to develop markets that respond to this diversity and growth.

Economic conditions, particularly the ongoing impact of recession over the period of this strategy (2010-13) will also have a significant impact on the success of markets and the local/town centres they are currently operating in.

This Strategy supports the Objectives and Priorities of the Sustainable Community Strategy (Southwark 2016) and the Council's Corporate Plan. The Strategy also makes links between markets

and street trading and the Southwark Plan, the developing Local Development Framework and the Council's Regeneration Plans and Policies.

The SMST strategy will also be aligned to Southwark's Employment and Enterprise Strategies which in turn are linked to Southwark 2016 and the LDF.

The value of street markets and street trading more generally is increasingly recognised for its economic and social benefits. Well managed and supported Street Markets:

- Provide access to high quality affordable food and other goods.
- Have significant economic and employment benefits.
- Promote and sustain independent and small businesses and can be a fertile environment for black and minority ethnic entrepreneurs as business start-ups.
- Contribute to a vibrant public realm that people enjoy and feel safe using.

The Strategy seeks to develop markets and street trading in Southwark to ensure that they fulfil their potential to:

- Increase their pull to visitors and destination shoppers.
- Become successful economic, social and cultural institutions.
- Encourage more entrepreneurship, independence and innovation.
- Support an extraordinary range and variety of businesses.
- Promote distinctiveness and vibrancy in a well managed and maintained public realm.
- Provide access to affordable, healthy and high quality food and other commodities including to those on low incomes.

1.1 Scope of the Strategy

Southwark's four largest council-managed street markets are East Street, Southwark Park Road (The Blue), New Caledonian/Bermondsey Antiques Market and North Cross Road. There are also a number of small isolated trading sites throughout the borough including Westmoreland Road and Peckham Square. The Street Trading Strategy acknowledges the impact of the significant number of private markets that include Borough Market, East Dulwich Indoor market, Peckham Rye Lane market, Elephant and Castle, Farmers markets, trading opportunities at festivals and events in the borough including the Bankside winter festival. Some of these markets appear to be trading well and there are no current strategic or legal frameworks controlling them. All of these add value to the retail offer in Southwark and fall within the scope of the Strategy.

The Strategy and the eight themes it addresses acknowledge that markets operate in the context of the overall retail offer of the Borough and contribute economically, socially and culturally to Southwark. The Strategy is also set in the context of the Southwark Sustainable Communities Strategy (Southwark 2016) and the Council's Corporate Plan (2009-2011) and demonstrates how markets and street trading will contribute to delivering the key objectives and priorities of the Council and its partners.

The Strategy is set in the context of national and regional policy including the government's planning policy statement on planning for town centres that states:

“Street and covered markets (including farmers' markets) can make a valuable contribution to local choice and diversity in shopping as well as the vitality of town centres and to the rural economy. As an integral part of the vision for their town centres, local authorities should seek to retain and enhance existing markets and, where appropriate, reintroduce or create new ones. Local authorities should ensure that their markets remain attractive and competitive by investing in their improvement”.

Our Strategy aims to regenerate markets so that they are attractive and competitive retail and leisure destinations and address the issues that have contributed to their decline in recent years.

The strategy looks at the broad environment within which markets operate in Southwark. It recognises that markets are not just about the physical environment of the market itself but are about businesses and retailers and their development, design of the wider environment in which markets are situated, the demographics of the local population, the surrounding retail offer, and other factors that impact on the success of markets and the experience of consumers and visitors to them. It works to ensure that markets fulfil their potential to make successful places

The Strategy provides the overarching direction that we will follow up to 2013. However each market has its own unique characteristics and this will be picked up through action plans for each individual market within the framework set by this Strategy.

1.2 Policy framework

National Context

The Markets Policy Framework 2007, produced by the Retail Markets Alliance, identified that successful markets contribute to the social, environmental and economic well-being of the nation, by:

- Providing a sense of place
- Being part of the nation's cultural heritage
- Remaining an important element of the economy, particularly in relation to independent retailing, local employment and business start-up opportunities.
- Offering local access to fresh produce and other commodities
- Reducing environmental impacts e.g. by eliminating excessive packaging/waste.

The Policy Framework also identified five key policy areas that markets can contribute to:

- Regeneration/economy
- Food & health
- Culture & tourism
- Community cohesion
- Environment

Responsibility for markets at national level is spread across a number of departments. This fragmented responsibility means there is no overarching holistic approach to markets nationally with a number of policies and initiatives across several departments that impact on markets but do not realise the full potential of retail markets to contribute to national objectives.

The Government's *Planning Policy Statement 6 (PPS6)* states that "*Street and covered markets (including farmers' markets) can make a valuable contribution to local choice and diversity in shopping as well as the vitality of town centres and to the rural economy. As an integral part of the vision for their town centres, local authorities should seek to retain and enhance existing markets and, where appropriate, re-introduce or create new ones. Local Authorities should ensure that their markets remain attractive and competitive by investing in their improvement.*"

In July 2008, the Cabinet Office published *Food Matters – Towards a strategy for the 21st Century*. It states: "Street markets can be an important source of affordable, good quality food including fresh fruit and vegetables. They can be significantly cheaper than supermarkets and so provide access to good-quality fresh food to those on low incomes." It also states: "The success of farmers' and specialist markets and large revitalised city markets provide models for greater local engagement with fresh, affordable food and highlight an opportunity to modernise or develop new food markets. Cities and towns can, through their planning and food strategies, support farmers' markets and traditional street markets by:

- Identifying sites for markets, especially sites with good links to local transport infrastructure;
- Promoting markets and access, and challenging restrictions that limit signage for shoppers about opening times, and
- Looking at easing parking restrictions near markets to increase access.

Research carried out by the National Association of British Market Authorities (NABMA) and the World Union of Wholesale markets (WUWM) in 2008, looked at a number of economic indicators for market – the number of markets, the number of market traders, the number of people employed of markets and the economic (business) turnover of the markets per annum. This is summarised below for a number of EU States:

State	No. markets	Population (Million)	No. traders	No. employed	Gross turnover (Billion € p.a.)
France	4,900	63.8	50,000	20,000	4.75
Germany	3,000	82.2	50,000	150,000	4

Ireland	750	4.2	15,000	20,000	0.89
Netherlands	1,000	16.4	24,000	45,500	3.1
Spain	1,300	45.1	75,000	278,000	5
UK	1,200	60.6	46,000	46,000	1.38
Totals	12,150	272.3	261,000	559,500	19

Extrapolating the data for the whole of the EU produced the following:

EU Total	No. markets	Population (Million)	No. traders	No. employed	Gross turnover (Billion € p.a.)
	25,000	495.5	400,000	1,000,000	35

Markets are a significant industry across the EU.

In 2006, the Joseph Rowntree Foundation published research on *Markets as social spaces*. It concluded that: “Markets were 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.”

It also concluded that: “where markets are managed by local authorities, good local management and a strategic vision by the council could help with their development. It was evident from the research, however, that some markets do not have a high profile or significant resourcing from the councils.”

Regional context

The London Plan provides the regional planning policy context for Southwark. The strategy and its sub-regional development frameworks set out more detailed requirements for spatial development and support for town centres. Future town centre planning should include an assessment of the significant role existing and new street markets play within the retail offer and contribute to the success of town centres.

The Mayor’s Food Strategy, May 2006 emphasise the key role food markets play in London’s food system. The strategy vision is for “a world-class, sustainable food system for London”. In the strategy food retail extends to all who are responsible for selling food and the significant role they play in promoting a healthy and more sustainable food chain in the capital. Street markets have a major role in providing access to local, healthy affordable food to those on low incomes. This is particularly important in areas of greatest deprivation.

The London Development Agency (LDA) has provided funding for the implementation of the London Food Strategy, however the main actions relate to the wholesale markets sector and training for public sector catering staff. Sadly little has been done to implement the actions relating to retail markets, although the wholesale sector is a vital piece of the overall picture. The LDA has also funded specific regeneration initiatives at certain markets. Borough Market, for example, has benefited from funding. The LDA has provided business support programmes for market traders. These are an essential part of developing the business skills of traders. The LDA is also responsible for wider promotion of London through Visit London. Much more could be done at a regional level to invest in the promotion and development of key retail markets in London.

Street markets can also make a contribution to environmental sustainability policies by encouraging walking and green travel options, minimising packaging, promoting local produce, reducing food miles and recycling, reducing and reusing waste.

In January 2008 the London Assembly’s Economic Development, Culture, Sport and Tourism Committee published a scrutiny review on *London’s Street Markets*. This report paints a mixed picture of the prospects for the capital’s street markets and calls for urgent action to protect and promote them. The report was the outcome of the first comprehensive survey of its kind of London’s markets. Spanning the past decade, it revealed that while some markets are flourishing, others, many of which have been at the heart of local communities for generations, are in serious decline.

The report goes on to say that some borough-managed street markets are fighting an ongoing battle with dwindling sales, competition from supermarkets and escalating rents; some have already been forced to close. The investigation shows seventeen markets are smaller than they were ten years ago, fifteen have been lost altogether, and only seven have expanded. Empty pitches are a serious threat to the survival of some markets, with the proportion of markets with empty pitches up from 38 per cent in 1997 to 48 per cent in 2007. In light of the problems facing many of London's markets, the report makes a number of recommendations for urgent action involving the Mayor of London, the Greater London Authority, the London Development Agency, Visit London, and the boroughs.

Local context

Southwark 2016: the Sustainable Community Strategy is an ambitious 10-year plan, which sets out what people want their borough to be like over the next decade, and what needs to be done to get there.

It is an important document that guides the work of all statutory agencies in the borough, as well as partners in the voluntary, faith and business sectors. It takes account of trends emerging in the borough and in London more generally, and followed an extensive consultation process that involved local service providers and the wider community.

The following table shows the key objectives and priorities of Southwark 2016. Markets contribute across the priorities but the particular contribution that markets and this strategy make is outlined in the third column of the table.

Southwark Council's *Corporate Plan 2009-2011* provides a summary of the Council's priorities and takes Southwark 2016 as the starting point. The six key themes of the Corporate Plan are also shown in the table.

2016 Objectives and priorities	Southwark Council Corporate Plan 2009-2011 key themes	Markets Strategy contribution
Improving individual life chances For Southwark's people to: <ul style="list-style-type: none"> • Achieve economic well-being • Achieve their educational potential • Be healthy • Stay Safe • Enjoy cultural and leisure opportunities • Value diversity and be active citizens 	<ul style="list-style-type: none"> • Everyone achieving their potential • Promoting healthy and independent living • Tackling the crimes which concern people the most 	<ul style="list-style-type: none"> • Markets playing a part in the regeneration of the Borough • Markets as breeding grounds for new business start-ups and entrepreneurialism • Skills development for new businesses • Markets providing access to good quality affordable commodities and to healthy food • Improving access to business advice and support • Promoting markets as cultural and leisure destinations • Improving safety in market areas • Markets that reflect diversity of the borough and as social spaces
Making the borough a better place for people A place that has: <ul style="list-style-type: none"> • Localities of mixed communities • Sustainable use of resources • More and better homes • A vibrant economy • A liveable public realm 	<ul style="list-style-type: none"> • Places where people love to live • Valuing the environment 	<ul style="list-style-type: none"> • Offering economic and other opportunities to new and existing communities • Greening our markets • Markets as business start-ups and linked in to business networks in localities • Public Realm improvements in market areas • Markets contributing to distinctiveness

<p>Delivering quality public services With public services that are:</p> <ul style="list-style-type: none"> • Accessible and integrated • Customer focused • Efficient and modern 	<ul style="list-style-type: none"> • Transforming public services 	<ul style="list-style-type: none"> • Markets service integrated with other Council services • Modernising the management of markets • Improvements to customer service
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The Southwark plan is the framework for all land use and development in Southwark. The Southwark plan contains the planning policies we use to determine planning permission. The Markets Strategy is consistent with the policies set out in the Southwark Plan.

In July 2004 the Planning and Compulsory Purchase Bill was passed by the government. This introduced a new planning system that reforms the way development plans are prepared and adopted. Instead of one large document covering all land-use topics the new system requires local authorities to produce a Local Development Framework. This is made up of a number of different local development documents. In Southwark this will include a Core Strategy that replaces the Southwark Plan and other documents including a series of action plans for individual areas (Peckham, Canada Water). A further planning framework set out in the Southwark Plan together with supplementary planning guidance adopted in 2004 (Elephant and Castle Development Framework) and in 2008 (Elephant and Castle Enterprise Quarter) is in place to guide development in this location

The Local Development Framework documents will be prepared over a three year period and beyond and gradually replace the Southwark Plan and supplementary planning guidance. This means it is possible to update individual parts of the Local Development Framework; ensuring policies are up to date, flexible and responsive to changing circumstances. However, some elements will be retained and will be incorporated into a new Development Management Development Plan Document which will commence preparation towards the end of 2010.

The draft *core strategy* sets out the overall vision of how Southwark will change and develop up to 2026. Section 2 articulates the vision and objectives of the strategy.

It is important to emphasise that the Core Strategy is one of a set of planning documents within the Local Development Framework (LDF) and it is one of the most important documents in the LDF. It sets out our approach to development and planning across the whole of Southwark and sets out the policies we will use to make decisions on planning applications. The Core Strategy links to many other national and regional documents and must not go against national and regional policies. The London Plan together with the LDF is our development plan. The development plan is used to make decisions on planning applications.

Policy 3 on Shopping, leisure and entertainment includes the following statements:

We will maintain a network of successful town centres which have a wide range of shops, services and facilities, to help meet the needs of Southwark’s population. Our centres will be well used because they are vibrant, easy to get to, friendly and safe.

In relation to markets, the supporting text to Policy 3 states:

We have recently carried out a review of markets in Southwark. This study emphasised the importance of maintaining our strong tradition of markets in the borough. Markets can help enliven town centres and add vitality to an area, by helping to provide a more varied shopping experience. They have the added benefit of giving more people access to fresh fruit and vegetables and also create a route into setting up small businesses.

Policy 10 – Jobs and businesses includes the following statements:

We will increase the number of jobs in Southwark and create an environment in which businesses can thrive. We will also try to ensure that local people and businesses benefit from opportunities which are generated from development.

We have acknowledged the importance of protecting small business units and encouraging provision of flexible space to help meet the needs of the local office market and independent retailers. This can include markets as a route into setting up small business, and further detail is included within the area action plans.

The policies and proposals set out in the *Core Strategy DPD* are supported by a number of research reports and strategies that have been undertaken by or on behalf of the council including the Strategic Review of Southwark's Markets and Street Trading completed in December 2008.

There is also more detailed reference to markets in other LDF documents set out below:

Canada Water Area Action Plan

The Canada Water Area Action Plan is at the Preferred Options stage of preparation, and specifically includes a policy on Markets:

Markets

We will support the provision of new markets in the action area, possibly at the new plaza outside Canada Water tube station, or on Albion Street.

We are doing this because

Markets can help enliven town centres, reinforce the identity of an area and help provide a more varied shopping experience. They can also have other benefits, such as giving more people access to fresh fruit and vegetables and creating a route into setting up small businesses. A market could help bring life to the plaza which is due to be created outside the new library. A market, possibly with a Scandinavian theme could also help strengthen the vitality of shops on Albion Street. Markets are part of the overall retail economy of the area and we will consider how they work with other forms of retail to enhance the economy of the area rather than compete with it or detract from it. We aim to support market developments that demonstrate how they meet the needs of the current and future population of the area and also attract people to it.

As part of the AAP, we will need to set out how this can be achieved, through an implementation plan.

Peckham and Nunhead Area Action Plan

The preparation of this plan will be at the Preferred Options stage in early 2010. The Issues and Options consultation document (consultation from March to May 2009) which is the first stage of the preparation of the Area Action Plan described two options for addressing Markets in the area which involved either moving the street market to a new location to create a destination market or renewing the stalls in their current locations.

Grouping the street markets together in one destination would reduce the amount of crowding on the streets as well as provide an exciting new space for Peckham.

Around two thirds of the people responding to the consultation were supportive of moving the street markets to a new location and there was general support for some sort of improvements to the markets.

This Strategy will help inform the preferred approach to the street markets in Peckham. There needs to be more analysis of possible new locations for markets and possible investment in new stalls as well as any changes to management arrangements.

In 2009 the Council published a *retail capacity study* which considered:

- The vitality and viability of Southwark's existing town centres

- The extent to which Southwark centres are fulfilling their role in meeting the retailing needs of the borough
- The need for further retail development during the LDF period, and possible scenarios for meeting any identified need for additional retail floor space

Among other things the study concluded that:

- National trends have seen shoppers moving to larger centres and Southwark should continue to improve the retail offer in its larger centres.
- The credit crunch has massive potential impacts meaning people will be shopping around to find the best possible value
- There is scope for improvement in both convenience and comparison shopping.

The Markets and Street Trading Strategy is set within the context of the wider retail offer and the findings of the retail capacity study. Improving our markets will contribute to improving our town centres, there is an opportunity for markets in that they can offer access to good value but good quality goods and markets can contribute to the identified gap in both convenience and comparison shopping.

The council has a key role in ensuring that business support schemes meet the specific needs of local businesses and local markets through effective partnership with the LDA and Business Link in London. The council recognises that markets can help achieve wider policy goals. They provide access to good quality affordable food contributing to the health agenda. Markets are also fertile environments for new business start ups and to the development of business skills. Markets have fewer barriers to entering employment and business than many other forms of enterprise and can be particularly significant for new communities. Other upcoming guidance will also be considered including: the Draft PPS 4 – Planning for Prosperous Communities states that local planning authorities should proactively plan for consumer choice and promote a competitive town centre environment by:

- Supporting the diversification of uses
- Planning for a strong retail mix
- Recognising that smaller shops can significantly enhance a town centre
- Retaining and enhancing existing markets and reintroducing or creating new ones
- Planning for a range of tourism, leisure and cultural activities
- Taking measures to conserve and enhance the established character and diversity of their town centres

Legal Framework

The market and street trading operation of the majority of London Boroughs, including Southwark Council is governed by the provisions of the London Local Authorities Acts 1990 (as amended). The focus of the London legislation is street trading, which does not fall within the definition of a market that gives rise to market rights.

Markets arising from franchise (e.g. charter markets) or statute are afforded certain rights in law, including the right and power to control the establishment of 'rival' markets within a given distance of the franchise or statute market (6.66 miles). Whilst the London Local Authorities Act 1990 gives some restricted control over markets close to a public highway, it does not afford the same level of protection. There are many reasons why market rights are important. The ability to control other market events and the ability to use market rights enables many local authorities outside London to organise markets on a more structured basis. The Strategy aims to move towards organising markets in Southwark in a more structured way.

The street trading legislation is already well known and is akin to the provisions contained in Part III and Schedule 4 of the Local Government (Miscellaneous Provisions) Act 1982 which apply to the rest of England and Wales.

London Boroughs can operate markets on the same basis as local authorities throughout England and Wales. In addition to the various powers available under charter, letters patent, prescription, custom and practice and local legislation it is possible to utilise the provisions of Part III of the Food Act 1984 which provide, inter alia, the following:

Section 50 – The ability to establish or acquire a market

Section 52 - Appointment of market days and hours

Section 53 - Charges

Section 61 - Interpretation which provides that a local authority includes a London Borough.

Many of the concerns about the operation of street trading provisions can be avoided by operating under the 1984 Act.

Currently street trading is limited in terms of what can be charged by allowing only “as may be sufficient in the aggregate to cover in whole or in part the reasonable administrative or other costs in connection with their functions under this Part of the Act. The 1984 legislation (section 53) provides that “a market authority may demand in respect of the market such charges as they may from time to time determine”. This is not a totally unfettered discretion but it can be used to apply commercial considerations to a market activity not currently available under the existing legislative framework.

It will be necessary to consider such proposals in detail. The street trading legislation, for example, gives the London Boroughs power to utilise a highway for street trading activity. If that legislation did not exist then the street trading would constitute an obstruction of the highway and be subject to enforcement action. However, there are ways in which highways can be closed to enable markets to be operated.

There are many reasons why market rights are still important. The ability to control other market events has always been near the top of the list and while case law in respect of so called rival markets has been a little “thin on the ground” in recent years the ability to use market rights enables many local authorities to organise markets on a structured basis. Dealing with charges in more commercial and flexible ways is a particular advantage arising from the use of the 1984 Act.

The street trading legislation in London provides a framework for determining applications. There is no reason why a London Borough cannot develop additional policies in respect of street trading to deal with matters such as quality provided that any policies do not conflict with the legislation. The same position applies equally in respect of markets.

Part 2: Markets and Southwark – The Current State of Play

2.0 Southwark’s People

Southwark is a dynamic and diverse borough. The population has been growing at a faster rate than the national average, and according to ONS reached 274,700 in 2007 with 139,600 males and 134,800 females. This represents the 7th largest population in London. All the evidence indicates that as with other parts of London, Southwark’s population will continue to grow so that by 2016 it could be between 286,000 and 301,000. That means anything from another 14,000 to 20,000 households than in 2001. This growth will be mainly of working age people, both single adults and families with children. By 2031 the population could be as high as 380,000. The population of Southwark is projected to continue to grow by 2031 to be between 338,600 (ONS 2006-based projections) and 380,000 (GLA PLP High) people depending on how it is calculated.

Southwark is the 10th smallest local authority in London (2,885 hectares) but the 9th most densely populated with just over 95 persons per hectare compared with a London average of 48 persons per hectare.

At the same time as it is growing the population is getting younger, with just over 60,000 children and young people. About 36,000 people are aged over 60. We have 106,000 separate households, with more cohabiting and lone parent households than the London average.

The largest age group is between 25 and 44 which accounts for nearly 42% of the population. The percentage of under 15s (17%) is slightly less than the London average of 18.1%. And the proportion of over 65s (9.2%) is considerably less than London average of 11.7% according to the ONS 2007 mid-year estimates. According to the 2001 Census, the percentage of one person households is 28% which is the 7th highest in London. 60% of Southwark residents are single compared to the London average of 53.1% and 44.3% nationally.

We estimate that in Southwark those who identify as lesbian, gay, bisexual or transgender are greater than the national estimate of 6%. Around 38,000 people in the 2001 census described themselves as having a disability or life limiting illness.

Southwark is a very ethnically diverse borough with the White British ethnic group only accounting for 52.6% of the residents according to the 2006 ONS ethnic group estimates. The next largest groups are the Black African group (12.7%), the Other White group (9.5%) and the Black Caribbean group (6.6%). Other significant groups include the Indian (2.9%), Chinese (2.7%) and White Irish (2.5%) groups. Other sources such as those attending Citizenship Ceremonies in Southwark and National Insurance Registration indicate established and growing groups such as Polish, French, Nigerian and Sierra Leonean.

In terms of faith, the Christian community comprises 66% of the borough's residents. The Muslim community forms the second largest faith community, making up 7%. Just over 28% said they were of no faith and other faiths include Baha'i, Hinduism, Judaism, Rastafarian and Sikhism.

Southwark 2016 emphasises that thousands of new jobs have been created. Whole areas of the borough have been transformed through comprehensive regeneration programmes. Our young people are better educated than ever before and people are living longer. In addition, crime has fallen in recent years and the borough is a cleaner, more pleasant place to live.

All this is reflected in what people tell us. Three quarters of our population say that they enjoy living in Southwark and nearly nine in ten believe that people from different backgrounds get on well together.

However, there is a need to do more to enable many of the borough's less well-off residents to reach their potential and lead full and independent lives. This means improving vocational skills, giving people the information and services they need to adopt healthier lifestyles, and doing more to reduce crime and anti-social behaviour. It also means helping people to stay in the borough by providing more affordable housing.

Of Southwark residents 73.4% are economically active compared with a London and national average of 75.7% and 78.8% respectively according to the ONS annual population survey (July 2007–June 2008). Unemployment in Southwark was at 8.1% which is higher than the London average of 6.3% and the national average of 5.2% with a higher than average proportion of economically inactive residents. JSA claimants in Southwark (4.2%) in February 2009 were also higher than the London and national averages of 3.8%. In August 2008 15.8% of Southwark residents were key benefits claimants compared to a London average of 14.0%. Gross weekly pay (earning by residence in 2008) in Southwark is £577.3 compared with a London average of £580.80 but higher than the national average of £479.3

The key message from the Southwark 2016 consultation is that Southwark is its people – the ingredient that makes it a great place to be, and the biggest asset for the borough's future wellbeing. The many cultures and faiths, different histories, the global connections, whether families have been here for generations or are recently arrived, whether people have their home here, or come in because of business or are visiting, everyone makes a contribution to what Southwark is and will be in the future.

This desire to celebrate the strengths of Southwark's people, and acknowledge everyone's achievements is an important message. At the same time, people recognise that there is still some way to go before everyone can enjoy a standard of living that is close to the national average. So the major challenge remains, of reducing the inequality gap experienced by many of our citizens, and ensuring that discrimination, and economic and social exclusion are replaced by opportunities for all.

As people improve their lives, some will move out, and some new arrivals will need support. The borough needs to be better adapted to continuing high population turnover, while at the same time looking for ways to encourage the successful to remain.

Southwark has a much higher than average number of households with no cars or vans (Census 2001) 51.93% compared to London 37.49% and nationally 26.84%. The workplace population for those aged 16 to 74 in employment in Southwark according to the 2001 Census was nearly 142,000. The daytime population aged 16 to 74 for Southwark was over 217,500.

Southwark 2016 sets out six key priorities to continue the improvement in the lives and prospects of individuals. These priorities are important for the whole community – our children and young people, our working-age population, our older citizens. They include people with and without disabilities. They hold true across our diverse community of cultures, faiths, and ethnic origins, and our community who are lesbian, gay, bisexual or transgender. In differing degrees, they are relevant for our businesses and visitors.

Southwark 2016 recognises the need to deliver coherent approaches that relate to people's age and circumstances. The Southwark 2016 priorities link directly to the Young Southwark Children and Young People's Plan, and the new Older People's Strategy.

Income inequality underpins many of the other issues that affect people's life chances. Southwark 2016 aims to create joined-up approaches to the needs of people of working age, particularly those who do not enjoy economic prosperity. Unless we can significantly increase the number of local people who are able to earn a living wage our community will continue to bear the impact of poverty with all that this implies. Therefore, one of the big ambitions is a concerted drive to enhance people's skills and access to employment.

Southwark 2016 highlights that in many respects, Southwark works as a borough. It is accessible for jobs in the City and central London. More Southwark people are in jobs now than 10 years ago. There are many vibrant small businesses. But we still have high rates of unemployment and worklessness, a high dependency on benefits, and a range of small businesses that teeter on the margin of viability.

Our task is to strengthen the pathways to prosperity for all our citizens. This priority commits us to a concerted drive to enhance people's skills and access to employment, as well as to ensure that those who rely on state benefit receive all they are entitled to.

Although people are living longer there remain challenges to continue to address the health inequalities between men and women and between different ethnic and socio-economic groups. The health of people in the more prosperous parts of the borough is often significantly better. For the next ten years, Southwark 2016 aims to narrow the gap in life expectancy between different groups, and support people to live healthier lives. Our health improvement focus is on prevention and encouraging people to adopt healthier lifestyles, alongside tackling the underlying causes of ill health.

But for many people, inequality in their life chances remains acute. Educational achievement at Key Stage 2 is significantly below the national target. By the end of compulsory schooling, the GCSE achievements of both white British and African-Caribbean boys are well below the Southwark and national averages. We have a 10% gap in the numbers of people of working age (16-74) in Southwark who are in employment compared to the national average. In that age group, 65% have no or first level NVQ qualifications, rising to over 80% for people of Bangladeshi and Black Caribbean origin.

Male life expectancy is well below the national average, although the gap is starting to close. Youth involvement as both victims and perpetrators of crime remains worryingly high, and although falling, violent crime remains a concern. 39% of local authority homes and 40% of private rented properties do not yet meet the decent homes standard

Southwark is usually described as a deprived borough. Like many inner city areas the statistics show we have our share of deprivation and inequality. But for many who either live or work here that is only part of the picture. The programme of social and physical regeneration over the last ten years has contributed to people feeling more confident about Southwark as a place to live, visit or do business in and more optimistic for the future. Nevertheless, many challenges remain. Southwark's population ranges from those who enjoy significant affluence to those in severe poverty. Under the 2007 Index of Deprivation Southwark is in the top 10% of most deprived boroughs, ranked 19th out of 354 local authorities in England in terms of average deprivation (where 1 is most deprived). There has been much progress in tackling this but the concentration of deprivation is in the centre and north of the borough; with pockets in the South.

As outlined above, Southwark shows significant demographic variation between poverty and wealth, and has a substantial black and ethnic minority population. Some work has been carried out on mapping the demographic profile of the borough, using a standard technique, known as 'Mosaic Analysis'. A map shows the distribution of the six main demographic groupings within the borough. This analysis will be used to support the case for new markets and improvements to existing ones.

2.1 Street Trading and Markets in Southwark

Overall Southwark's council controlled markets are in decline. The number of occupied pitches in Council controlled markets has dropped considerably, by over 59% over the last 10 years. The service has been operating at a loss with falling income but relatively static levels of expenditure.

A market is legally defined as:

'A concourse of buyers and sellers to dispose of commodities.' It is generally accepted that to be classed as a market there must be 5 or more sellers. (Pease and Chitty- Law of Market and Fairs)

In accordance with this definition the Council operate from 4 market sites and offers pitches in various other street locations.

The 4 markets are:

- East Street 120-180 stall market (Tues – Sun)
- North Cross Road 20-25 stalls (Sat). A small number on Friday (5-8)
- Southwark Park Road (The Blue) 8-10 stalls
- Bermondsey Antiques Market 40 stalls (Fri)

Other venues have up to 4 traders trading mostly from street corners. Some of these venues were once vibrant but are now competing with the neighbouring shops and collectively the stall offer rarely differs. Such venues are:

- Various side streets in Peckham
- Tower Bridge Road
- Westmoreland Road
- London Bridge

However there is significant variation in the challenges and opportunities facing each market:

East Street market has 242 available pitches with approximately 120-180 are occupied. The market is a mixed street market selling a low cost range of fresh produce, clothing, footwear, jewellery, household goods and CDs/DVDs. The market is open Tuesday to Sunday and is located off the Walworth Rd. The number of traders has fallen but the market generates significant income, with Saturday the best day.

North Cross Rd market has 20-25 stalls, all of which are occupied. This well-established market offers good quality food and diverse goods and is particularly popular on Saturdays. It fits the demographic profile of Dulwich well and has potential to develop. It is open Monday to Saturday.

Southwark Park Rd (The Blue) has 8 to 10 occupied stalls which is no more than 50% occupancy. It is located in Bermondsey and is open Monday to Saturday. The offer is mostly good quality food at a good price. The market is struggling to attract new traders and is not meeting the needs of the local demographic base. It has potential to make better use of the area as an events space.

Bermondsey Antiques market has 40 to 50 stalls with another 120 pitches available. The market is in decline with large numbers of empty stalls, and needs a significant rebrand and relaunch if it is to remain a significant tourist attraction. The redeveloped square is high quality but underused. It is open on Fridays.

Other council controlled markets in the borough include:

- Tower Bridge Rd
- Westmoreland Rd
- London Bridge

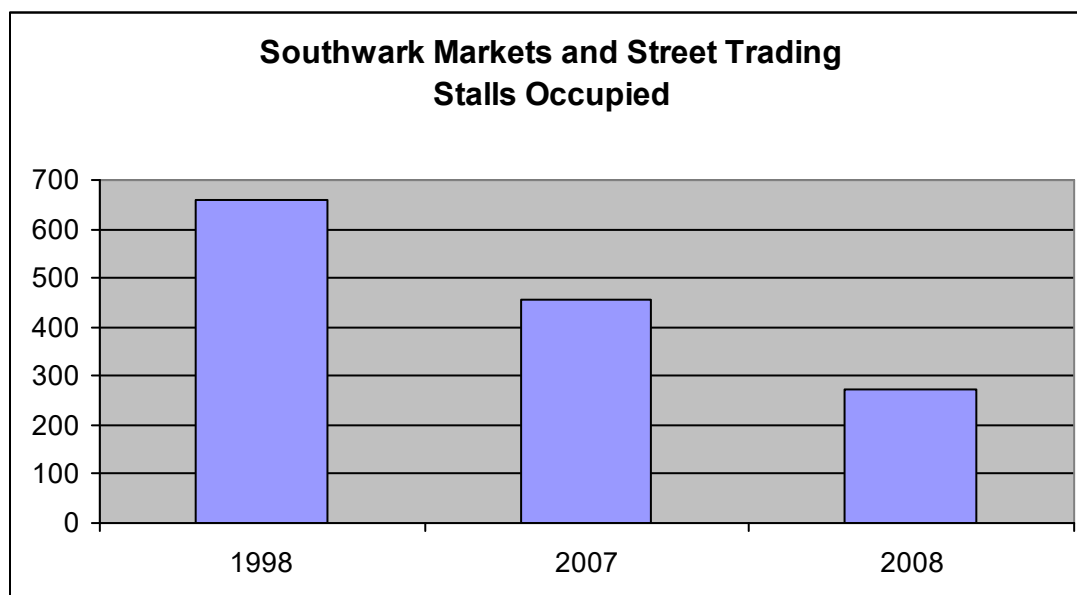
A list of the main council controlled markets and their opening times are set out in the following table.

Market	Commodity	No of pitches	Days	Times
East Street	General	244	Tues-Sun	8am-5pm
Choumert Road	General	45	Mon-Sat	8am-5pm
Southwark Park Road	General	48	Mon-Sat	8am-5pm
New Caledonian	Antiques	250	Fri Only	6am-5pm
North Cross Road	Arts & Crafts/organic food	20	Mon-Sat	8am-5pm
Tower Bridger Road	General	30	Mon-Sat	8am-5pm
Westmoreland Road	General	66	Tues-Sat	8am-5pm
Westmoreland Road	2 nd hand	66	Sun only	8am-5pm
Peckham Square	Arts, Crafts & Organic Food	20	Sun only	8am-2pm
Total		789		

In addition to these there were a number of sites throughout the borough with between one and four pitches.

Ten years ago there were over 26 venues with some 800 available pitches. The locations listed above were once thriving areas that were popular with shoppers and tourists and most had lengthy casual trader queues.

Analysis of the data on trader numbers shows that, the number of occupied pitches has fallen by 59% over the last 10 years. More significant is the fall in trading pitches by over 40% in the 2007-2008 alone. It is clear that more and more traders are leaving Southwark markets.



There are a number of reasons why Southwark's markets are in decline. Many markets nationally have been in decline for over a decade. Reasons for this include:

- Shoppers have more choice
- Shoppers have more mobility
- The advent of supermarkets
- The introduction of out of town shopping
- Sunday trading
- Increasing sales made online
- Retailers providing good products at very cheap prices
- Lack of investment

- Lack of proactive strategic and operational management

It is against this national background of decline that the council is working to improve our street markets.

There are of course some markets that have overcome these issues and are still very popular e.g. Borough Market. It would appear that while the number of street traders has declined sharply the total number of traders has not. It would seem to be the case that where the opportunities and the environment are right there remains a viable market trading sector.

In relation to Southwark, there are also a number of key operational factors contributing to the decline of the market and street trading service. These include:

- Stall allocation procedure
- Quality and appearance of stalls
- Lack of marketing and promotion
- Outdated systems and procedures

The stall allocation policy has remained the same for many years. This policy was introduced to control the allocation process while protecting long established traders who had been loyal to the market. This policy would have been effective when the markets were full and the markets service was turning traders away because it couldn't accommodate them. However, this policy now appears to be very restrictive and works against the overall benefit of the markets.

For markets to thrive new traders selling new goods is a fundamental requisite. Equally, markets should provide an excellent trading opportunity for the new entrepreneur. The continual presence of new traders ensures the market remains interesting and dynamic thus appealing to shoppers. The current allocation policy appears to hinder this.

An example of the problems with the policy is illustrated below:

A new trader wishing to stand on East Street on a Saturday selling olives will face the following issues:

Cost	£
Registration fee	35.00
SAST Membership (Insurance)	50.00
Rent for the day	27.00
Stall hire	7.00
Total	119.00

Based on 2009/10 charges
(£85 of this is a one-off charge)

In addition to stock, there will be other daily costs that the trader will incur such as transport, fuel costs and parking.

Based on current policy, since they want to sell a relatively new line (olives) and providing they pay the £119 they will be allowed to trade. They will probably, however be allocated one of the poorest trading locations on the market.

This scenario is not conducive to attracting and retaining new traders.

Furthermore, based on 2009/10 fees and charges, if they continue to trade successfully and decide to extend their trading days to a full week as a casual trader they would have to pay £154 per week. A permanent trader trading for the same number of days would pay £234 per month. Therefore the casual has to pay £382 more than the permanent trader over a 4 week period.

Assuming that the casual trader can sustain their business there is no incentive for the council to make the casual a permanent trader, but this delay only heightens the chance of losing the trader.

The image of any market is paramount. The environment, customer interface and quality of goods are vital ingredients to a successful market. With regards to the environment, the condition of the stall is important. The markets sites of East Street and Bermondsey Market, the largest sites have a large number of stalls that are hired out. These stalls are in poor condition and present a detrimental image for the market.

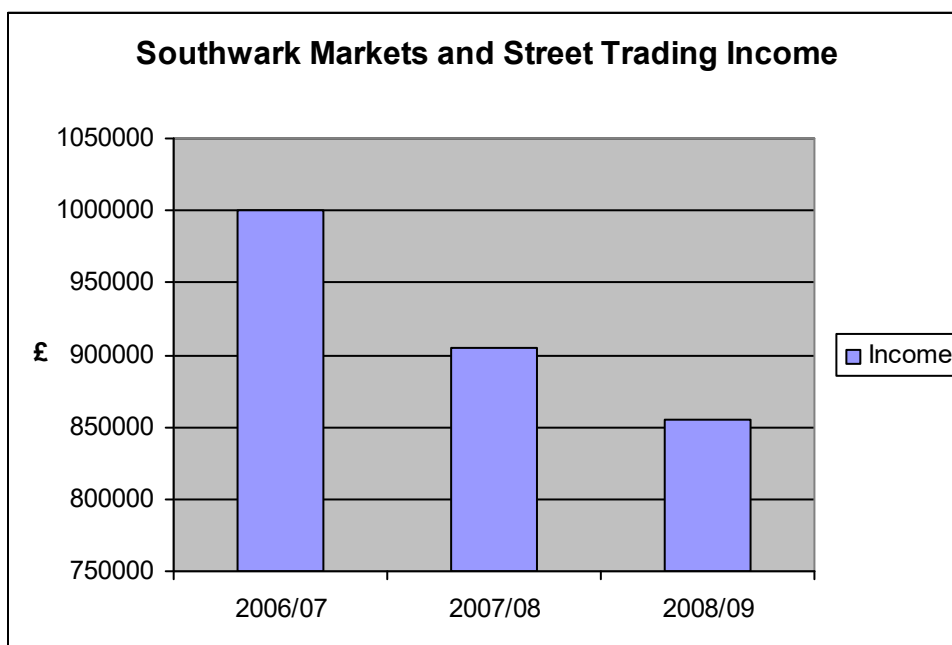
In both cases the stalls are let out to the traders by a private individual who in turn hires storage space from the council.

The Markets in Southwark have a great sense of history, they offer numerous business opportunities but they are not externally promoted. They are competing with high street retailers and private markets yet their profile is very low, with no marketing plan or budget.

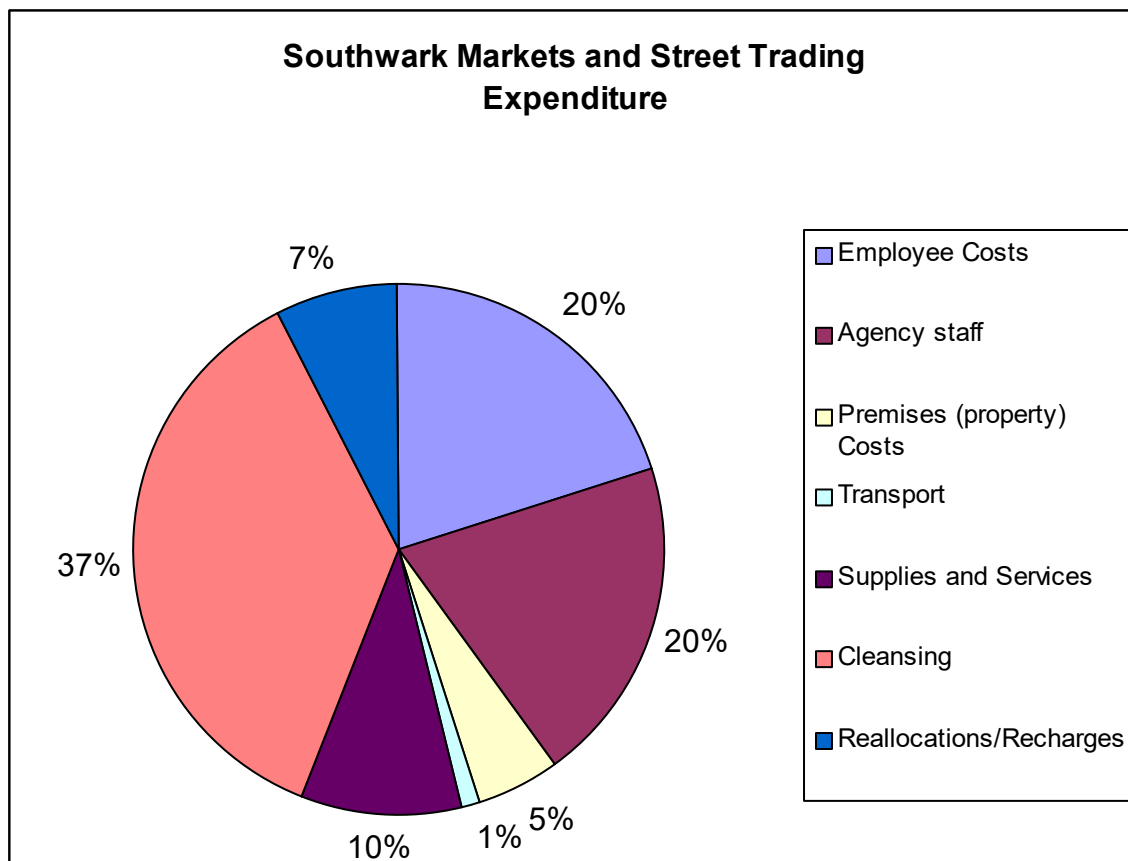
As with the allocation procedure discussed above, no significant review of or changes to systems and procedures appears to have taken place for many years. The management model in place is one of regulation, with little scope for involvement of managers in the commercial and social aspects of the markets. Customer demands and shopping habits have changed but the market model has not.

The Street Trading Account operates as a ring-fenced account with a turnover of just over £1million per annum. This should mean that all expenditure on the street trading service is met from fees and charges paid by the traders. There is, however, a significant deficit on the account which the service must attempt to reduce over time.

The Markets budget is coming under increasing pressure as stall occupancy rates are falling, which directly impacts upon income levels.



While income levels fall the expenditure remains pretty static. A breakdown of the expenditure can be seen as follows:



The largest costs to the service were staffing (now management fees), and cleansing.

These need to be managed closely on a daily basis and managed on a demand basis. With income levels reducing the expenditure should be reduced accordingly. At the same time increases in fees and charges have not increased sufficiently to meet the expenditure and this places more pressure on the trading deficit.

A further budgetary issue is that the markets finances are not separated to reflect the performance of each individual market. As a result it is difficult to identify and scale the poor performing markets and the costs assigned to each trading venue. Until this is done it is very difficult to make firm commercial decisions.

The Strategic Review of Markets suggested that it is suspected that the smaller venues are not currently cost effective and that East Street Market underpins the trading account.

Access to capital for investment in markets is difficult. There are a number of reasons for this. External funding tends to be short lived, or linked to very tight deadlines for bids. Equally, the Big Lottery launched a £50M Local Food Fund in 2008, but with deadlines for major bids, which have now passed.

Whilst funding arising from, for example, the Working Neighbourhood Fund, Section 106 of the Town and Country Planning Act 1990 are available for market redevelopment/improvement bids, they have to compete with all other services bidding for limited resources, and the strategic case needs to be made to justify the investment. However it should be noted that 2010/11 is the last year of WNF and is therefore not a sustainable funding stream to identify for investment in street markets and other sources of funding will need to be identified.

The Strategic review of Markets in Southwark also drew some conclusions on individual markets including:

East Street Market

This market still has critical mass and generates significant income, although the number of traders has fallen in recent years. The offer is narrow and of mixed quality, predominantly clothing, footwear, jewellery, household goods, CDs/DVDs and food – particularly fruit and vegetables. Saturday appears to be the best trading day.

The appearance of the market is poor – the stalls, sheeting and product displays do not reflect modern market practises. There was also considerable waste generated by the markets at the time of the visits.

Some signage was evident but this was of low impact. Links and relationships with the East Street Retailers appear poor. The market is struggling to attract new good quality traders.

Southwark Park Road Market (The Blue)

The market was difficult to find, with no signage apparent on the route taken to the market. The number of traders is low and there is a real danger of the market losing its critical mass. The offer is mostly food, and the price and quality appears good. There is also a pet stall and florist trading on the market. The surrounding retail offer is generally poor. The market is struggling to attract new traders and is not meeting the needs of the local demographic base. There is an opportunity to make better use of the area as an events space.

Bermondsey

Signage directing pedestrians to the market is limited, and at the time of the visit the western access to the market was restricted due to surfacing improvement works. The stalls are of poor quality and the significant number of empty stalls creates an impression of decline. Footfall was low, and the market appears in need of a significant rebranding and relaunch if it is to remain a significant tourist attraction. The redeveloped square is of high quality but underused – with the market operating one day per week.

North Cross Road

This is a well-established and popular market on a Saturday although it struggles for numbers the rest of the week. The trader offer is good quality that fits the demographic profile in Dulwich. It is a good street market that has the potential to develop.

Peckham

Many of the sites have only 3 or 4 stalls at the location. At Peckham, for example, what was once a thriving area with a number of street trading sites now houses one or two traders on the corner of each street. The shops, however, now trade like a market stall and have taken away the frontage to give an open feel while the fixtures and fittings have been arranged so as to give a market stall appearance. The variety of goods sold on Peckham's Rye Lane is limited. Consultation carried out to inform the Area Action Plan indicated that around two thirds of the people responding to the consultation were supportive of moving the street markets to a new location and there was general support for some sort of improvements to the markets.

London Bridge

There are four very low quality street stalls on the corner of Tooley Street. These stalls need to be a higher quality both in terms of visual appearance and goods on offer. There needs to be an enforcement regime especially with the ice cream sellers operating there.

Consultation

Consultation was undertaken with traders and other key stakeholders as part of the Review. This used a range of techniques including workshops, questionnaires, e-mails and informal discussions. This section summarises the results.

- The markets in Southwark have declined because they are uncared for
- The traders don't sell what the public want
- The stalls are very similar with little variation
- There is nothing attractive about the markets.

- There is no strategic plan
- There is no promotion of the markets service
- The image of the markets is not good.
- Develop/introduce/promote a trader starter pack with information, contacts and support mechanisms. There is a clear barrier for potential new traders.
- Introduce summer night-time markets.

Southwark Councillors

A meeting with the Leader plus other interested Councillors took place. The Councillors were keen to see that the markets prospered and could see the key role that markets can play in their borough. They were mindful of the trading service deficit but were keen to explore all options available to them to improve the service.

Community Engagement Partners

This was run as a fully participative workshop. A summary of the views expressed is as follows:

- 'The Blue' could be used as an events space
- Southwark should support and promote healthy eating
- The market service (or individual markets) should have a single point of contact.
- Establish a 'friends of the market' scheme
- Improve the image of the stalls
- Undertake a non-user survey
- Have a market champion that co-ordinates information of all other services
- Develop/introduce/promote a trader starter pack with information, contacts and support mechanisms
- Better signage of markets
- Promote Southwark markets
- Night markets – in summer time

This group also considered potential new market venues, and identified the following:

- Peckham – Potential Sunday Car Boot sale at Wooddene (Queens Road). Large hard surfaced piece of land following demolition of estate. Near main road and well lit. The surpluses generated could be used to offset the trading account deficit.
- Southwark St. – Tube station to Tate Modern
- Rotherhithe
- Jamaica road – Bermondsey
- Arches that are derelict
- Elephant and Castle
- Peckham Square
- London Bridge – green area.

Economic Development Team

A number of issues emerged:

- Business advice is available to existing and start-up market businesses.
- There appears to be little demand for it. Key reasons for new businesses not wanting to start trading on markets include perceptions of crime, lack of incentives, an environment that does not give traders sufficient individuality and control of their trading environment, and parking restrictions.
- One respondent stated: 'Although your questions are very relevant to the accessibility and convenience of market trading as an incubation stage for local business development the aspirational dynamics of support and encouragement tends to be miles away from the market management style and economic imperatives. Timescales and interests are often far apart when working with market traders and owners.'
- We need to ask traders why and explore whether we can adjust delivery styles to suit market traders, e.g. locating in the market place on certain days of the week. EDT funded business support providers would be willing to assist us with this advice.

Due to the time constraints of the service review, consultation with key business support agencies through the Southwark Enterprise Partnership was limited. A consultation workshop was set up on the same day that local providers and the Economic Development team were exhibiting at a Business Start-up how and subsequently had to be cancelled. Instead a questionnaire was issued with a three day response deadline which led to a poor response rate.

Further discussions are held with business support providers, particularly local agencies who have worked with market traders in the borough such as Elephant Enterprises and Business Extra in order to reality check and refine the actions/opportunities set out under the strategic theme 'Thriving and Viable' markets.

Major Projects Team.

The project managers may get approached directly or indirectly by the developer to incorporate a market into the scheme. Whilst in principle this is acceptable, consideration needs to be given as to whether Southwark should manage (or have the capacity to do so) these markets or indeed what effect, if any, another market would have on the Council's existing ones.

Market Traders

This consultation included sessions with traders and with external markets and other partners (Borough Market, Rye Lane Indoor Market, East Dulwich Indoor Market, Team London Bridge, Better Bankside, Urban Space management, London Farmers Markets). General comments included:

- East Street market still works and is the only market that makes a standalone surplus.
- The road surface on East Street needs improving
- The desire for good communication with the Council
- The opportunity for the traders to work in partnership with the council.
- The desire to open East Street on a Sunday beyond 14.00
- Traders not meeting the local demand
- The relationship between the market and the shops on East Street

The general view is that the markets currently do not meet the local demand. Furthermore Southwark has changed over the last 10 years but unfortunately the markets service has not looked to capitalise on the changes.

There are however opportunities to create new markets and the rise in popularity of specialist markets, farmers markets, and continental and arts and crafts markets demonstrates this. Where new markets are proposed we need to consider the impact on existing markets and their development must sit within the strategic approach that this strategy aims to achieve.

Part 3: Forward to 2013 – Actions and Opportunities

3.1 Implementing and reviewing the Strategy

Meeting the vision that we have outlined for our markets will not be easy. It will require significant effort across the whole council. However we must ensure the decline that we have seen in some of our markets is reversed if we are to provide residents and consumers with vibrant, attractive markets that provide good quality, affordable fresh food and other goods and that fully contribute to the council's objectives.

The value that Southwark will get of revitalising and sustaining its markets, providing local jobs for local people and meeting environmentally sustainable objectives is the driver for this effort. This is particularly significant in a recession when markets and street trading offer employment, develop entrepreneurialism and provide access to high quality affordable goods.

Many of the actions identified in this Strategy can be implemented at minimal cost to the Council. Others will require significant investment. Where possible we will maximise the resources available by ensuring that actions from this Strategy are integrated within other existing initiatives.

We will also investigate how external sources of financial support can be used such as Section 106 agreements, resources available through the London Development Agency and other sources of external funding.

This will not be easy, particularly in the current context of economic recession and ever tighter restrictions on local government finance however in order for this vision to be fully realised funding will need to be secured and a commitment made to delivering the key actions through the Council and its key strategic partners.

The Strategy is not set in stone. It will be monitored and reviewed to ensure that we are delivering and we are responding to the changes in the environment around us that impact on markets. We will put in place a mechanism to oversee and review the Strategy and drive the actions it sets out.

3.2 Key themes

The following section of the strategy outlines the key areas for action that the analysis above suggests.

Each of these themes has a series of issues and actions/opportunities that follow. The key themes are:

Markets Playing a Full Part in Regeneration

Actions to ensure that markets play a part in the regeneration of the borough.

Thriving & Viable Markets

Maximising the economic benefit for local business and the borough.

Improving the Public Realm

Identifies ways in which the public realm in and around the borough's street markets and street trading sites can be improved for businesses, shoppers and residents.

Improving the branding and promotion of Southwark's Markets

Develop a marketing and communication strategy to promote street markets so that they are well used and their value is widely recognised.

Greening Southwark's Markets

Promote street trading contribution to environmental sustainability. Markets have much to offer in terms of initiatives aimed at sustainability and can leave a small carbon footprint. There is much good practice but more we can do to improve sustainability and build on this good practice.

Markets as spaces for social interaction

Markets have an important role in relation to social interaction and community cohesion. These actions consider how to develop the traditional role markets have had in providing places for social interaction.

Modernising the management of our Markets

How we plan to modernise how our markets are managed, reviewing policies, procedures and working practices to support thriving markets and encourage entrepreneurship.

Action for Individual markets

Picks up the actions identified in the Strategic Review of Markets for individual markets in the borough and identifies where there are new opportunities.

3.3 Markets Playing a Full Part in Regeneration

Markets play a significant role in regeneration as part of the retail economy of the borough. To maximise this contribution we need to take a more coordinated approach to both new developments and revitalising existing markets as part of regeneration schemes.

To succeed we must ensure the role of markets in regenerating the Borough is recognised and incorporated into relevant regeneration and planning policies and action plans. We will recognise the importance of local markets and how they impact on the local area taking care when regenerating markets to ensure that the correct balance is maintained.

Markets are part of the overall retail economy of the borough and we will consider how they work with other forms of retail to enhance the economy of the borough. We aim to seek new opportunities for markets as part of regeneration schemes.

In the past there was a clear lack of engagement of the market and street trading operation in the regeneration and planning processes. This, linked with the lack of market rights arising from the legislative framework and the absence of a markets strategy, means that there has been and continues to be an uncoordinated expansion of private markets in the borough.

There has also been a lack of joined-up working at both strategic and operational level. Their role and contribution to helping deliver core strategic objectives has therefore been limited, and in their current state their operational ability to contribute is equally limited.

Actions and Opportunities:

- Ensure that street markets are included as a retail destination in all planning policies strategies and plans.
- Ensure that markets contribution to delivering core strategic objectives is recognised and promoted and that where relevant markets and their potential contribution is taken account of in the policies and initiatives of the Council and its partners.
- Investigate the feasibility of a consultation zone around existing markets so that for any retail planning applications above 1,000 sq m or for private markets, markets are consulted.
- Seek new opportunities to establish or revitalise markets as part of regeneration schemes.
- Where new markets are being considered as part of regeneration schemes ensure that there is an assessment of the impact of these on existing markets
- Where new markets are being considered use MOSAIC demographic analysis as part of the business case.
- The business case should also take into account the nature and commercial performance of the retail sector of the relevant town centre in which the new market is to be located.
- Consider the appropriate management arrangements for any new markets including the need to manage them strategically across the borough, both local authority and privately controlled.
- Investigate the feasibility of producing a specific Supplementary Planning Document in relation to markets, which in addition to building on the limited references to markets contained in Planning Policy Statement 6, can also consider the role of planning in helping control rival markets and car-boot sales via the Town and Country (General Permitted Development) Order 1995. This would be in addition to Area Action Plans already highlighted in this document.
- Opportunities for new markets are considered in the theme below on action for individual markets.

3.4 Thriving & Viable Markets

If the council is to address the decline that Southwark has seen in traditional retail markets we must work to improve the viability of markets by linking traders in to the business support mechanisms that are available for small businesses and encouraging new business start-ups. The council will also promote the variety and diversity of job opportunities including the potential for providing local employment. An essential part of the success of our markets is ensuring that they meet the needs of users and residents.

The Council recognises that street traders are small business operators and we should ensure that they are supported in their development wherever possible. We will encourage new business start-ups to consider market trading as a first business step and support them through this process. We also aim to ensure there are less barriers overall to people trading in markets and seek to work with BME business support organisations.

We recognise that the number and type of stalls in any market needs to complement not compete with the existing retail mix of an area. We will also ensure that there is some form of quality control of product and trader in place for new and existing stallholders.

Actions and Opportunities:

- Create incentives for new business start-ups for traders, including reduced pitch rates, cheaper insurance, business support packages, access to grant aid etc.
- Encourage quality control by traders – encouraging traders to develop business plans including quality, customer service and standards of presentation and display.
- Ensure traders have access to support for small business operators through start up grants and assistance with business planning, financial management, product development, presentation and marketing and to improve trader's skills and confidence as business people.
- Promote the diversity and variety of job opportunities at the market and the potential route towards entrepreneurship and self-employment.
- Work with partners to promote local employment opportunities in Markets.
- Work with local businesses to promote local procurement from our markets.
- Implement a programme of training for traders including business planning, customer service standards, food safety and environmental health, marketing and promotion.
- Review trading hours to ensure they meet the needs of customers and potential customers including working residents and consider remaining open into the evenings at least once a week, particularly in line with surrounding retailers. This will also consider the needs of surrounding residents.
- Undertake research to identify consumer's needs for:
 - type and quality of commodity required, including goods reflecting the community's demographic profile.
 - operating hours.
 - to understand why customers do or do not shop in Southwark markets.

In terms of attracting and supporting new traders, business start-ups do not currently see the council managed markets as an attractive option and this should be explored further.

From April 2010 all non-statutory publicly funded business support must comply with the Governments Business Support Simplification agenda. Any new business support schemes proposed by the SMST service will need to be designed and marketed within BSSP scope. The transition to BSSP and the impact for Southwark council and the overall business support offer for Southwark businesses is currently being considered by EDT through the Southwark Enterprise Partnership.

3.5 Improving the Public Realm

How the Council's markets look and feel is an important element in making them work as successful retail and leisure destinations. The Council will seek capital investment to upgrade the market infrastructure and the public realm in and around market areas. The current lack of access to capital investment to upgrade existing market areas has hindered their development and contributed to their decline. New stalls are a key element of these improvements the strategic review demonstrated that financially this was a viable option but equally important was the image this would create on the markets.

Actions and Opportunities:

- Secure funding to invest in new stalls and canopies for markets.
- Secure funding to upgrade lighting in market areas to ensure safety for traders and the public and to allow markets to take advantage of opportunities for late trading in the winter months.
- Secure funding to upgrade or install electricity supplies for trader use and for events.
- Secure funding for a programme of upgrading the public realm in market areas providing better surfaces and better street furniture for trading and for users.
- Identify creative lighting solutions to highlight entrances and enliven dead areas.
- Follow the Council's streetscene design guide by minimising clutter by for example using lamp columns to incorporate signage.
- Improve promotion as well as the look and feel by using lamp columns for hanging banners to promote special events and to highlight seasonal activities
- Ensure all new structures are vandal proof and easily maintained within existing resources.
- In designing markets and market improvements take account of the need for:
 - recognition that each market in Southwark has some unique characteristics and history and may require a different 'look';
 - Flexibility - to ensure stalls complement shop fronts in the market area and can change as circumstances change.
- Consider options for road closures, loading and unloading options and parking restrictions during market opening times to promote safe access of traders, neighbouring businesses and shoppers.
- Undertake works to improve accessibility for pedestrians in and around market areas where resources are available.
- Improve signage to markets from transport hubs

3.6 Improving the branding and promotion of Southwark's Markets

The Council aims to improve how markets and their benefits are promoted to key stakeholders and improve how markets are promoted to attract more users and more traders. There needs to be an effective communications and marketing strategy to promote Southwark's markets and other street trading sites. A successful outcome will mean active brand management to increase the brand value and image of markets and ensure they attract customers and traders to return. A poor image and lack of marketing offer little incentive for traders and customers to return. The communications plan should take account of all stakeholders, including traders, customers, the Council and the private sector. It should set out the style and frequency of communication and who will lead the process.

Actions and Opportunities:

- Customer research including Mosaic profiling to enable targeted marketing and promotion of markets.
- Develop and evaluate a proactive communication and marketing strategy that rebrands Southwark's markets:
 - Maximising use of the Southwark Council website or establishing a stand-alone website.
 - Holding events within the markets.
 - Issuing regular press releases.
 - Better designed leaflets promoting the shopper experience and trading opportunities.
 - More and improved local signage.
 - Consider establishing 'friends of the market' group(s).
 - Introduce a 'Market Trader of the Year' award.
 - Evaluating the effectiveness of marketing spend.
- Develop and update the street trading section on the Council website to more successfully promote Southwark's street markets and trading sites to residents, tourists and potential traders.
- Ensure markets are incorporated into London wide walking, transport, tourism and retail initiatives and promotion.
- Promote the positive environmentally sustainable role traditional markets have for example reducing or eliminating packaging, low food miles, access to locally sourced food and other products. by recognising:
- Promote the contribution of markets and the fresh food offer to Healthy Eating and the reduction of obesity and illness. Work with schools to link education on healthy eating with what is available at the local market.
- Actively promote opportunities to trade at Southwark's markets.

3.7 Greening Southwark's Markets

Markets have a major role to play in environmental sustainability through encouraging green travel, reducing waste, recycling, and eliminating packaging and local food. We will develop the role street markets have in promoting and engaging with policies on environmental sustainability and becoming sites of good practice.

Actions and Opportunities:

- Develop green travel plans for each market. These will promote sustainable transport options of accessing local shopping destinations by bike, foot or public transport as shopping locally allows shoppers to support local, national and international environmental initiatives.
- Work with the Sustainability team to promote recycling where possible across all street-trading areas. Ensure bins are available for recycling where needed.
- Continue to identify opportunities to reduce and reuse plastic bags, expand the production, promotion and distribution of cloth degradable bags that advertise and promote the markets.
- Actively promote and monitor a waste reduction and minimisation programme including packaging.
- Investigate a programme of composting within all areas of street trading.
- Pursue the physical greening of markets (e.g. trees, planting) where improvements are being made to the public realm.
- Encourage green businesses to trade at markets.
- Investigate the feasibility of local food markets or local food as part of the offer at general markets working with local suppliers and growers.

3.8 Markets as spaces for social interaction

Markets are more than just economic entities they have a role as spaces for social interaction and can contribute to community cohesion. Good markets are at the centre of the communities they serve. The council will develop street markets that reflect the diversity of Southwark and promote their role as spaces for social interaction and inclusion.

Actions and Opportunities:

- Develop markets that celebrate and meet the needs of Southwark's diverse ethnic mix.
- Develop community events at the markets.
- Create better spaces for social interaction in markets. Promote the role markets have in providing places to take a break including for older people, and parents with young children. Identify the type and locations for the installation of street furniture to create spaces for shoppers to linger and relax.
- Encourage street traders to sell fair trade products, including incentives. This would support the borough's fair-trade status and potentially increase the range of products that reflect the local ethnic mix.
- Research the profile of users and non-users of markets and target promotion at underrepresented groups.
- Encourage the use of charity or community pitches by community organisations.

3.9 Modernising Management of Our Markets

Southwark Council will modernise how our markets are managed, reviewing policies, procedures and working practices to support thriving markets and encourage entrepreneurship. To succeed the council needs to work closely with traders and will improve consultation and engagement with traders. Bringing in the expertise to transform and modernise the service. The Strategic review of the Service acknowledged that some excellent work was being done across the Council and that there are a great many opportunities to develop and expand the markets service so that it meets the challenges of the future.

Historically the management of markets has taken a regulatory/enforcement approach. This has meant the skills and experience required to successfully manage modern markets have not been applied. Through the Council's partners and other stakeholders, we will bring a more commercial approach focused on retail, marketing and customer focus. We will also promote the social value of markets.

There are clear and significant issues arising from the current regulatory/legislative framework that are having a deleterious effect on the markets.

The Strategic Review pointed out that the current allocation policy needs to be replaced to attract and retain new traders and new products. This in turn may encourage local people to trade and offer products that fit the requirements of the changing local demographics. Successful modern markets need a management system that is able to identify and respond to new trading opportunities. Equally it requires an understanding of the demands and aspirations of the customer. We will address this skills gap and ensure there are effective and modern systems and procedures in place for the effective management of a dynamic retail environment.

The Council believes that there are strong advantages to private sector involvement in the operation of markets in terms of bringing commercial and retail skills that are necessary to make markets succeed. This does not mean that there is no role for the council. The council will retain a key role in relation to its wider role in local economic development ensuring that markets play a full part in meeting the needs and aspirations of local communities and providing economic and social opportunities. Markets also play a role in relation to our role as place shapers, as part of regeneration schemes, providing local employment and integrated in the strategies of the council and its key strategic partners. The council needs the capacity to ensure markets meet this potential. The council is best placed to develop markets as part of developing the vitality and viability of our local economy and making sure that enterprise benefits local communities. This means moving beyond our traditional regulatory role to actively supporting the development and growth of markets for their contribution to the local economy and their wider benefits to our communities.

These and the other actions identified in the Strategy are intended to reduce the deficit on the Street Trading Account over time by increasing numbers of traders, costing by individual market that will allow us to assess the viability of individual sites, linking performance to trader numbers and income collection and exploiting new opportunities for trading across the borough.

Actions and Opportunities:

- Consultation on the adoption of the Food Act 1984 as the primary legislation governing Southwark's markets.
- Link the operational management contract by performance, transformation management, trader numbers and seeking capital investment
- Carry out costing by individual market as part of assessing the success of each location and assign costs to each market.
- Review and revise the stall allocation policy including the procedure for casual/permanent trader allocations and targeting potential traders that reflect the local community profile and helping markets to deliver what local people want.

- Use demographic analysis to support the business case for change or new markets, including exploring areas where new street trading sites could be located.
- Shift towards a proactive development approach from the current regulatory, enforcement approach.
- Develop the Street Trader application process so it does not put temporary traders at a disproportionate financial disadvantage to permanent traders.
- Identify the need, type and location of night-time street trading.
- Monitor and evaluate the number of new successful business start ups.
- Investigate and implement alternative payment methods for licence and other fees, for example, by direct debit, credit and debit cards, and telephone payments and develop an on-line application and renewal process.
- Wherever possible, consultation will take place with traders associations or groups before work commences and all works should be properly managed and coordinated to mitigate any negative impacts on markets.
- Investigate the introduction of a licensing regime for car boot sales and markets at events.
- Review the clashing policy so it is less prohibitive.
- Promote trading opportunities around the borough including targeting new traders in new communities.
- Market test the waste and cleaning contracts to ensure they meet changing needs and continue to deliver value for money and a high quality of service.

3.10 Action for individual markets

The Council will implement an action plan for individual market sites that improves each market within the framework set out in this strategy. We will identify new opportunities for establishing markets linked to the regeneration of the borough. New developments and change and improvement programmes will use the Mosaic demographic/lifestyle analysis to identify customer profiles and inform the type and quality of retail offer in each area to help build the business case for change and development.

Other council departments and Stakeholders will need to input into preparing the action plans, and they will be used to inform new policy and improvement programmes.

The implementation plan will look at the demographics, the existing provision of shopping offer, the history of the area etc and clearly identify why new markets would contribute positively to the regeneration of the area. These will be identified through the:

- Use of MOSAIC analysis to support the business case for these and any other new markets.
- The business case should also take into account the nature and commercial performance of the retail sector of the relevant town centre in which the new market is to be located.

Actions and Opportunities:

North Cross Road

- Extend the designation of the market to increase the numbers of traders.
- Secure funding to provide electricity for traders extending trading times in the winter months and improving public and trader safety.
- Investigate the feasibility of and secure funding for improvements to the public realm in the market area.
- Actively promote the market to residents and visitors.
- Investigate the feasibility of traffic restrictions during market trading hours.

East Street

- Secure investment to upgrade the stalls and lighting columns.
- Carry out refurbishment works to improve surfacing and road safety.
- Make improvements to the entrances to the Market at Walworth Road and towards the Aylesbury.
- Secure funding for continuing the public realm improvements in the area building on the Walworth Road improvements and the Council funded upgrade of the street lighting.
- Improve promotion of the market and its heritage.
- Establish new markets and a programme of events to complement and improve the offer at the lower end of the Market and in Nursery Row park including the possibility of exploiting the Latin American connection in the area linked to Carneval del Pueblo.
- Review the opening hours of the market.
- Improve signage to the Market.
- Liaise with the Aylesbury Regeneration Team about the future development of East St. Market.

Bermondsey Antiques Market

- Relaunch and rebrand the Market now the building works on the site are drawing to a close.
- Secure funding to upgrade the stalls used at the market.
- Actively promote the market including in specialist antiques publications.
- Proactively recruit more specialist traders.
- Work with partners to consider other markets on the Square.
- Improve signage to the Market.

Peckham

- Consider new locations for markets.
- Investigate the feasibility of an African themed market in the area.
- Upgrade the public realm in and around the market area.
- Improve the Farmers Market on Peckham square.

In order for the draft AAP to promote the improvement of the market, set out possible locations for new markets in the area and promote other opportunities such as an African themed market, the Strategic implementation plan will provide further details on these possibilities. The Issue and Options consultation report has raised the possibility of new market locations behind the station and new furniture for the stalls.

The scope of what can be included in our implementation plan for the AAP needs to be discussed further.

Southwark Park Road (The Blue)

- Upgrade the stalls and canopies in use by the traders.
- Work with partners to improve the public realm, the market and the surrounding retail premises through the Council's Improving Local Retail Environments Programme and cleaner greener safer funding.
- Attract more traders to improve the critical mass of the market.
- Improve signage to the Market.

Small Markets

- Secure funding to upgrade the receptacles/stalls that traders use prioritising securing funding to upgrade the kiosks at London bridge which is a key entrance to the borough.

New Opportunities

- Work with the Elephant & Castle Team on the proposals for new markets as part of the Elephant & Castle regeneration and ensure these complement the existing offer and are managed strategically with the boroughs markets portfolio.
- Explore the feasibility of and secure funding for an Arts & Crafts and Farmers Market in Camberwell.

Explore the feasibility of and secure funding for trading opportunities at Canada Water Plaza linked to the Canada Water Regeneration

- Revitalise the market on Albion Street exploring the feasibility of a Scandinavian themed market in the Rotherhithe area

This would include an assessment of the impacts on the existing shops and their turnover, changes in pedestrian footfall, improvements to the overall image of the street etc.

The Planning Policy team are in the process of preparing the draft Canada Water Area Action Plan (AAP). The scope of what we can include in The Markets implementation plan needs to be discussed further with the Area Action Planning teams to ensure action plans are kept up to date.