

Development of Kirkgate Market: Stage 2 Engagement

Final Report

On behalf of Leeds City Council and NPS Property Consultants

25/01/2013



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Contents

1. Executive Summary.....	3
2. Introduction.....	4
3. Methodology	5
4. Key findings.....	7
4.1 Demographic profile of respondents	7
4.2 Rating the importance of market elements	8
4.3 Market management preference	17
5. Conclusions & Summary.....	23
6. Appendix	24
6.1 Questionnaire used.....	24
6.2 'The Future of Kirkgate Market' report.....	28
6.3 Qualitative engagement.....	43

Table of Figures

Figure 1). Demographic profile of respondents to the stage 2 quantitative engagement.....	7
Figure 2). Summary of respondents importance rating of various market elements	9
Figure 3). Mean importance rating of market elements by engagement method.....	11
Figure 4). Mean importance rating of market elements by gender	12
Figure 5). Mean importance rating of market elements by age.....	13
Figure 6). Mean importance rating of market elements by frequency of visiting the market.....	14
Figure 7). Mean importance rating of market elements by ethnicity.....	15
Figure 8). Mean importance rating of market elements by economic status	16
Figure 9). Preference on market management.....	17
Figure 10). Preference on market management by frequency of visiting the market	17
Figure 11). Preference on market management by age.....	18
Figure 12). Suggestions on future management of the market.....	19

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This research has been carried out in compliance with the International standard ISO 20252

I. Executive Summary

- This report details the main findings of the stage 2 engagement with members of the public regarding the proposed development of Kirkgate Market. Data is drawn from a total of 1900 quantitative responses from a combination of written and online surveys with the general public and surveys with members of the Leeds Citizen panel. In addition to the quantitative data, a number of engagement sessions were held with stakeholders. Open, written responses were also received from individuals via email and letter.
- The quantitative consultation had a response rate of approximately 21% (panel response 34%, leafleted response 10%).
- The quantitative survey asked respondents to rate the importance of twelve elements of the Market in need of development. These elements were constructed in response to a feasibility study which looked at the key issues facing the Market buildings, site and infrastructure that need to be improved, replaced, re-furbished or re-built in order to meet Leeds City Councils vision for Kirkgate Market. A description of the various elements suggested following the feasibility study and the reason for their inclusion can be found with 'The Future of Kirkgate Market' document, appended to the end of this report.
- Those elements seen as the highest importance for development were 'fixing the basics' (72% of respondents rated the importance of this element as high), 'improving the look and feel of the market' (55%), and 'replacing the roof of the 1976 and 1981 halls' (44%).
- Those areas seen as being of lowest importance were 'creating a new route through the market' (43% rated this element as low importance), and 'reducing the size' of the market (deemed of low importance by 66% of respondents).
- Respondents were also asked to indicate their preference for the future management of the Market. Various management options are described within 'The Future of Kirkgate Market report'.
- Just over half (55%) of all those individuals asked indicated they had a preference on the future management arrangements of the Market. Unsurprisingly, more frequent visitors were those most likely to have a preference.
- Those management options with the greatest support tended to be those which involved the continued involvement of the Council and/ or increased involvement of market traders. 15% of respondents indicated they wanted management arrangements to continue to be delivered by the Council, with 11% wanting a management board approach led by the Council.
- Around a seventh (15%) of respondents expressed a desire for a civic enterprise approach, mainly as a mechanism for giving traders and increased say in the management of the Market.
- There was a tendency for management approaches which sought to involve private contractors to be rejected. Indeed, 7% of respondents specifically mentioned a desire to see no private companies responsible for the management of the Market management, with just 2% wishing to see a management contract approach and 3% opting for a Limited Liability Partnership.

2. Introduction

This report updates the initial findings from a quantitative consultation with members of the public regarding the proposed developments to Leeds Kirkgate Market, carried out by Cath Conlon Project Management Ltd. The initial findings were provided to the Council in a short report on the 12th December, to which was appended the report from CCPM setting out the detailed stakeholder engagement and data collection activities relating to the Stage 1 engagement.

This second stage engagement follows an initial exploratory phase of engagement undertaken with market users, members of the public and market traders and staff which took place between May and June 2012. The initial engagement provided a forum for stakeholder groups and individuals with an interest in Kirkgate Market to contribute views and ideas about how the market could be enhanced, improved and sustained into the future. Approximately 3,100 people were able to take part, of which some 250 attended stakeholder engagement workshop sessions with their contributions summarised and appended to this report.

The findings of this initial engagement were considered and made available to the Design Team as part of the Feasibility Study Report undertaken by NPS Property Consultants, the organisation chosen by Leeds City Council to manage the development of Kirkgate Market. This process has given consideration to the Council's vision and objectives for achieving a market that is:

- Highly successful, profitable and sustainable;
- A centre of excellence for independent retailers and entrepreneurs;
- A destination for residents and tourists

This second stage engagement aims to test the ideas for developing the market with users of the market and the general public. As well as exploring attitudes towards the physical changes to the market space, the engagement activity also asked respondents to indicate their preference for the future management of the market.

This report details the methodology utilised to collect the views of market users and members of the public and well as highlighting the key findings from the engagement. Where appropriate, results to the previous (stage 1) engagement are discussed, should they provide relevant context for individuals' responses.

In interpreting the responses to the engagement it is worth considering the engagement document disseminated to market users, traders and members of the public. This document entitled 'The Future of Kirkgate Market' details the proposed developments to the market and indicates the reasons for making these changes. This document also contains information on the potential mechanisms for the ongoing management of the Market in the future. This document is shown in the appendix (section 6.2) of this report.

3. Methodology

The stage two consultation on the developments to Leeds Kirkgate market have relied on a variety of consultation strands:

- Self-completion leaflet surveys available within Kirkgate Market and at a variety of locations in and around Leeds (including libraries and one stop centres across the City), a copy of the questionnaire can be found in the appendix (section 6.1) of this report;
- An open response online survey, accessed via the Leeds City Council website;
- An online and paper survey with members of the Leeds City Council Citizen's panel.

Data from these sources were combined. A cleaning process was undertaken to achieve the following:

- Blank survey responses were identified, where a survey had been returned but no questions had been completed. These returned responses were excluded from the data analysis;
- There were a number of surveys where demographic information was completed, yet questions pertaining to market usage and improvements were left blank. These surveys were included in the final analysis, as they were felt to contain potentially useful information on the distribution of the consultation surveys. Although by necessity, responses were excluded from any cross-tabular analysis.
- Members of the Leeds Citizens' Panel provide demographic data which goes beyond that collected as part of the standard survey. When inputting responses from individuals on the panel, there were occasions where responses to the demographic questions have been left blank. Where this occurred, the relevant demographic information was substituted in from panel data.
- It is worth pointing out that the various survey types relied upon a self-completion methodology. For this reason there are numerous questions within the survey that individuals may have chosen not to respond to, this accounts for the fluctuating base sizes associated with each question.

The following table details the number of blank surveys encountered during the inputting and data cleaning stage, and the subsequent total base size of the following results:

Data source	Total sent	Total received	Blanks removed	Total base	Response rate
Online Open	-	102	17	85	-
Panel	3936	1374	44	1330	34%
Paper	5000	485	-	485	10%
Total	8936	1961	61	1900	21%

In addition to quantitative data received, many respondents expanded their views with additional, qualitative responses, either written within the survey, or sent directly to Leeds City Council or NPS property consultants. Where appropriate, these viewpoints have been included in the following report. A summary of the findings from the qualitative stakeholder sessions undertaken can be found in the appendix (section 6.3) of this report, alongside content of the letters and emails received in response to the engagement.

Details of the stakeholder groups consulted are summarised in the table below:

Stakeholder Group	Engagement Session date	No. of Attendees	Formal Response	Type of Formal Response
Traders	15/10/12	46 (approx)	No	N/A
Members of Public	12/11/12	12	No	N/A
Markets Management & Staff	13/11/12	30 (approx)	No	N/A
Kirkgate Quarter	21/11/12	8	Yes	email
Civic Trust	21/11/12	8	Yes	letter
Equality Hubs	22/11/12	100 (approx)	No	N/A
Friends of Kirkgate Market	22/11/12	8	Yes	email
Youth	29/11/12	6	Yes	Workshop Summary
Citizens Panel	13/12/12	40 (approx)	Yes	Workshop Summary

4. Key findings

This section explores the main findings of the stage 2 consultation survey. The section is broken down as follows:

- Demographic profile of respondents – Explores the profile of respondents in terms of age, gender, ethnicity, etc;
- Rating the importance of market elements – Respondents perceptions of those areas of the market it is most important to improve as part of the market development;
- Market management preferences – Respondents views on how the management of the market should continue in the future

4.1 Demographic profile of respondents

The following table demonstrates the profile of the respondents included in the report.

Figure 1). Demographic profile of respondents to the stage 2 quantitative engagement

	Count	%
Age		
Under 24	52	3%
25-34	219	12%
35-44	287	15%
45-59	540	28%
60-69	472	25%
70-74	100	5%
75+	93	5%
No response	137	7%
Gender		
Female	873	46%
Male	873	46%
No response	154	8%
Ethnicity		
White British	1513	80%
Other white background	80	4%
Mixed	21	1%
Asian	36	2%
Black	23	1%
Other	26	1%
No response	201	11%
Disability/ limiting health condition		
Non-disabled	1142	60%
Disabled	257	14%
No response	501	26%
Economic activity		
Employed full-time (30 hrs or more per week)	756	40%
Employed part-time (30 hours or less per week)	181	10%
Looking after home/family	48	3%
Retired	546	29%
Self employed	97	5%
Unemployed and seeking work	63	3%
Unable to work due to long-term sickness or disability	46	2%
Student/full time education	36	2%
Other	32	2%
No response	150	8%

4.2 Rating the importance of market elements

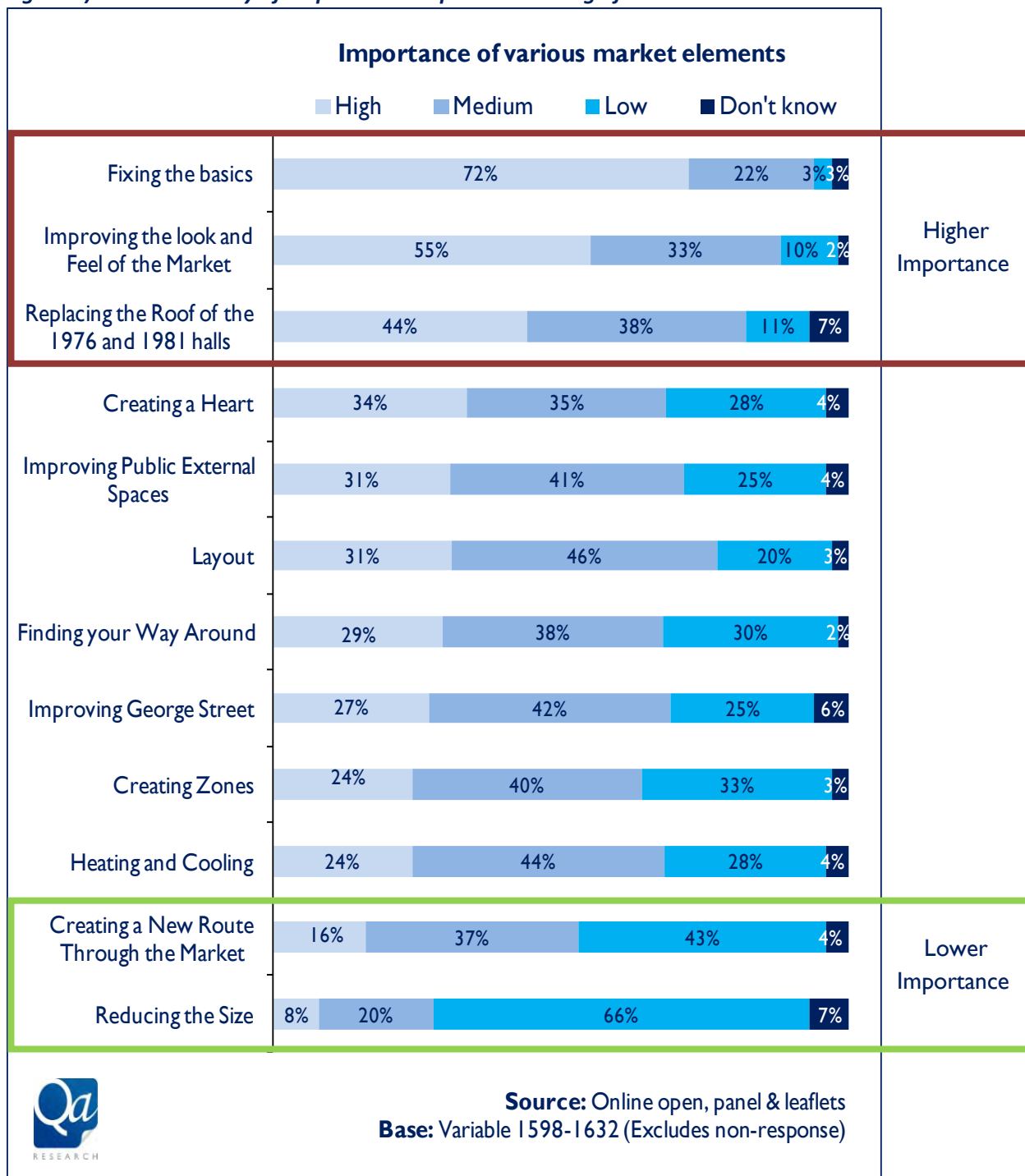
During the first engagement exercise with market users, traders and members of the public a number of elements were mentioned as priorities for improvement within the Market. Broad factors such as the cleanliness of the market, its overall appearance and the rationality of the market layout were mentioned by many individuals as areas in need of improvement. More specific issues such as signposting, air conditioning and provision of open spaces for sitting, eating and entertaining were also mentioned.

During the feasibility study the findings of the stage one engagement process were combined with other information and contextual considerations. This included a condition survey of the Market undertaken in 2010, the overarching need to improve income from the market, and the need to capitalise upon developments elsewhere and the opportunities they present (such as the Eastgate Quarters shopping and leisure development).

Following this feasibility study, twelve elements were identified that could resolve the various issues with the market and contribute towards the Councils vision for the Market in the future. These elements were then put to users of the Market and the general public as part of the stage 2 engagement. A detailed description of each of these elements, alongside the reasons for the focus on them, can be found in 'The Future of Kirkgate Market' document in the appendix of this report.

The following chart demonstrates respondents' ratings of each of these elements. Respondents could rate the importance of these elements on a three point scale: High, medium and low. The boxes indicate those elements where high importance ratings were significantly higher than low importance ratings, and vice versa:

Figure 2). Summary of respondents importance rating of various market elements



The element selected most often as being of 'high' importance to the improvement of the market was 'fixing the basics', selected by 72% of all respondents. Only 3% of respondents felt that this element was of 'low' importance. Just over half of all respondents (55%) indicated that 'Improving the look and feel of the market' was of 'high' importance.

The lowest importance ratings were given to 'Reducing the size' of the market, with two thirds (66%) of respondents indicating that this element was of low importance. This was the only element where the proportion of respondents rating importance as 'low' was greater than the combined proportion of those rating importance as 'high' or 'medium'.

'Creating a new route through the market' was also deemed to be of lesser importance to many respondents, with 43% rating this as an element of 'low' importance for improvement. Although other factors relating to the organisation of the Market, such as the 'Layout' and 'Creating a Heart' were deemed as of 'high' or 'medium' importance by the majority of respondents (77% and 69% respectively).

Some of additional responses received via email, provided a level of substance to these responses.

There were some strong views, whether or not the market should be reduced in size, with a number of respondents specifically against a reduction in the market size. Although many respondents recognised the need to reduce the number of empty stalls, there was a worry that downsizing could reduce its value to elements of the community it serves best:

'I am strongly opposed to reducing the size of the market, which will damage it as a vital community asset. It should be run by and for the community for the benefit of all. In times of austerity and financial hardship, the market is ever more important and should be protected rather than downsized. Leeds has enough commercial shopping centres seeking short-term financial gain. The market is a unique and treasured community hub which should be protected in the long-term. Leeds City Council should be proud of Kirkgate Market and rethink any plans it has to commercialise it'

There was a concern that any developments should be undertaken in a cost effective manner, taking into account of any medium term ambitions for future development. For instance, one stakeholder mentioned the following:

'[Need to ensure] ensure that any expenditure on the "basics" is not wasted – all of these are important but they need to be looked at individually, e.g. there is no point in improving the toilets if these are [then] to be moved in order to implement other elements'

One groups of stakeholder made the point that the internal developments that take place may have the results of effectively reducing the internal space for traders, without resorting to the need to make costly structural changes:

'We feel that the cost of reworking the existing roofs and walls to remove one or more bays would be far more expensive than simply carrying out a repair of the coverings. In any case removing stalls to create a route through the market and/or a new heart, which we believe has merit, would have the effect of a 15% reduction in trading space, removing many of the vacant stalls which are so depressing whilst allowing for new traders to open up'

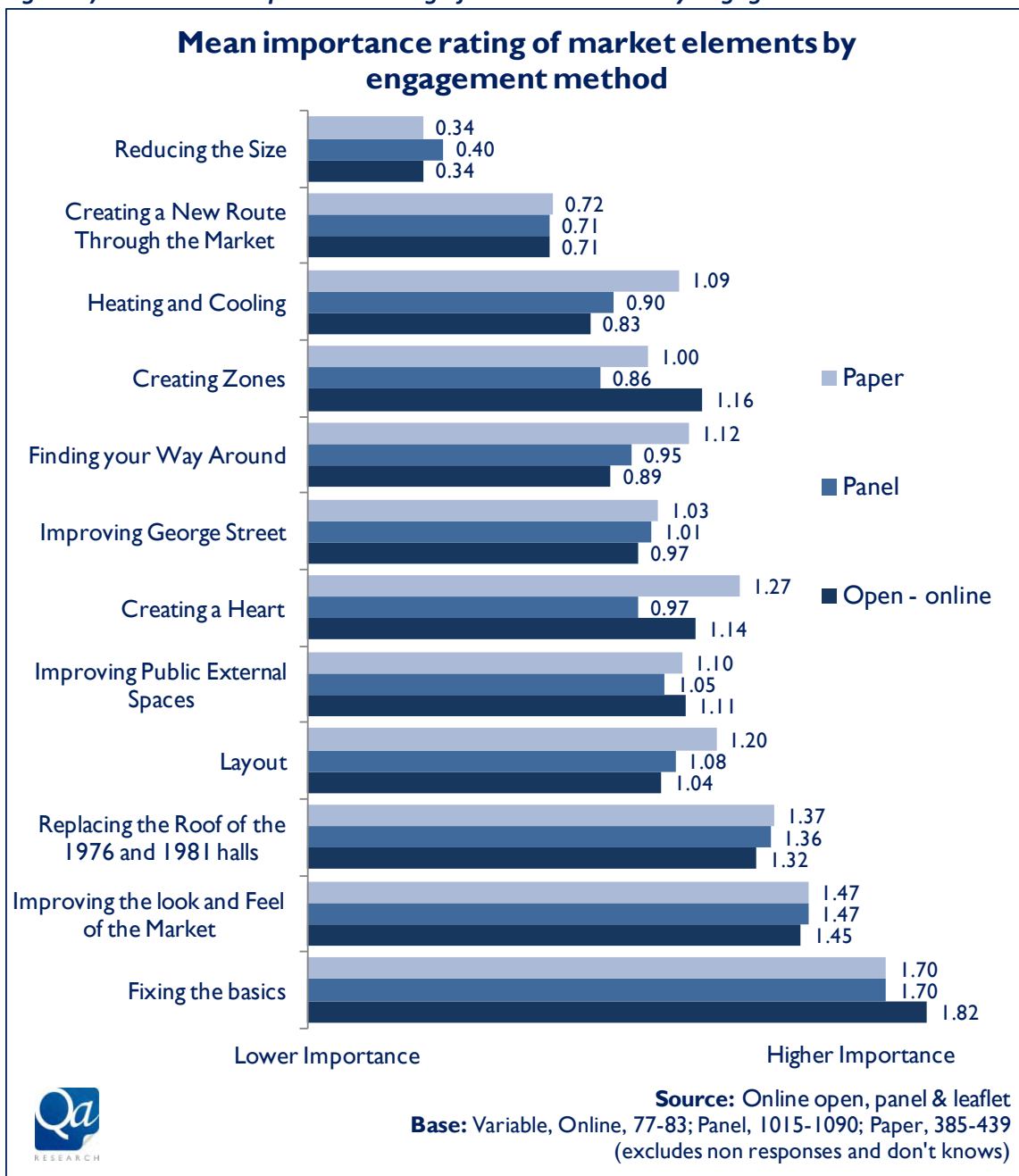
The cultural and historical importance of the market and its building was emphasised by a number of stakeholder groups, who felt that any developments that do take place need to protect and maintain the building architectural significance.

'As a grade I listed building, Kirkgate Market is of exceptional interest and international importance. Only 2.5% of the nation's listed buildings are Grade I Listed and Kirkgate Market is particularly significant because of the high evidential and aesthetic value of its design, detailing and the use of local Burmantofts faience ceramics. It has great historical value because of its associations with the development of the Victorian city centre, and in addition, it makes a very positive contribution to the townscape quality of this part of Leeds'

Many other comments have been incorporated into the final section of this report, as they relate to individual's preferences for the continued management of the market.

Care does need to be taken when interpreting the previous results shown in figure 2, as there are generally informed by panel respondents whose views may not necessarily be the same as those contributing via the self-completion option. Those completing via the self completion option of the questionnaire leaflet or open access online survey, may exhibit stronger views in relation to the market, prompting them to take part in the consultation. Whilst the same could also be said of panellists, given that these individuals are accustomed to completing surveys on a variety of subjects, it might be assume that their views in relation to the market are less polarised. The following chart explores the differences in response between the various ways in which individuals took part in the survey. The importance ratings are highlighted as a mean score between 0 and 2 (where low importance is rated as 0; medium, 1; and high, 2):

Figure 3). *Mean importance rating of market elements by engagement method*



In general the ratings were fairly similar between the various response types, although individuals responding via the paper surveys were significantly more likely to rate 'creating a heart', 'heating

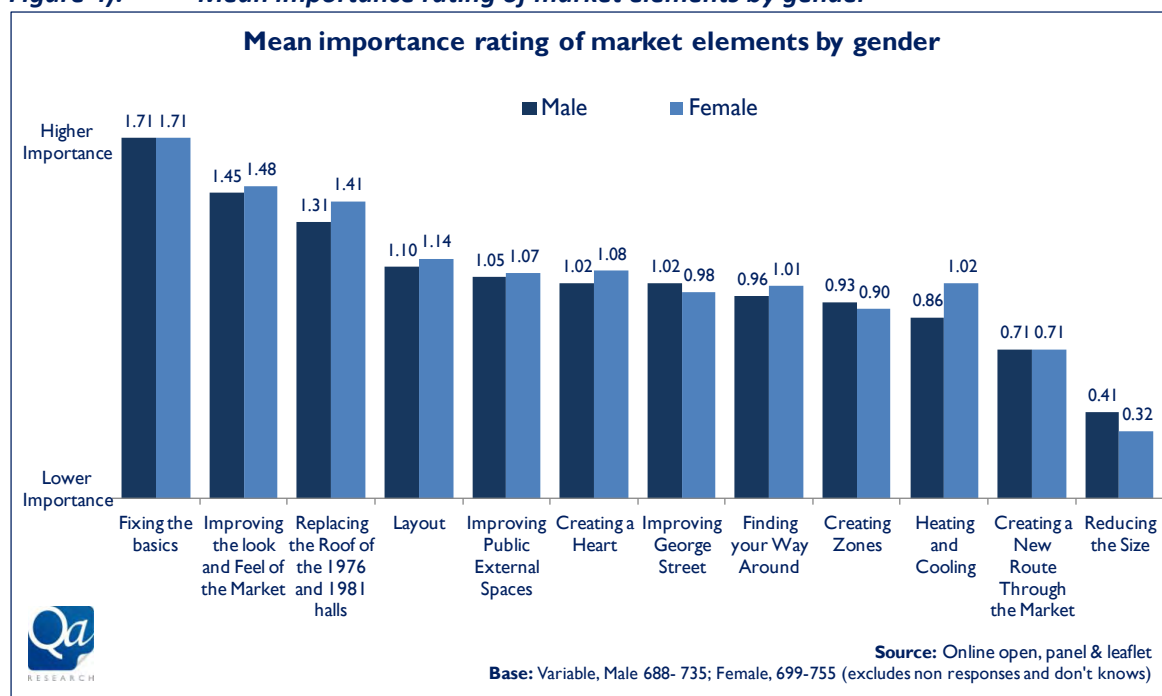
and cooling’ and ‘finding your way around’ as more important than the other respondent types (mean scores of 1.27, 1.09 and 1.12 respectively)

Demographic differences

The following charts are similar, however they demonstrate the breakdown between respondents with differing demographic characteristics. Generally speaking there were no major difference in importance ratings between the various demographic groups, and certainly no differences large enough to engender the particular alienation of any one group should one element be prioritised over another.

The following chart compares the importance ratings given to the various elements of the market improvement between male and female respondents:

Figure 4). *Mean importance rating of market elements by gender*

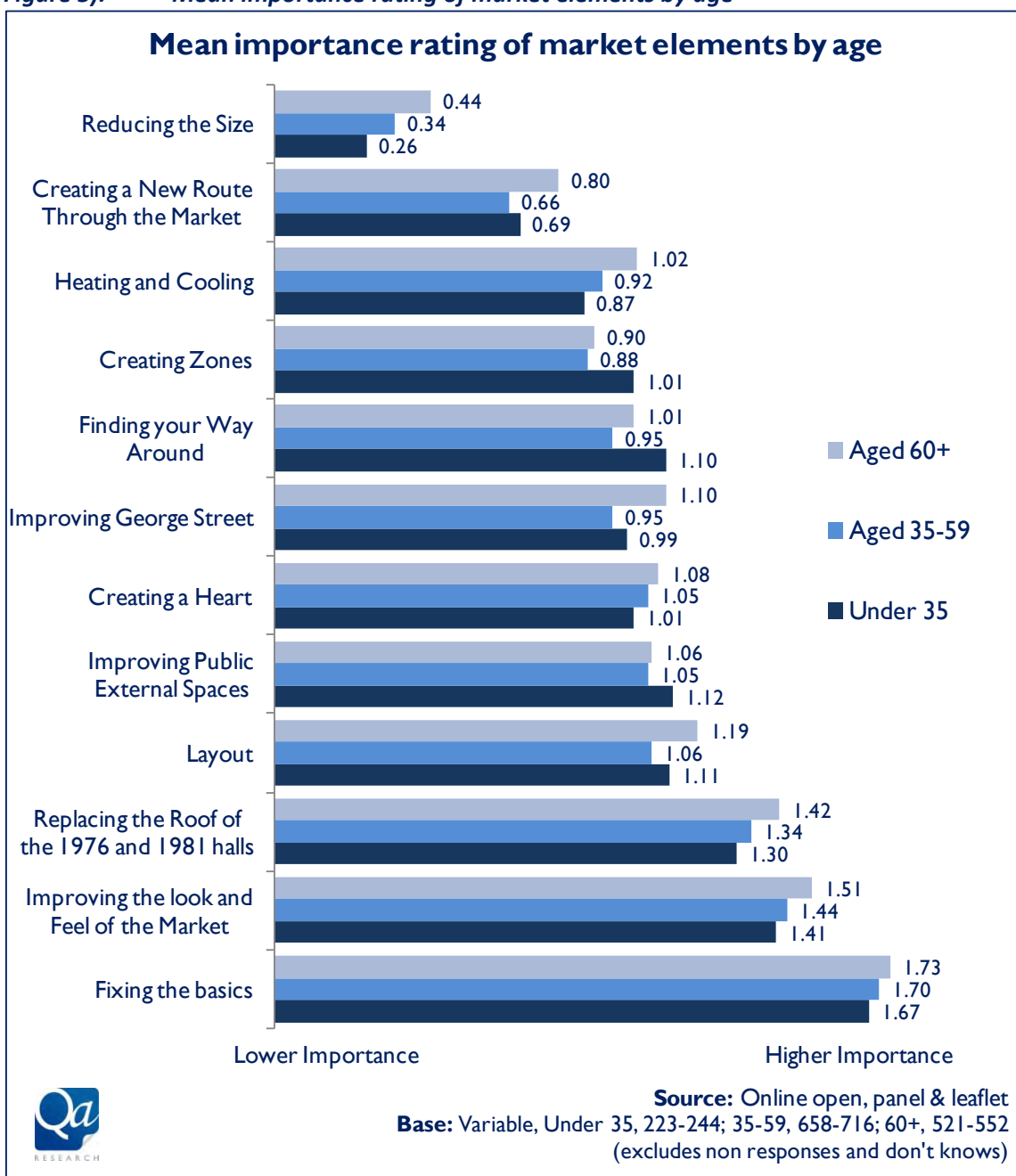


Generally there was little difference in ratings between respondents of different genders. Females were slightly more likely than males to feel that ‘heating and cooling’ were important (average rating of 1.02 compared to 0.86 among males) as well as ‘creating a heart’ (1.08 compared to 1.02) and ‘replacing the roof’ (1.41 compared to 1.31).

Males were more likely to indicate that ‘reducing the size’ of the market was important than females (0.41 to 0.32), although the majority of males (64%, excluding non responders) still rated this element as ‘low’ importance.

Comparisons were also made between respondents of differing age groups. As the following chart demonstrates, similar to gender differences, there was generally little difference in responses between the various age groups.

Figure 5). Mean importance rating of market elements by age

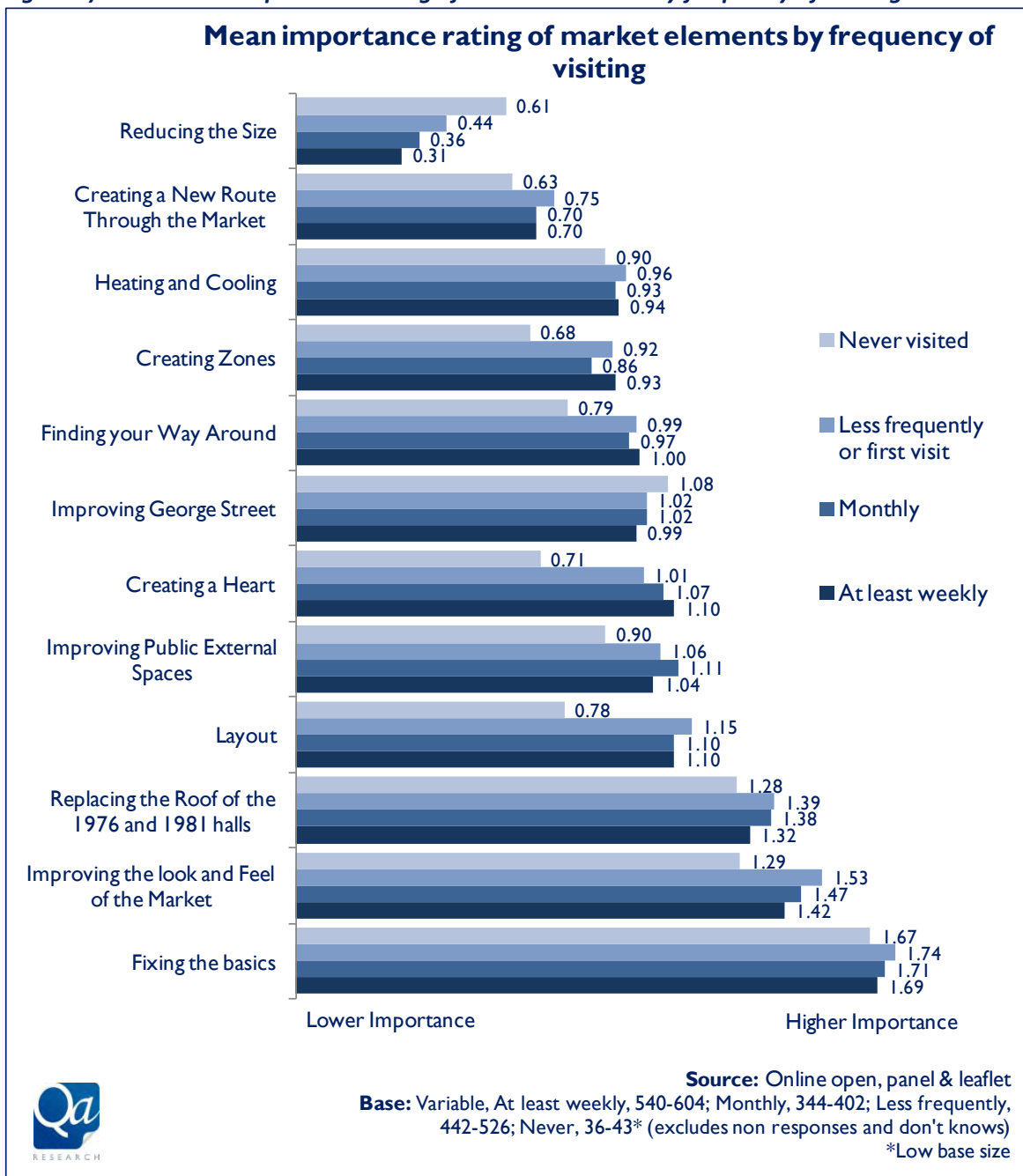


There was some evidence that as respondents' age increased so did the importance rating given to a number of the market elements. This was particularly apparent for 'heating and cooling', 'reducing the size of the market', 'replacing the roof', 'fixing the basics' and improving the look and feel of the market'.

The youngest respondents (aged under 35) were those most likely to rate 'finding your way around', 'creating zones' and 'improving public external spaces' as being important.

Respondents also provided details on how frequently they visited the market. The ratings for each element are broken down on the basis of respondent's frequency of visiting:

Figure 6). Mean importance rating of market elements by frequency of visiting the market



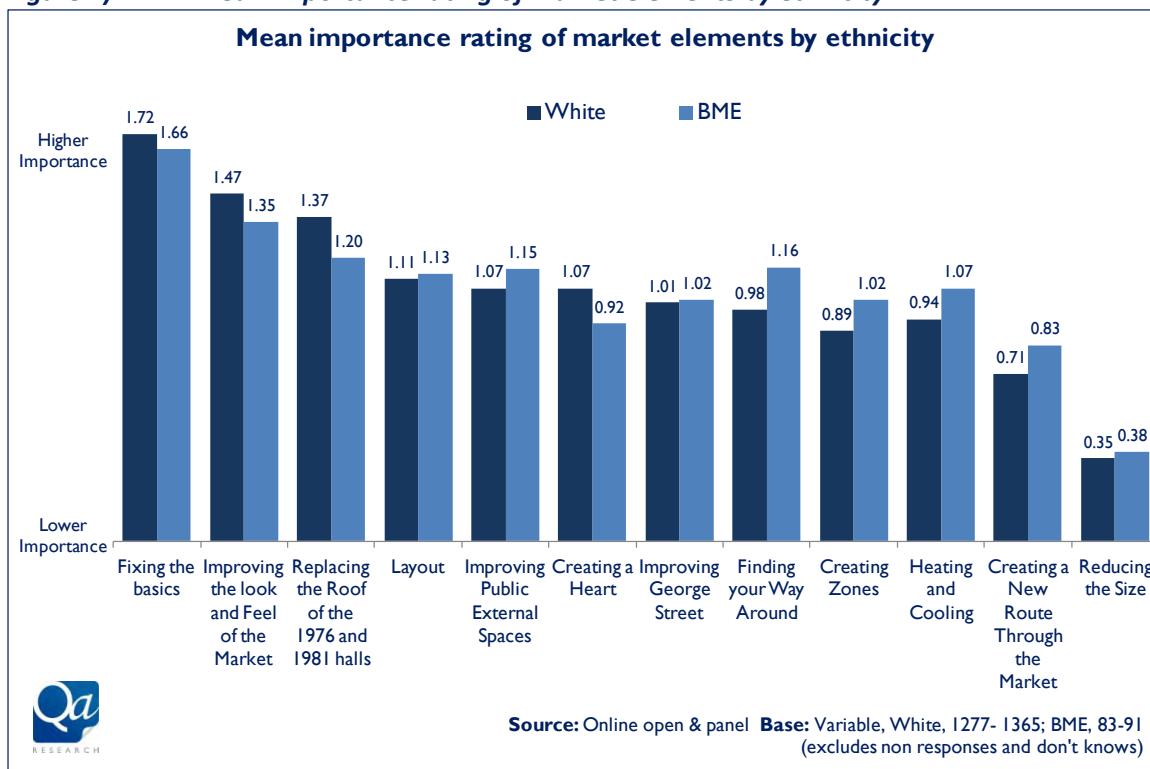
Again, there was relatively little difference between the ratings given by the various groups. Those that never visited the market had a tendency to provide lower importance ratings than respondents who visited more frequently. It might be expected that these respondents were more ambivalent toward developments as their usage was non-existent, however given the low base size associated with those who never visited the market (36-43), this result should be interpreted with caution.

Apart from the differences between those who never visit the market and all other respondents, there were relatively few differences between the different groups. Less frequent visitors were more likely to consider 'reducing the size' and 'improving the look and feel' as being important

compared to more frequent visitors, potentially suggesting that these elements might be important when looking to attract more users to the market. The most regular visitors (those visiting on at least a weekly basis) were more likely to suggest the need to ‘create a heart’ as being a high priority (1.10).

There were a number of differences in responses between white respondents and those from black and minority ethnic groups:

Figure 7). Mean importance rating of market elements by ethnicity

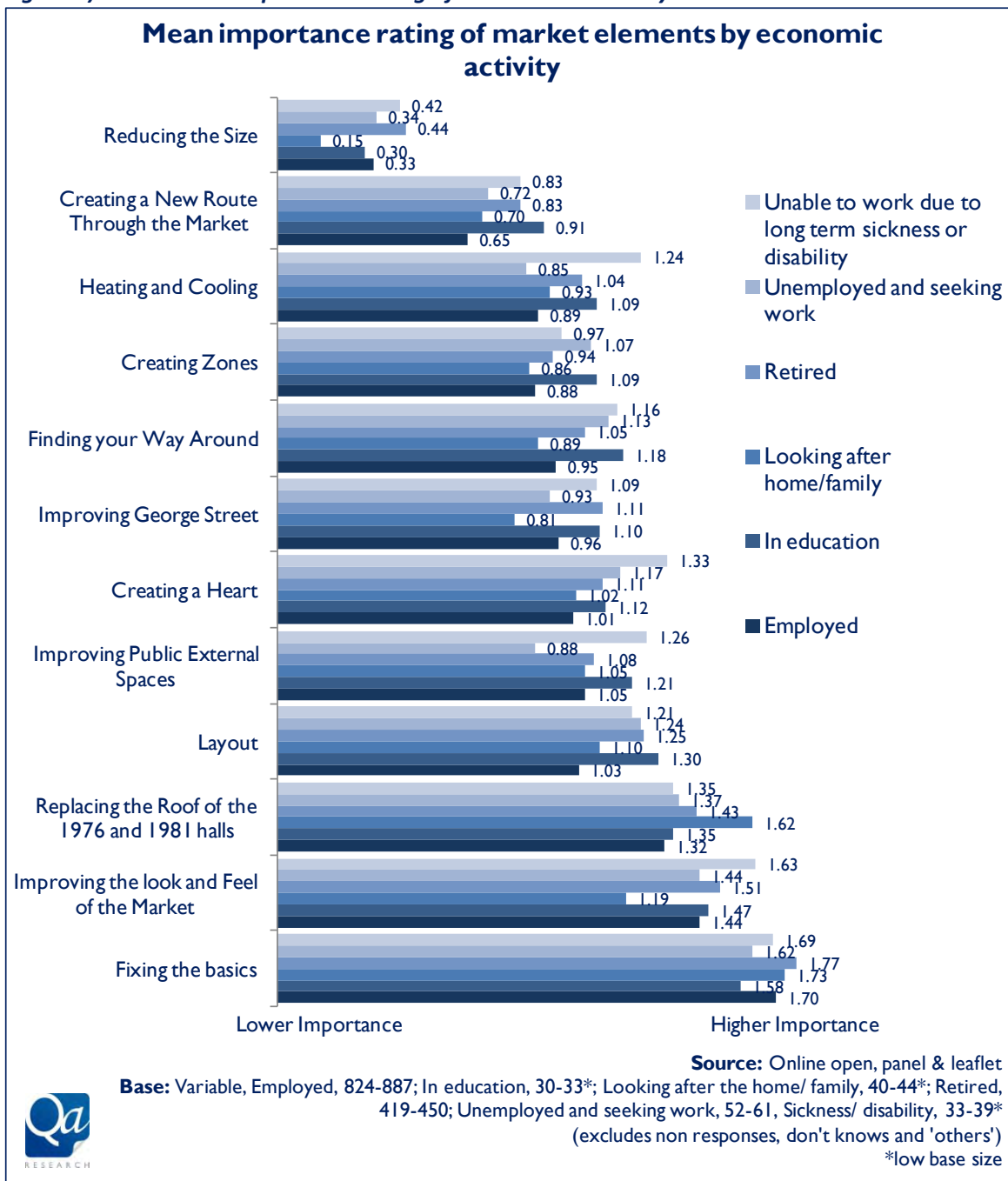


Respondents from black and minority ethnic groups were significantly less likely to consider ‘fixing the basics’ and ‘creating a heart’ as important (1.66 and 0.92 respectively) as white respondents. Conversely, respondents from BME groups were more likely to wish to see improvements in terms of being able to navigate the market so factors such as ‘find your way around’ (1.16), ‘creating zones’ (1.02) and ‘creating a new route through the middle’ (0.83) were more likely to be mentioned as important by this demographic group, in addition to the ‘heating and cooling’ (1.07). Although these differences were statistically significant, care does need to be taken when interpreting the findings as the base size for BME respondents was relatively low.

There was little difference in responses between those individuals who indicated they had a limiting health condition or disability and those that did not. However disabled respondents were more likely than non disabled respondents to rate ‘creating a new route through the market’ as being important (0.81 to 0.70); however this difference was not significant.

The final comparison to be made concerns the economic status of respondents. The following chart demonstrates the results.

Figure 8). Mean importance rating of market elements by economic status



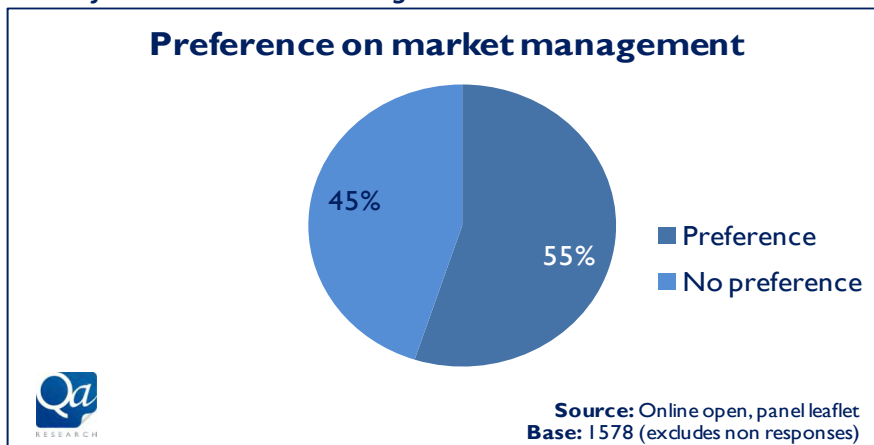
Whilst there were a number of significant differences between the various groups, these differences did not appear to follow any discernible pattern. Care needs to be taken when interpreting these results given the low base sizes associated with certain economic activity groupings.

4.3 Market management preference

The final section explores respondents' preferences for the future management of the market.

Initially the following question was posed to respondents 'do you have a preference on how the market is managed?' The following chart demonstrates the overall results:

Figure 9). Preference on market management



Just over half of respondents (55%) had a preference for how the market should be managed in the future, whilst 45% did not.

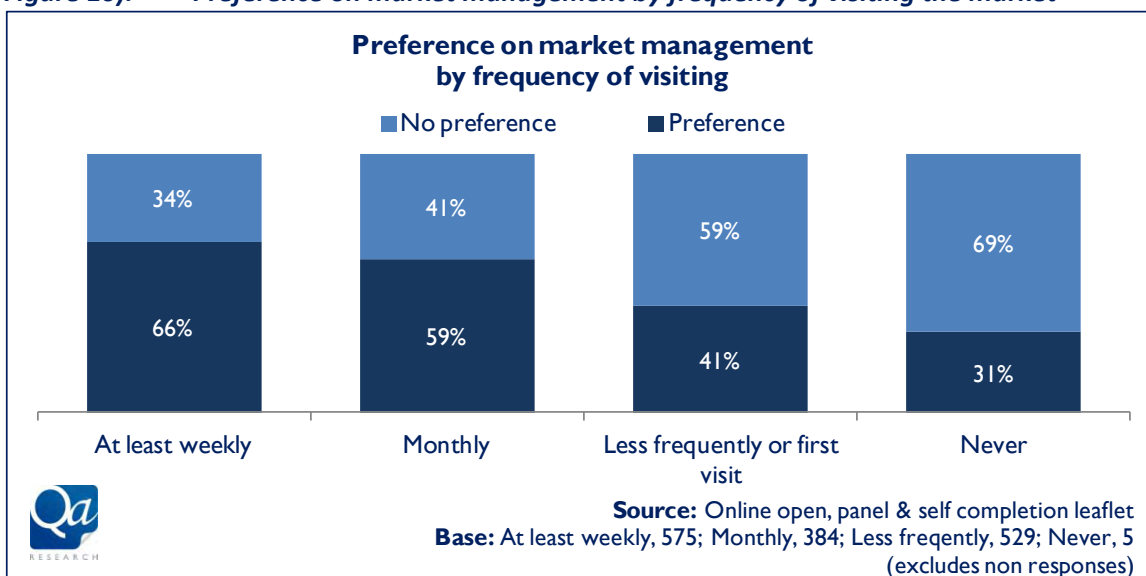
Demographic differences

There were no differences between males and females in terms of the proportions of respondents who had a preference on how the market should be managed, with a similar lack of difference between those respondents with limiting health conditions and those without.

However, white respondents were significantly more likely than respondents from black and minority ethnic groups to indicate a preference for the future management of the market (56% to 42%).

When breaking down responses to this question on the basis of how frequently respondents were visiting the market, there was also significant trend, as shown on the following chart:

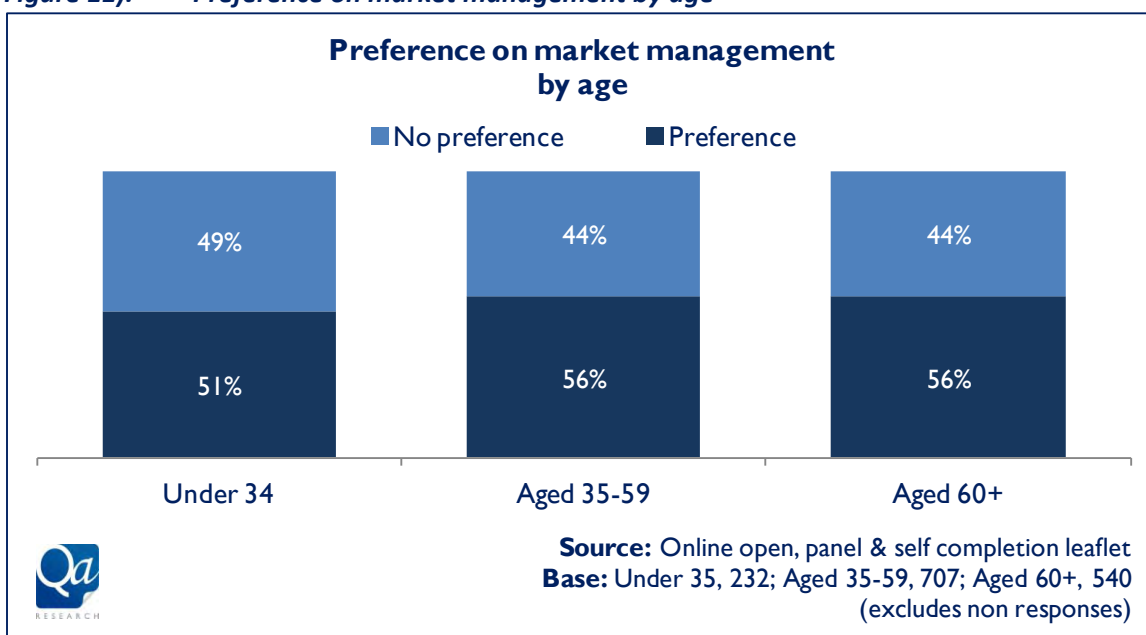
Figure 10). Preference on market management by frequency of visiting the market



As respondent's frequency of using the market increases, so does the proportion of individuals who have preference for how the market is managed. Among those who have never visited the market, just under a third of respondents (31%) indicated that they had a preference for how the market is managed, this compared to two thirds (66%) of those respondents who visit the market at least once a week. It is perhaps unsurprising that the biggest users of the market have the strongest feelings about how the market should be managed into the future.

There was little difference in preference by respondent's age group, as the following chart demonstrates:

Figure 11). Preference on market management by age



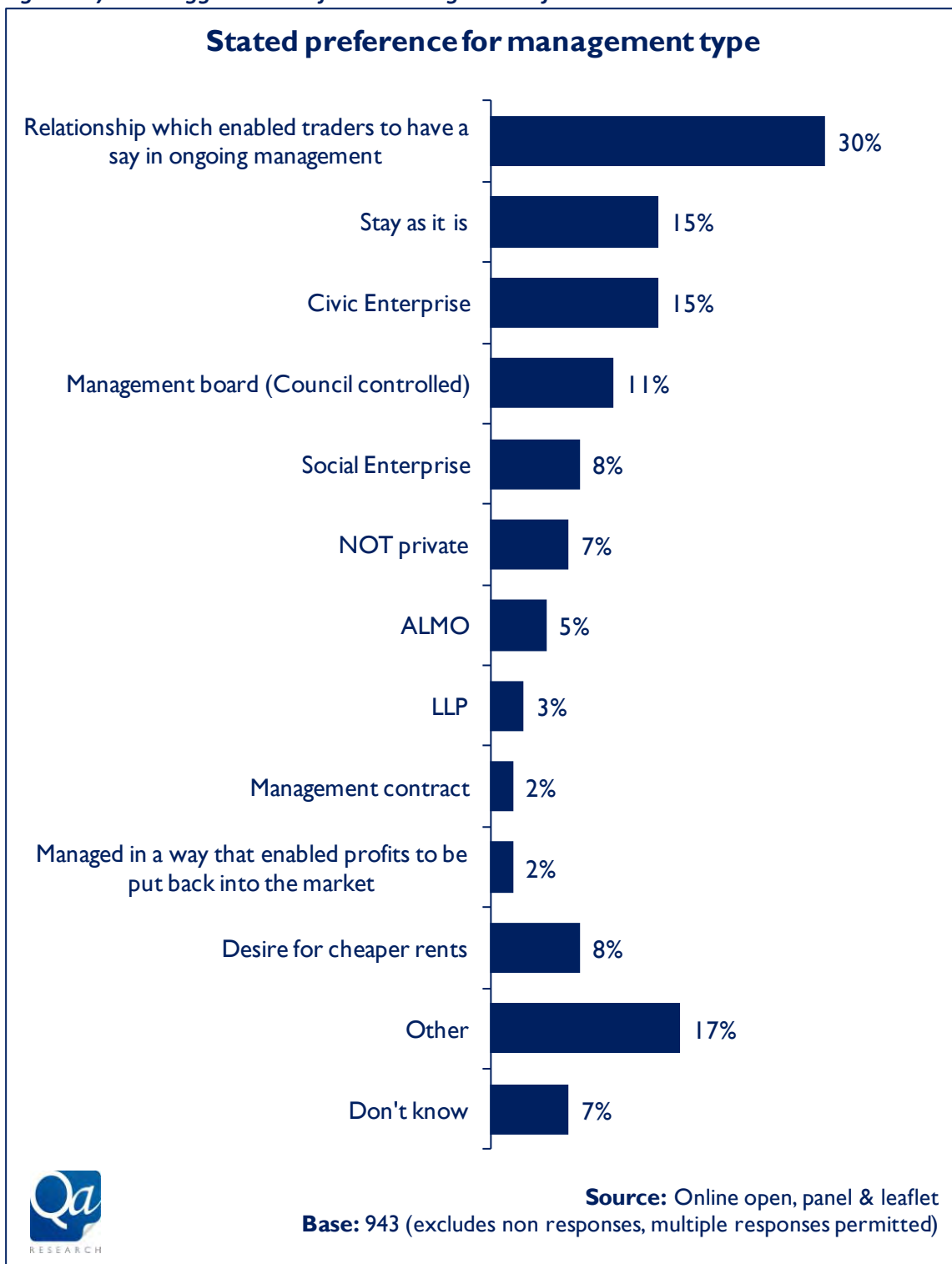
The youngest respondents (those aged under 35) were slightly less likely (51%) to indicate they had a preference for future market management than older respondents.

Given that BME respondents were more likely to be from the youngest age group than white respondents (38% of BME respondents were aged under 35 compared to 14% of white respondents), this might in part explain some of the variation in preference levels seen between white and BME groups.

The survey provided respondents who had a preference on how the market is managed with the opportunity to give an open comment on the management structure they would like to see.

The engagement document 'The Future of Kirkgate Market' provided details on the various options available for the future management of the market. Response responses have been grouped into the categories provided in the document, together with additional, more generic comments from individuals which related more to the priorities for whatever future management structure is put in place.

Figure 12). *Suggestions on future management of the market*



The overarching trends in individuals' responses were generally for the increased involvement of traders in any future management of the market. A third (30%) of respondents specifically mentioned the need for increased trader involvement in management decisions.

'[Needs] a mechanism whereby the traders have some influence over their livelihood. The mismanagement of the market by LCC has crippled many traders. The market is a huge resource in terms of incubating enterprise and providing low cost alternatives to the high street. A misguided private enterprise or poor local authority management should not be the only option. Social enterprise or cooperative management where the traders are valued and considered should be the way forwards'

'Give stallholders a place on the management team, the future of the market has to be with the council/market managers working with/alongside the stall holders to become a single cohesive team, pushing forward the market and looking after the best interests of the market and stallholders, this in turn will give the citizens of Leeds and visitors a market to be proud of and enjoyable to shop in'

Around a seventh (15%) of respondents mentioned a desire to see continued Council involvement and therefore wished to keep the current management arrangements, although for many of these people, this was mentioned alongside increased involvement of traders, market staff and members of the public, and in preference to any private involvement in the management of the market;

'From an admin point of view, this should be the responsibility of the local authority with input from the Market Traders representatives. All financial decisions to be made by the local authority. Wherever possible, and practical, public users of the market to be given the chance to be given a chance to have some input'

'Either keep it in council management or as a social enterprise but not a private company'

'The market should be managed by Leeds City Council for the people of Leeds and visitors from across the country'

Among those 11% of respondents who mentioned the management board as their preferred option, the desire to retain Council control, but marry this with trader expertise, was often driving the selection of this approach:

'Appoint a Management Board to retain Council control but ensure traders and users are leading on the future of the market'

'Option 2 [in 'the future of Kirkgate Market' document] - Council Management Board which will bring in the traders and retail expertise as well as keeping the current skills and experience of the council markets management'

However, the importance of 'independent' input into the management of the market was also mentioned by a number of respondents, opting for the management board approach:

'Having it managed by the Council but with a management board in place sounds like a sensible solution - it would provide additional expertise, and have trader and public representation to make sure that the views of traders and shoppers are continually reflected in discussion. The other options sound either costly, complex or both. Private options sound less attractive to me - part of the market's character is the fact that it is 'owned' by the city of Leeds, and run by and for the city of Leeds'

'Managed by the Council but a management board is put in place and the operational budget ring-fenced. The board would include independent (with commercial experience), Councillor, Council Officer, trader and public representation'

'I think it should be run by the Council but with the aid of a Management Board however the Board should include someone from the private sector with retail experience on a large scale'

Similarly to the feedback regarding the management board option, comments relating to a civic enterprise (desired by 15% of respondents) reveal it was often seen as way of increasing trader involvement with management decisions:

'I prefer either the Civic or Social Enterprise options. Giving the traders a significant stake in the market would help them to prioritise and manage the quality and maintenance of the market, and to respond to the feedback from customers at their own stalls regarding all of the issues raised in the survey, but especially layout and organisation'

Many of these specific options were mentioned with the explicit aim of preventing the management of the market falling into the hands of private companies. Indeed, 7% of respondents specifically mentioned their desire to see no private companies allowed to take over the market. The 'corn exchange' was often cited by respondents as a concern of what could happen to Kirkgate market should private companies become heavily involved in the management:

'I have a strong preference for the traders taking more responsibility and control of the market. A social enterprise or civic enterprise sounds very good. Please, please, please do not privatise the market. It'll end in an even worse disaster the Corn Exchange debacle'

'I don't want it being run solely or partially by a private company. Time after time we see private companies creaming off profits from public sector contracts only for the taxpayer to pick up the bill when things go wrong'

Linked to this just 2% of respondents mentioned a desire to see a management contract put in place with a similar number 3% wishing to see a Limited Liability Partnership put in place.

A number of respondents implied that any future management needs to be inclusive of the various stakeholder groups that are involved in the market:

'It needs to be efficient, balancing the interests of stallholders and customers

'[It has to be] inclusive with stall holders having a regular say'

'[Needs] a collective approach which includes market traders, councillors and local business people'

The 'other' category mainly consists of responses that were not suggestions on specific management arrangements but rather areas of priority for any new management structure to focus on when overseeing the market in the future. These suggestions generally focused on ensuring that the market is maintained with the following aims in mind and aligned reasonably consistently with many of the priorities mentioned in the stage one consultation, namely:

- Improving access, appearance, cleanliness and appearance of the market;
- Maintaining the market as provider of low cost, diverse produce;
- Resisting gentrification;
- Attracting new store holders;
- Increasing the diversity of quality produce (reducing the number of phone shops was often mentioned).

Demographic differences

There were a limited number of significant demographic differences on preference on the future management of the market. The main differences are highlighted as follows;

- Males were more likely than females to feel a management contract was most appropriate (3% to 1%).
- BME respondents were significantly less likely to feel that a Civic Enterprise approach was the best way to manage the Market in the future, compared to white respondents (4% to 15%)
- Those aged under 35 (34%) were most likely to say the market should be 'managed to give traders a say' compared to those aged over 60 (28%).
- Those in the 60+ age group were more likely than those aged 35-59 to comment that an 'LLP' approach is desirable (4% to 1%).

When breaking down responses on the basis of how frequently respondents were visiting the market, some differences occur.

- Those visiting the market at least weekly were most likely to be in favour of continued council management (20%) and a general desire for cheaper rents (10%).

5. Conclusions & Summary

- The biggest priorities for improvement are:
 - Fixing the basics;
 - Improving the look and feel of the market;
 - Replacing the roofs of the 1981 and 1976 halls
- In focusing on the first two elements respondents generally appeared to be referring to the need to improve the cleanliness, appearance and signage of the market, with a need to increase the diversity of the stalls and remove the number of empty stalls.
- It is worth bearing in mind that the two elements rated as most important were both fairly general, and this may in part explain their relatively high importance rating. One individual's perception of what constitutes 'fixing the basics' may not necessarily involve the same changes as those envisioned by another individual.
- Whilst there were a number of options which were seen as relatively less important, such as creating zones, the heating and cooling system and creating a new route through the market, it was only the option of reducing the sign where the number of individuals rating the importance as 'low' outweighed those providing a 'high' or 'medium' rating. Most of the elements were of at least 'medium' importance to the majority of respondents.
- There were relatively few demographic differences in response. Most groups of respondents were similarly orientated in terms of rating the importance of developing the various market elements.
- Just over half of all the respondents included in the study indicated they had a preference for the ongoing management of the market. Heavy users of the market were most likely to express a preference.
- The general overriding viewpoints were for ongoing management focused on increased involvement by stakeholders in the continued running and management of the market, a resistance against private ownership, and the continued involvement of the Council in the management of the market in some form or another.
- The specific approaches to future management mentioned most often by respondents were a preference for continuation of the current management arrangements (i.e. Council led) Civic Enterprise or a Management Board.
- The need to bring in external expertise was mentioned, particularly by those respondents who felt that there was a need to maximise the value that Leeds City Council get from the market, however most of these respondents maintained the need to ensure that any profit made from the market should be re-invested in continued market development.

6. Appendix

6.1 Questionnaire used

Experience
Leeds Markets www.leedsmarkets.co.uk/strategy



Let us have your views on the future of Leeds Kirkgate Market

In April to July this year the Council, together with our consultants NPS Group, asked a wide range of people and organisations for their views on how the Council should invest money and resources to improve Kirkgate Market. Over 3000 people responded.

These views have now been considered and we now need you to let us know what you think to the ideas that have been developed before a decision is made by Executive Board in early 2013.

You can give your views now in the comments form overleaf then, simply place in the comments box.

How important is each element?

1) Fixing the Basics	High	Medium	Low	Don't know
2) Replace the Roof of the 1976 and 1981 halls	High	Medium	Low	Don't know
3) Heating and Cooling	High	Medium	Low	Don't know
4) Finding your Way Around	High	Medium	Low	Don't know
5) Creating Zones	High	Medium	Low	Don't know
6) Creating a Heart	High	Medium	Low	Don't know
7) Creating a New Route Through the Market	High	Medium	Low	Don't know
8) Layout	High	Medium	Low	Don't know
9) Improving the Look and Feel of the Market	High	Medium	Low	Don't know
10) Reducing the Size	High	Medium	Low	Don't know
11) Improving George Street	High	Medium	Low	Don't know
12) Improving Public External Spaces	High	Medium	Low	Don't know

How often do you visit / are you in Kirkgate Market?

First Visit Daily Weekly Monthly Less frequently Never

Do you have a preference on how the market is managed? Yes / No

If yes (please write in)

.....
.....
.....

Disability:

Do you have any long-term illness, health problem or disability that limits your daily activities?

Yes No

If Yes how would you describe your type of impairment? (Tick all that apply to you)

- Physical impairment (such as using a wheelchair to get around and/or difficulty using your arms)
- Sensory impairment (such as having a visual or hearing impairment)
- Mental health condition (such as depression or schizophrenia)
- Learning disability (such as Down's syndrome or dyslexia) or cognitive impairment (such as autism or head-injury)
- Long-standing illness or health condition (such as cancer, diabetes, chronic heart disease, or epilepsy)

Leeds City Council will keep your information safe in line with the Data Protection Act. Your contact details and personal information will be held securely by Leeds City Council and will not be shared with other organisations, unless required to do so by law. Any data shared with the NPS Group will not be personally identifiable.

If you have more comments than you can fit on this form please contact us on:
www.leedsmarkets.co.uk/strategy
strategy@leedsmarkets.co.uk
0113 214 5162
@LeedsMarkets
www.facebook.com/LeedsMarkets

If you need support in understanding this document or require large print, Braille, audio CD or tape please contact us on 0113 2222 44 or email strategy@leedsmarkets.co.uk and we will discuss your needs. Office opening times Monday - Friday 8am- 6pm.

6.2 'The Future of Kirkgate Market' report

The Future of Kirkgate Market



Please let us know what you think

www.leedsmarkets.co.uk/strategy



Introduction

WHAT IS THIS ABOUT?

In April to July this year the Council, together with our consultants NPS Group, asked a wide range of people and organisations for their views on how the Council should invest money and resources to improve Kirkgate Market. Over 3000 people responded.

These views have now been considered and we now need you to let us know what you think to the ideas that have been developed.

VISION FOR KIRKGATE MARKET

The Council have a vision for Kirkgate Market to be the best market in the UK:

- Highly successful, profitable and sustainable;
- A centre for excellence for independent retailers and entrepreneurs; and
- A top destination for residents and tourists.

BACKGROUND

In February this year the Executive Board considered a report on the future of Kirkgate Market. They approved the following recommendations to:

- Reaffirm their commitment to ensure a sustainable future for Kirkgate Market;
- Retain the open market adjacent to the indoor market;
- Explore the advantages and disadvantages of possible future management models for the market; and
- Carry out a feasibility study to consider how the market could be redeveloped and refurbished and advise Executive Board on the scope, scale and financial implications of these.

Draft outcomes are now available so we would now like to receive your feedback on both the outcomes of the feasibility study and the possible future options as to how the market is managed.



TELL US WHAT YOU THINK

Visit www.leedsmarkets.co.uk/strategy or fill in one of the feedback forms and hand it in at either Unit 8 in the 1976 Hall, the Kirkgate Market Information Centre, at a Library or at a One Stop Shop.

You can visit us in the market – Unit 8 in the 1976 Hall

Any feedback forms need to be returned by **Friday 14th December 2012**.

NEXT STEPS

These are detailed more later on, but once your feedback has been considered recommendations will be made to the Executive Board in early 2013.

Why Do We Need to Make Changes at Kirkgate Market?

WHY DO ANYTHING AT ALL?

Kirkgate Market is a very important part of the city centre and many people feel passionate about protecting and improving it for the future. As the owners of the market, the Council knows that investment is needed.

The market is currently making a substantial surplus, even though there has been no rent increase since 2005, but without investment the Council will find it harder and harder to maintain the buildings and to attract new businesses and customers, so eventually it may not make a profit at all.

Doing nothing is not an option.

Some changes are needed to make sure the market buildings are up to date and will last many more years, but the main purpose of any changes proposed is to make the market a welcoming and attractive place to work, shop, visit and spend time in.

This means that existing businesses can thrive and expand, and new businesses are attracted to set up in the market, which in turn means there is even more to bring new customers in. There will be fewer empty units and an improvement in both the range and quality of goods and services sold, meaning we can achieve our vision to be the best market in the country.

OPPORTUNITIES

The news that the Eastgate Quarters shopping and leisure development is to go ahead right next door to the market, bringing a potential 10 to 15 million customers per year to the area, means that the Council has to think about how best to attract all those new customers to come and shop at the market as part of their visit to this part of the city.

To do this, we could make improvements to how the market buildings look from George Street by improving entrances and making the market more visible on this frontage.

Any investment the Council makes in the market as a result of the feasibility study must improve the income from the market, for example by making it a more attractive place to set up in business, or improving the value of the asset. This could present some difficult challenges. It is not acceptable to do nothing whilst we wait for the economy to pick up, and sometimes this means doing something now that is undone later down the line. For example, recovering the roof of the 1976 and 1981 halls, which may be changed more dramatically in the future as we continue to upgrade.

WHAT'S WRONG WITH THE MARKET NOW?

The historic front end of the building was built in the Victorian and Edwardian period, and it is protected (Grade 1 listed) to make sure it survives intact. This part of the market is in quite good condition, but some things need updating to make sure it is a safe, welcoming customer environment - now and in the future. For example, there is no proper heating, ventilation or extraction which means it is too hot in summer, too cold in winter, and cooking fumes and smells cannot easily escape, all of which make it less appealing than it should be.

The bottom end of the market consists of two hangar-style buildings put up after the devastating fire of 1975. Whilst the structure of these are sound, the roof covering is past its useful life and leaks, the ceilings are high with a lot of wasted space, it is difficult to regulate the temperature and the halls are unattractive and confusing. In the 1976 hall in particular nearly 30% of stalls are empty, mostly due to poor sightlines, narrow aisles and the lack of variety of stall sizes and shapes, making it harder to let.

There are basic challenges to all areas of the market, such as improving the drainage, repairing cracked or damaged floors, updating the fire detection and prevention systems and improving the lighting. From the comments we have received to date, many of you are concerned about toilets, removal of traders' waste and the general appearance of the internal areas.

A condition survey carried out in 2010 identified around £4.5m worth of work that needs doing now. The Council has committed £800,000 to this already but there is still much to do.



What Have We Done So Far?

FEASIBILITY STUDY

What is the Feasibility Study?

The purpose of the feasibility study is to work out what could be done to improve or change the current market buildings to help achieve the Council's vision for the market. We have considered carefully the condition, suitability and challenges that the buildings and surrounding area present to the success of the market and we have identified ideas as to how these can be improved or resolved. The feasibility study will help the Council to choose the right level of money to invest in the market in a way that helps sustain and support its future for generations to come.

What are the findings from the Feasibility Study So Far?

The feasibility study has identified the key issues with the current market buildings, site and infrastructure that need to be improved, replaced, refurbished or re-built in order to meet the Council's vision for Kirkgate Market.

Twelve elements that could resolve these issues and contribute towards the vision have been developed and are explained in the following pages. Each element could either be delivered independently or in a number of phases, depending on how much funding is available and what the priorities are agreed to be after this feedback process is completed.

In the short term, the Council cannot afford to resolve all of these issues 'in one go' therefore it is important that we know which issues are the most important to tackle first. We need you to help us do this.

When thinking about changes to the market, it is worth remembering that any building works will result in some disruption for both traders and customers, as we need to ensure that the market keeps trading throughout. The outcome will be worth the disruption, however, as it will protect the future of Kirkgate Market for many years to come.

MANAGEMENT OPTIONS

Kirkgate Market will remain in Leeds City Council ownership and remain open and operated as a market. However, the management arrangements for the market need to change. The reasons for this, the options available and the issues to consider are presented in the following pages.

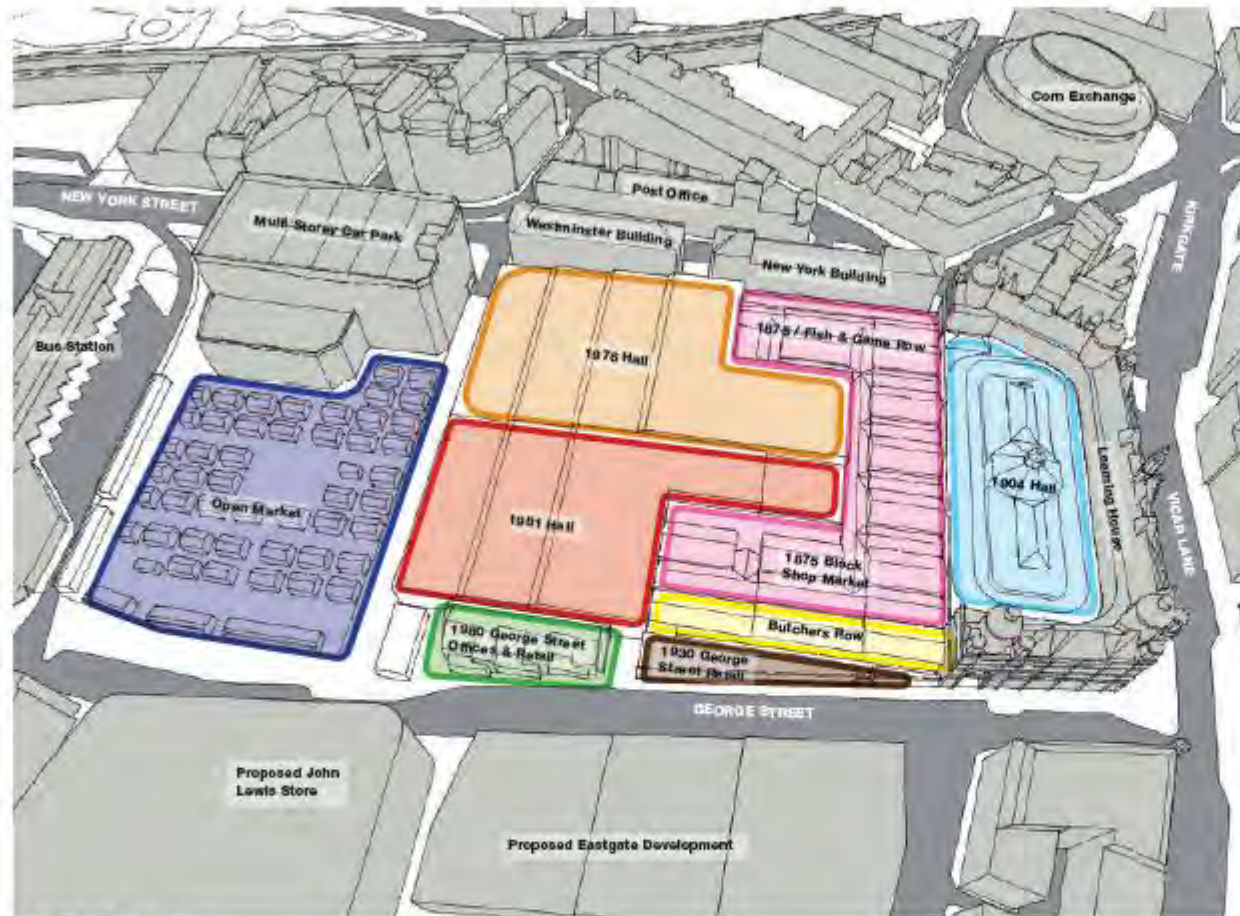
BUSINESS CASE

The market currently makes enough of a surplus to fund an investment of between £4m and £7m, but other elements will need a business case before proceeding.

We are currently considering and developing a business case which will ensure that any investment made in the market infrastructure will help meet the Council's Vision. The business case will provide justification of the desirability, viability and achievability of each element, as over time the Council wants to continue to invest to make Kirkgate Market the best in the country



OVERVIEW OF THE TWELVE ELEMENTS

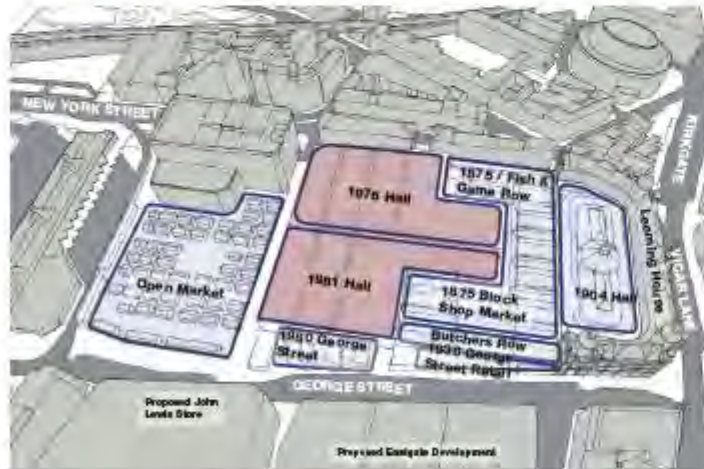
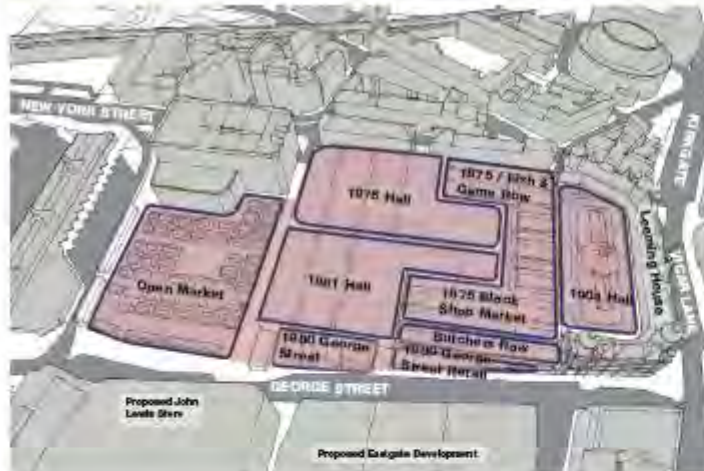


Market as Existing

The Twelve "Elements"

1. Fixing the Basics
2. Replacing the Roof of the 1976 and 1981 Halls
3. Heating and Cooling
4. Finding Your Way Around
5. Creating Zones
6. Creating a Heart
7. Creating a New Route Through the Market
8. Layout
9. Improving the Look and Feel of the Market
10. Reducing the Size
11. Improving George Street
12. Improving Public External Spaces

Elements 1 & 2



1. Fixing the Basics

You said...

The 1976/81 halls detract from the overall appearance of the market. This space should complement the other areas of the market to make it look better.

The history, heritage and appearance of the 1875/1904 buildings are a strong point and need to be protected and made more of to attract visitors.

Rubbish in the aisles, bad smells and dirty toilets make the market unappealing. The toilets need a complete overhaul, including better baby changing areas.

What could this mean?

Recent condition surveys of the building show that, whilst the building meets current health and safety requirements, upgrades of the fire sprinkler system, lighting, drainage, toilets etc. are required together with improvements to services within each of the stalls.

Why?

The market buildings' and stalls should be well maintained, attractive and efficient to run. This requires significant investment and careful planning in order to minimise disruption to businesses and shoppers.

Undertaking these works should make it easier to let and therefore reduce the number of empty stalls and make the market a more welcoming and attractive place that customers will want to come to, and spend time in.

Tenants are responsible for maintaining their own stalls, which can be costly. Through this element we will ease that pressure and ensure that everyone is trading safely.

2. Replacing the Roof of the 1976 and 1981 Halls

You said...

The 1976/81 halls detract from the overall appearance of the market. This space should complement the other areas of the market to make it look better.

What could this mean?

Replacing the covering of the flat roof to the 1976 and 1981 halls, erected after the fire of 1975, by stripping off the existing roof covering and replacing it with a modern material.

This requires a large capital investment, but should last around 25 years and removes the need for costly patch repairs.

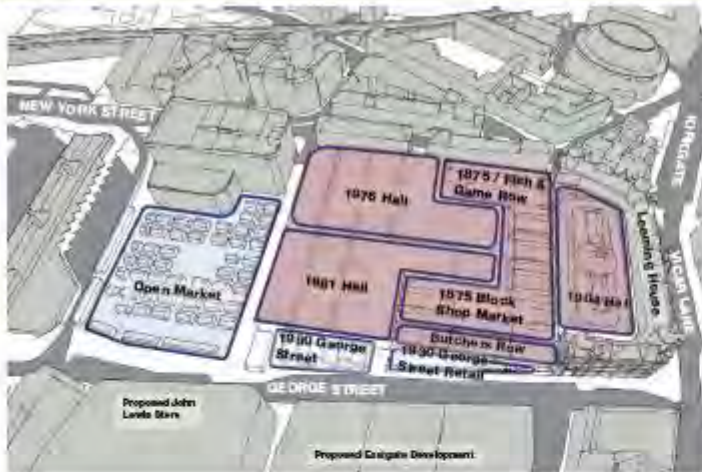
Why?

Whilst the structure of the two halls erected after the 1975 fire is sound with no structural problems, the roof covering is now past its useful life, which means that it leaks in a heavy downpour.

This is a problem for traders whose businesses are affected, and for customers who expect a well maintained, watertight indoor market to shop in.

Replacing the roof will solve this problem and will improve the perception of the market, encouraging more customers and more businesses, especially in the 1976 hall where many of the leaks occur and where currently there are the most vacant stalls.

Elements 3 & 4



3. Heating and Cooling

You said...

The market is too hot in summer and too cold in winter, and some areas smell unpleasant.

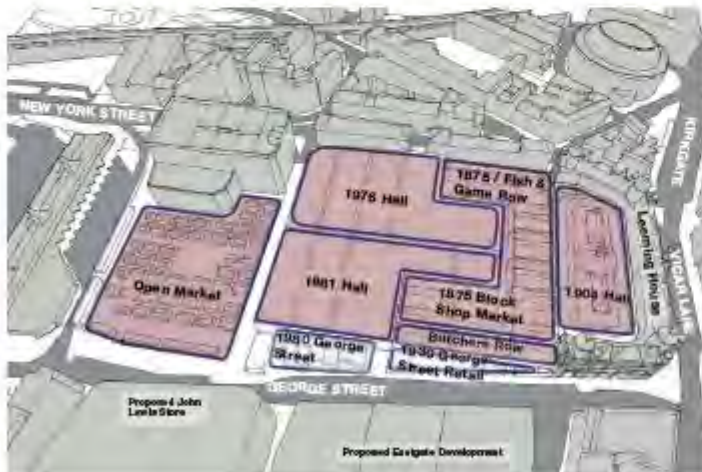
What could this mean?

Introducing a heating and cooling system throughout the market, combined with improvements to the existing ventilation system.

Why?

Because of the size of the building and the number of entrances (16) it is difficult to retain a constant, comfortable temperature in the market without a system to control it. Existing ventilation needs restoring or repairing to ensure odours and excessive heat can escape.

Undertaking these works will make the market a more welcoming and attractive place that will attract more customers who will also spend more time there. It will also provide a more comfortable building for the traders and staff who work there.



4. Finding Your Way Around

You said...

It is not easy for customers to find their way around the market. More / better signs are needed, including maps at entrances and clear directions to the toilets. If this is done alongside changes to the layout it will be easier for customers to find their way around.

Using brighter colours and more open space in and around the entrances would encourage more people to come in.

What could this mean?

Introducing a range of things like display screens advertising events, offers and activities, re-naming the different areas of the market, 'you are here' maps at the entrances, using colours and designs to link areas together or make them easier to find.

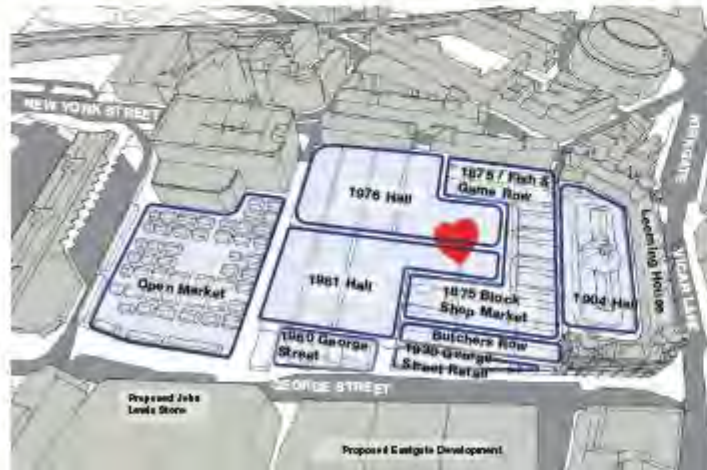
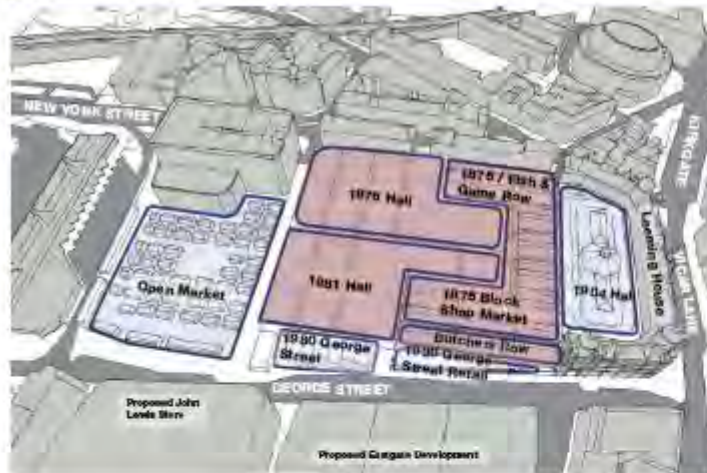
This links with other elements such as "layout" and "improving the look and feel of the market".

Why?

If customers can find their way around they are more likely to visit the stalls that interest them and make repeat visits. If the customer has a pleasant shopping experience they are more likely to visit again and to tell others. This in turn increases footfall which supports businesses in the market.

Promoting events and activities in the market may make people stay longer and spend more. Advertising offers may encourage shoppers to spend more.

Elements 5 & 6



5. Creating Zones

You said...

Change the way stalls are laid out so that customers can find their way around more easily.
Create open, attractive spaces within the market.

What could this mean?

A good way to create zones which will act as magnets to attract shoppers is to combine the existing fish, game and butchery into one location. This could mean bringing the butchers over to the existing fish and game location, or relocating both into a purpose built new or refurbished area.

This approach could also work for fruit, veg and flowers, or world foods, or 'food to go'.

Other 'magnets' we could use might be specialist or niche retailers not found in the city centre, regional independent stores, a drop in zone for young people, craft workshops, cooking demonstrations and shops which meet the needs of a wide range of nationalities.

Why?

Other successful markets combine fresh products in one area to increase footfall and provide better choice and a more vibrant experience for the customer. In one easily serviced location.

'Magnets' draw in people of all ages and all backgrounds, and stimulate their interest in the market so that they return more often and shop at other stalls too. They can also draw people to shop in areas they would not otherwise go to.

6. Creating a Heart

You said...

Create open, attractive spaces within the market where people can sit, possibly with a dedicated space for events and music. This would help attract people and encourage them to stay.

What could this mean?

Create a new central events, performance and display area by reconfiguring some of the market stalls.

This area can also be used for additional temporary 'pop-up' trading in a clearly defined, centrally located area, probably with cafes and seating nearby - well signposted and lit.

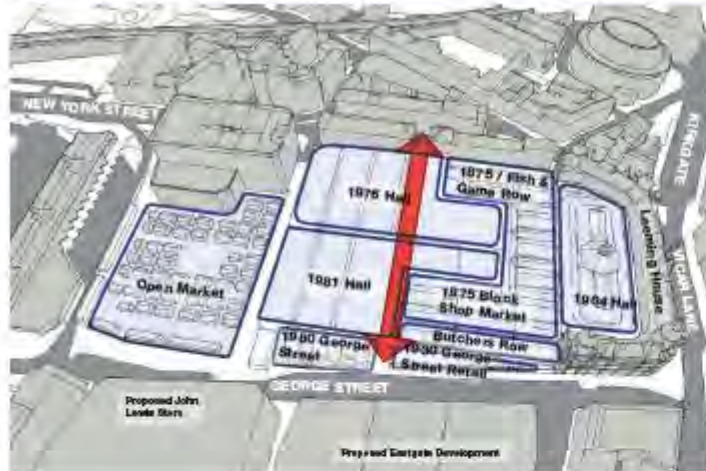
Why?

Having events, activities and displays will attract new customers and makes a visit to the market more interesting, therefore more frequent. It could also attract a wider audience, who may stay longer in the market as a result and therefore spend more money in the businesses here.

Having one central location makes it easy to describe where events are taking place and performers and exhibitors naturally begin to think of the market as a venue.

Flexible 'pop up' trading space allows us to do short, specialist events or try out new concepts to improve the offer.

Elements 7 & 8



7. Creating a New Route Through the Market

You said...

It is not easy for customers to find their way around the market. More / better signs are needed, including maps at entrances and clear directions to the toilets.

Using brighter colours and more open space in and around the entrances would encourage more people to come in. Change the way stalls are laid out so that customers can find their way around more easily.

What could this mean?

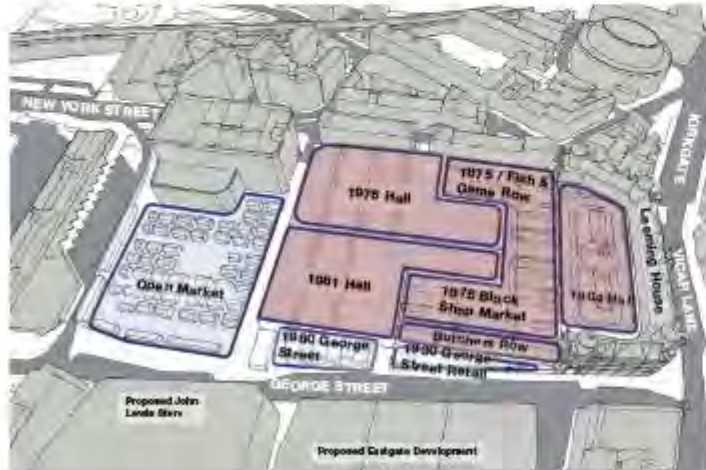
The creation of a walkway, running North to South through the market (George Street to New York Street). This could be a new build covered atrium or it could simply be marked out on the ground, with possibly some reconfiguration of the market stalls.

Why?

People often say it is hard to find their way around the market and that it is not easy to 'read' its layout. This will make that easier and will also properly connect Kirkgate, the Corn Exchange and the Independent shops with the new Eastgate Quarters shopping development.

This means more people will be encouraged to walk through the market, some of whom would not otherwise be encouraged to shop at the market.

This would be a clearly defined route which could double up as a flexible activity, trading or performance space and may allow either the west or the eastern parts of the market to operate if the other is closed, e.g. for late night shopping or special promotions.



8. Layout

You said...

Rationalise the layout of the stalls to make it easier to navigate the market.

What could this mean?

The layout of some areas of the market would change to improve sightlines, increase the space between stalls and make the layout more logical.

This could include replacing some stalls with new ones, and refurbishing others – combining some into bigger units and demolishing some completely.

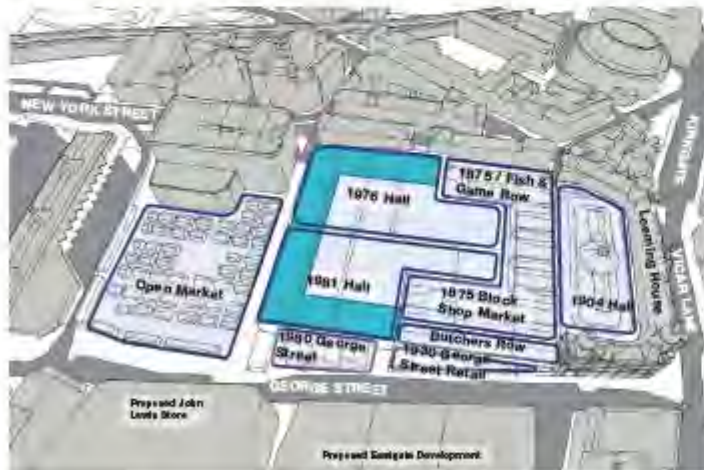
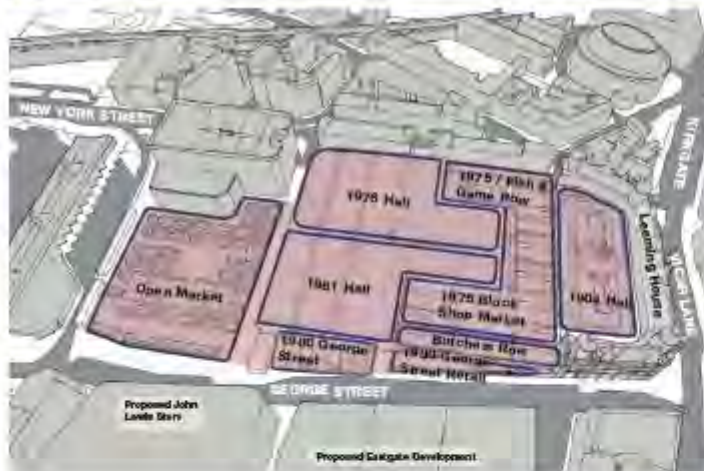
Why?

The layout of stalls, particularly in the 1976 building, does not make it easy to see where businesses are and this makes it hard to keep businesses viable when units become empty around them.

The current arrangement in a 'grid' layout is confusing for customers and although crime is actually very rare in the market, can make some customers feel unsafe.

Over the years, the piecemeal development of stalls and stall frontages has contributed to making the market appear run down.

Elements 9 & 10



9. Improving the Look and Feel of the Market

You said...

The 1976/81 halls detract from the overall appearance of the market. This space should complement the other areas of the market to make it look better.

The history, heritage and appearance of the 1875/1904 buildings are a strong point and need to be protected and made more of to attract visitors.

The toilets need a complete overhaul, including better baby changing areas.

Using brighter colours and more open space in and around the entrances would encourage more people to come in. Improve the lighting within the building, with an emphasis on using natural light.

Change the way stalls are laid out so that customers can find their way around more easily.

Create open, attractive spaces within the market.

What could this mean?

This element builds on element 1, Fixing the Basics, to include some refurbishment works such as refurbishing the toilets, replacing floor finishes, redecoration, a new lighting scheme, standardising and improving stall signs, better signage on the existing entrances etc.

Why?

Although we are part way through investing £600,000 in the market, the customer environment needs upgrading. Refurbishment works would improve the building and outside spaces, making them brighter and cleaner.

The market would be more welcoming and attractive for customers to spend time in. This means that existing businesses can thrive and expand and new business are attracted to set up in the market, which in turn means there is even more to bring new customers in. There will be less empty units and an improvement in both the range and quality of goods and services sold.

10. Reducing the Size

You said...

Some people wanted the market to be smaller, and some did not. If the Council does reduce the size, the extra external space created must benefit the market, e.g. creating an open space for events and activities. If the market stays the same size, the Council must find ways to encourage new businesses to reduce the number of empty stalls.

What could this mean?

There are several ways to make the market smaller, from reorganising the internal space and taking out some stalls, to cutting back some bays on the 1976 and 1981 stalls, to completely demolishing the newer halls and building something smaller in their place.

Each of these options has its benefits and disadvantages, considering the level of improvement, return on investment, cost, and disruption.

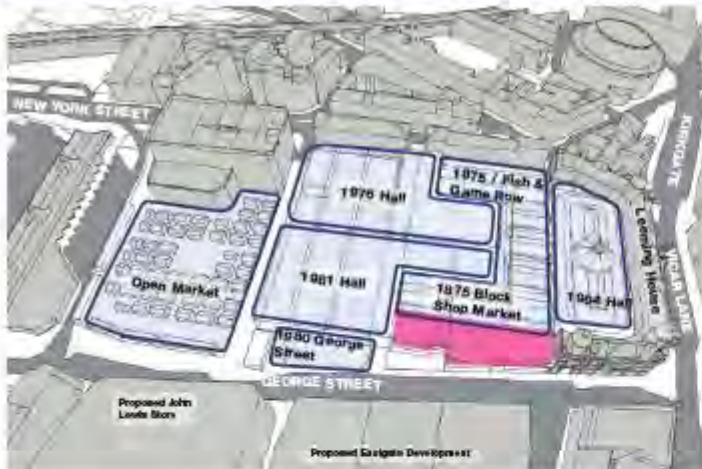
A further possible option is demolishing the 1976 and 1981 halls and moving the open market closer to the remaining buildings. This would drastically reduce the income that the market makes from letting stalls, and also reduces the market by around 40%. This begs the question as to whether the resulting size would be sufficient and appropriate for such a large diverse city.

Why?

We asked people to say whether they thought the market was too big. This was because of the number of empty units and previous specialist advice which recommended a 25% reduction in the size of the market.

A reduction in size, with other changes in layout and promotion, could make the market a more bustling, lively place to be and if this means a reduction in the number of stalls, this could help ensure the market is fully let, with a waiting list for units, making it more desirable as a business location.

Elements 11 & 12



11. Improving George Street

You said...

The 1976/81 halls detract from the overall appearance of the market. This space should complement the other areas of the market to make it look better.

The history, heritage and appearance of the 1875/1904 buildings are a strong point and need to be protected and made more of to attract visitors (George Street is part of the market).

Using brighter colours and more open space in and around the entrances would encourage more people to come in.

What could this mean?

The single storey 1930s building is part of the market but is dated and out of scale with the important historic building on Vicar Lane.

The building would be demolished and replaced with a new building that complements the historic market building better. It would have double sided shop units at ground floor, linking George Street with the inside of the market.

Why?

Investment here would help George Street become a quality shopping street by properly connecting the market with the new Eastgate Quarters shopping development opening in 2017.

The new Eastgate Quarters shopping development will bring millions of new shoppers to this part of the city. This means more people will be encouraged to walk through and spend money in the market, a wider variety of businesses will want to set up at the market, reducing empty units, and existing tenants will thrive by meeting the demand from the new customers.



12. Improving Public External Spaces

You said...

Create open, attractive spaces within the market where people can sit, possibly with a dedicated space for events and music. This would help attract people and encourage them to stay.

Using brighter colours and more open space in and around the entrances would encourage more people to come in.

What could this mean?

The 1980s shops with offices above are part of the market but are dated and out of scale with the important historic building on Vicar Lane.

These would be demolished and replaced with landscaping and planting, linking to a new, better entrance into the market.

Why?

Investment here would help George Street become a quality shopping street by properly connecting the market with the new Eastgate Quarters shopping development opening in 2017.

The new Eastgate Quarters shopping development will bring millions of new shoppers to this part of the city. This means more people will be encouraged to walk through and spend money in the market, a wider variety of businesses will want to set up at the market, reducing empty units, and existing tenants will thrive by meeting the demand from the new customers.

The open space created could be used for temporary 'pop up' or specialist markets and stalls adding extra interest and linkages between the open market and the indoor market and surrounding shopping areas will be improved.

Management Options for Kirkgate Market

WHY MAKE CHANGES?

To help achieve the Council's vision for the Kirkgate Market to be the best market in the UK, we feel that the management of the market needs to change, together with any changes to the Kirkgate Market buildings. The potential benefits of this and the options available are detailed below.

WHO CURRENTLY OWNS AND MANAGES KIRKGATE MARKET?

Kirkgate Market is currently wholly owned and managed by Leeds City Council through its Markets service.

Kirkgate Market will remain in Leeds City Council ownership and remain open and operated as a market.

POTENTIAL BENEFITS OF CHANGING THE WAY THE COUNCIL MANAGES THE MARKET:

- Ensuring trader, community and business involvement in the management of the market;
- Streamlines / speed ups the decision making – increased flexibility / innovation;
- Ensures future reinvestment in Kirkgate Market;
- Creates the ability to generate investment for redevelopment.



WHAT OPTIONS DOES THE COUNCIL HAVE TO CHANGE HOW THE MARKET IS MANAGED?

There are lots of different ways the market could be managed. Here are the options we are considering and need your feedback on:

- **No change**
The Council manages the market;
- **Managed by the Council but a management board is put in place**
Including an independent with commercial experience, Councillor, Council Officer, trader and public representation;
- **Arms Length Management Organisation (ALMO)**
A company set up and owned by the Council to manage the market, with a Board of Directors similar to the above;
- **Civic Enterprise**
An ALMO as above but with traders having up to 25% of a stake in the company, similar to a mutual building society;
- **Management Contract**
A private company manages the markets service;
- **Social Enterprise**
The traders set up a new company, with a social purpose, to manage the market;
- **Limited Liability Partnership**
The Council set up a new joint venture company with a private sector company to manage the market.

WHAT ELSE IS THE COUNCIL THINKING ABOUT?

Before any changes can be made to how the market is managed the Council needs to agree a way forward on things such as:

- What are the social benefits and are the Council's vision and objectives supported?
- What level of control (strategic and day to day) will the Council retain?
- What level of income / profits will the Council retain?
- Will existing markets staff need to transfer to a new company?
- Is a procurement exercise required to change the management arrangements?

The Next Steps for Kirkgate Market

TELL US WHAT YOU THINK

We want to know what you think of the possible improvements and changes we could undertake at Kirkgate Market to help finalise the recommendations for the Executive Board to consider.

WHY ARE YOU ASKING FOR OUR VIEWS AGAIN?

Thank you - there was a very good response to the engagement that took place in April to July this year. All views and ideas have been fed back to the design team to inform the feasibility study. We now need you to let us know what you think of the ideas presented here. You have 8 weeks until Friday 14th December. The feedback will then be considered for each of the final reports explained below and the Council's Executive Board report.

Visit www.leedsmarkets.co.uk/strategy or fill in one of the feedback forms.

WHAT HAPPENS NEXT?

After we have gathered all the feedback, the Council will do a final check of all the information and evaluate all of the potential proposed changes to the market and the management. This will then be used to inform a recommendation to the Council's Executive Board so they can make a decision on what happens next. The Council will: consider all of the feedback; evaluate the content of the feasibility study; evaluate each of the management options; and then finalise the feasibility study report and management options reports.



It is important that the Council's decision makers understand which changes to the market and its management offer best value. This is done by undertaking a business case assessment.

The final feasibility study will identify the scope, scale and capital cost implications of each of the elements. The business case will consider what provides "best value", i.e. provides a justification of each element's desirability, viability and achievability.



HOW WILL THE DECISION BE MADE?

The conclusions from the reports and business case will be used to write a report for the Council's Executive Board in early 2013.

The report and the recommendations will be written once we have all the information we need to make a recommendation on the way forward.



LEEDS KIRKGATE MARKET

If you do not speak English and need help in understanding this document, please telephone 0113 222 44 44 and state the name of your language. We will then put you on hold while we contact an interpreter.

Czech:

Jestliže nemluvíte anglicky a potřebujete, aby vám někdo pomohl vysvětlit tento dokument, prosím zavolejte na níže uvedené číslo a uveďte svůj jazyk. Potom vás požádáme, abyste nepokládal(-a) telefon a mezitím zkontaktujeme tlumočnicka.

0113 222 44 44 strategy@leedsmarkets.co.uk

French:

Si vous ne parlez pas anglais et que vous avez besoin d'aide pour comprendre ce document, veuillez téléphoner au numéro ci-dessous et indiquez votre langue. Nous vous demanderons d'attendre pendant que nous contactons un(e) interprète.

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Tigrinya:

እንግሊዥ ዘይትዛረብ/ብ, እንተኾንካ/ካ እዋ ነዚ ደኩመንት/ሰነድ'ዚ ንምርዳእ ሓገዝ ምስ ዘድልዩካ/ካ ቋንቋኻ/ኻ, ብምሕጻር ኣብ'ዚ ኣብ ታሕቲ ተገለጹ ዘሎ ቁጽሪ ተላፎን ደውለልና/ደውልልና። ብድሕሪኡ ንሕና ኣስተርጓሚያ ክገብሩ ንረክብ ኣብ መስመር ከነጸብዩካ/ካ ኢና።

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Urdu:

اگر آپ انگریزی نہیں بولتے ہیں اور اس دستاویز کو سمجھنے کیلئے آپ کو مدد کی ضرورت ہے تو براہ مہربانی نیچے دیئے گئے نمبر پر ٹیلی فون کریں اور اپنی زبان کا نام بتائیں۔ اس کے بعد ہم آپ سے انتظار کرنے کا کہہ کر آپ کیلئے کسی ترجمان سے رابطہ کریں گے۔

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For more information:

Visit us at www.leedsmarkets.co.uk/strategy

E-mail us at: strategy@leedsmarkets.co.uk

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Call the Council on 0113 222 4444

Visit us in the Market – Unit 8 in the 1976 Hall

This publication can also be made available in large print,
Braille, on audio CD or tape.

Please telephone 0113 222 44 44 or email
strategy@leedsmarkets.co.uk detailing your requirements.
Opening times Monday - Friday 8am- 6pm.



6.3 Qualitative engagement

Date, Time, Venue – 29th November 2012 5.00pm – 6.00pm LCC youth Service, 31 New York Street, Leeds
Target Audience – Youth Representatives – 4 Young People and 2 Youth Service Staff

Discussion Topic	Topics Discussed	Responses and Comments
Views on the 12 Elements	<p>Fixing the basics</p> <p>Replacing the roof on 76 and 81 halls</p> <p>Heating and cooling</p> <p>Finding your way around</p> <p>Creating Zones</p> <p>Creating a Heart</p> <p>Creating a new route through the market</p> <p>Layout</p> <p>Improving the look and feel of the market</p> <p>Reducing the size</p> <p>Improving George Street</p> <p>Improving public realm external spaces</p>	<p>Agreed that this is important and needs to be done – High priority</p> <p>Agreed this was important to keep market dry & secure – High Priority</p> <p>Heating not important but cooling in summer needed – Medium Priority</p> <p>Agreed this was important – High Priority</p> <p>Agreed this was important – Medium Priority</p> <p>Agreed this was important – High Priority</p> <p>Agreed this was important – High Priority</p> <p>Agreed this was important – Medium Priority</p> <p>Agreed this was important – High Priority</p> <p>Agreed this was important but not by reducing the building. Thought reorganisation and improving layout with Heart space and new central artery was the right way to achieve any size reduction – High Priority</p> <p>Thought this was very important and should include a Youth Hub / drop in / service delivery point for young people in the new build proposals for George Street. Incubator / low cost / free 'start up units for young people wanting to start a business was highlighted as a key requirement. Also, Have a young peoples' "Chill Out" space with pool tables Needs green space Have a "Drop In" Centre where you can charge your mobiles for free A Venue for young peoples' music/gigs/theme nights Expand the outside market Create an evening food court with cheap food and visibility into the market even when the market is closed – High Priority</p> <p>Agreed this was important. Area outside for picnic benches - High Priority</p>

Date, Time, Venue – 13 th December 2012 2.30pm to 4pm City Museum Conference Centre, Leeds Target Audience – Leeds Citizens Panel – 30 People Attended		
Discussion Topic	Topics Discussed	Responses and Comments
Views on the 12 Elements	<ol style="list-style-type: none"> 1. Fixing the basics 2. Replacing the roof on 76 and 81 halls 3. Heating and cooling 4. Finding your way around 5. Creating Zones 6. Creating a Heart 7. Creating a new route through the market 8. Layout 9 .Improving the look and feel of the market 10. Reducing the size 11. Improving George Street 12. Improving public realm external spaces 	<p>All 12 Elements were discussed as well as wider topics and the following comments and responses were made by the Citizens Panel representatives attending this session:-</p> <p>Take account of markets outside of UK e.g Spain (Madrid, Barcelona)</p> <p>Bringing all fresh meats together may not appeal to some shoppers e.g Vegetarians</p> <p>Could an overhead 'bridge' link between the new Eastgate development and the market be considered</p> <p>Some of the newly occupied stalls in the market have not been fitted out well and look poor in comparison to other more established stalls</p> <p>Could George Street be fully pedestrianised</p> <p>Need for affordable car parking close to the market</p> <p>Request to consider a TIC</p> <p>Don't destroy / negatively impact on the heritage features of the market</p> <p>Create meeting points</p> <p>Don't reduce or negatively impact on the Outdoor Market</p> <p>Need to improve delivery and servicing arrangements – white vans in George Street at 4pm is a problem</p> <p>Don't complicate public transport further</p> <p>Can any reductions in size of the market be reversed in the future if economic circumstances improve</p> <p>Will some traders have to be decanted out of the indoor market when works are undertaken</p> <p>Access to the market must be easily accessible to the public even when works are being undertaken</p> <p>What about knocking down the 1976 hall altogether</p> <p>What is the budget for the works – why is there uncertainty on this matter</p> <p>Generally a positive response from attendees that the 12 Elements cover all of the main areas in terms of where investment in the market is needed.</p>
Views On The Management Options		<p>Most attendees felt the current arrangements for managing the market are good and don't need changing.</p> <p>Some attendees felt traders needed to be more involved in decisions relating to the management and operation of the market</p>

Date, Time, Venue – 13 th December 2012 7pm to 8.30pm City Museum Conference Centre, Leeds Target Audience – Leeds Citizens Panel – 10 People Attended		
Discussion Topic	Topics Discussed	Responses and Comments
Views on the 12 Elements	<ol style="list-style-type: none"> 1. Fixing the basics 2. Replacing the roof on 76 and 81 halls 3. Heating and cooling 4. Finding your way around 5. Creating Zones 6. Creating a Heart 7. Creating a new route through the market 8. Layout 9 .Improving the look and feel of the market 10. Reducing the size 11. Improving George Street 12. Improving public realm external spaces 	<p>All 12 Elements were discussed as well as wider topics and the following comments and responses were made by the Citizens Panel representatives attending this session:-</p> <p>Double fronted new shops/units on George Street and into the market welcomed as a good idea.</p> <p>Suggestion that restaurants could be installed at first floor level as part of new and replacement of current George Street shops/buildings</p> <p>Question asked as to how much funding would be available</p> <p>Fixing The Basics (Element 1) should underpin any scheme taken forward by the Council</p> <p>Improving public realm and external spaces should also include flexibility for an outdoor events space</p> <p>The outdoor market look and feel as shoppers/visitors approach from the bus station needs to be improved</p> <p>Servicing and deliveries by vans etc needs careful consideration – could part of new multi-storey car park on Milgarth Police Station site be used</p> <p>The issue of the market having too much space at the moment was raised and suggestions made that introducing a new Heart (Element 6), New Route Through The Market (Element 7) and rationalising / improving the Layout (Element 8) would help deal with this issue.</p> <p>Finding Your Way Around (Element 4) the market was discussed and comments made that the 1904 Hall is ok but other areas need to be improved</p> <p>Provision of permanent and good quality seating areas in the market with associated good quality cafes and food outlets was suggested</p> <p>A children's play area in the external public areas suggested</p> <p>Maximising Section 106 and similar funding streams encouraged particularly associated with the Eastgate Quarters development</p>
Views On The Management Options		<p>Strong view that the Council should continue to manage the market and retain all surplus/profits to invest in the market.</p> <p>Why spend money on setting up a new company or alternative management structure given the admin, costs etc that this would entail was a strongly held view of the majority of attendees</p> <p>One attendee felt an LLP and the capital this could bring into the market was worth considering</p> <p>Why change a system that is making a profit at the moment was also a strong view put forward by attendees.</p> <p>Try and secure business development loans</p>

Friends of Leeds Market Response:

Please consider this as part of the Friends of Leeds Kirkgate Market response to the second stage of consultation on the future of the market.

A number of our group attended both a public information session and a workshop specifically for FOLKM where we raised our concerns about the inadequate level of information that have been provided in this second stage of 'consultation' We pointed out that the range of options for improvement and change contained within each of the 12 elements was so broad as to make ticking that particular option almost meaningless as a way of gauging public support for a particular set of proposals.

We also expressed deep reservations at the way in which possible management options are being consulted on. From our first meeting with NPS and throughout our various communications with the council we have stressed the importance of getting the management structure right and of the implications this has for the future of the market. The level of information and open discussion about the seven options has been so superficial and in our opinion does not constitute a proper consultation on this crucial issue.

Rather than making any response to the 12 options and all they may or may not entail we would like to propose the following principles which we feel should be adopted by the council and which should form the basis of any decisions made about the market.

The following principles are based on FOLKM's mission statement (<http://kirkgatemarket.wordpress.com/about-us/>) on the many comments and communications we have received from our membership and from the many comments received by NPS during the first round of consultation earlier this year.

1. The market is and should be a place for everyone. The council understands and commits to protecting the social contribution the market makes to the city and will ensure that it continues to provide for the many and diverse groups in Leeds, in particular those vulnerable groups who rely, socially and economically on the market.
2. There should be absolute transparency and openness in all issues relating to the market so that all stakeholders are able to understand the market finances as well as how and why decisions are made.
3. The expertise and experience of market traders should be integral to any management and decision making structures. Traders meaningful and lasting involvement in deciding the future of the market should be treated as a priority and should begin as soon as possible.
4. A percentage of the annual profit (£1m plus) generated from the Market is reinvested as part of a long term plan that ensures its sustainability. This will safeguard both the "social" function that the market now performs as well as its solidarity mechanism – the contribution that its profits make to other local public services.
5. The traditional atmosphere of the market should be protected. It should not become an over-organised, sterile space which would destroy the market's unique character.

Yours
Friends of Leeds Kirkgate Market

Kirkgate Quarter Stakeholder Group Response:

The Kirkgate Quarter is an emerging concept which will see the area around the market, Corn Exchange, and a rebuilt First White Cloth Hall as a home for independent retail in Leeds. Two key projects are integral to the success of the Kirkgate Quarter:

- a) The Kirkgate THI, if approved by the HLF, will result in the rebuilding of the First White Cloth Hall and the refurbishment of many of the properties along Kirkgate
- b) A successful scheme to improve footfall and increase the attractiveness of Leeds Kirkgate Market.

The Kirkgate Quarter Stakeholder Group is a panel of property owners and managers, retailers, specific interest groups and Leeds City Council officers, all of whom have a direct interest in the area.

With regard to the upcoming scheme at Leeds Kirkgate Market, the Kirkgate Quarter Stakeholder Group recommends the following:

i) Footfall and Diversity of Customers

The scheme should be aimed at improving footfall at the market. It should also aim to increase the diversity of customers in order to ensure the future viability of the market.

ii) 'Gentrification'

It is important not to alienate the market's existing customer base, but the Group feels that there is scope for significant improvement in the quality of offer at the market, in order to attract a wider audience. This does not constitute gentrification, it simply widens the appeal and the offer.

There may be opportunity to use certain zones of the market to provide differing levels of offer. For example the 1904 Hall and the central zone (that NPS discussed), could be used to provide a higher quality of offer, while the lower halls could cater for the budget end.

iii) Quality of Environment

The Group recommends investing in significantly improving the quality of environment at the Market. All of the 12 ideas within the NPS document (<http://www.leedsmarkets.co.uk/file/1193>) should be implemented. Of particular importance is the improvement of the George Street facade. Without significant improvements to the George Street facade, it is unlikely that the market (and the rest of the Kirkgate Quarter) will benefit from the huge opportunity that the Hammerson's development will offer the area in terms of increased footfall and diversity of customers.

iv) Architectural Heritage

It is vital to retain and improve upon the high quality historic architecture at the market. Any scheme should seek to expose and renovate the best parts of the 1875 and 1904 Market Halls. Any new build should be of a high quality.

v) Ambition

The scheme should be ambitious. With the improvements within the Kirkgate Quarter and particularly the Hammerson's development, the opportunity needs to be taken to significantly improve the market. Huge investment has been and will be made in Leeds city centre including Trinity Leeds, the Arena, NGT and Eastgate, and it is important that the scheme at the market is not the poor relation to these schemes.

vi) Operation and Management

The Group feels that the management of the market should result in a better trading environment. The management should actively encourage new tenants which add to a vibrant and mixed offer within the market. If it is necessary to reduce rents to improve the quality and diversity of offer, then rents should be reduced.

English Heritage Response:

Thank you for inviting us to the consultation presentation on 21 November at The Leeds Museum.

As a grade I listed building, Kirkgate Market is of exceptional interest and international importance. Only 2.5% of the nation's listed buildings are Grade I Listed and Kirkgate Market is particularly significant because of the high evidential and aesthetic value of its design, detailing and the use of local Burmantofts faience ceramics. It has great historical value because of its associations with the development of the Victorian city centre, and in addition, it makes a very positive contribution to the townscape quality of this part of Leeds.

English Heritage is fully supportive of Leeds City Council's vision for the market to be highly successful, profitable and sustainable, a centre for excellence for independent retailers and entrepreneurs and a top destination for residents and tourists, as set out in the consultation document. We see this as a way of ensuring continued positive investment in maintenance, repair and conservation which will secure its long term sustainable future. We acknowledge that some changes are needed to bring the facilities within the building up to date but believe that if proposals are developed sensitively, based on a thorough understanding of the significance of specific elements of the building, and that if work is carried out to the highest standards using high quality materials, then upgrading can be achieved without affecting the overall significance of the market.

The consultation sets out twelve elements and asks consultees to prioritise them. I have set out our response below:

- 1 Fixing the basics - important for good housekeeping - HIGH
- 2 Replacing the roof of the 1976 and 1981 halls - it is important that the building is weatherproof and fit for purpose before investment is made in interior changes - HIGH
- 3 Heating and cooling - to function well the interior environment of the building needs to be comfortable so HIGH priority to repair existing systems and MEDIUM priority to update/provide new systems
- 4 Finding your way around - this is really important and could be achieved at little cost - HIGH
- 5 Creating zones - many successful markets have zones - HIGH
- 6 Creating a heart - it depends on how the space will be animated and used - perhaps something to look at in the longer term - LOW

- 7 Creating a route through the market - good connectivity with the surrounding area can only bring positive benefits - HIGH
- 8 Layout - we think that this is something to address in the longer term- LOW
- 9 Improving the look and feel of the market - this need to be done with sensitivity to the significant feature of the building - HIGH
- 10 Reducing the size - this is business decision which we do not wish to prioritise
- 11 Improving George Street - this should be a longer term objective to complement the Eastgate scheme - MEDIUM
- 12 Improving public external spaces - again a longer term initiative an approach should be developed as part of a wider masterplan for this part of the city centre - MEDIUM

In summary, addressing repair and maintenance works to the fabric of the building, together with making the interior more legible to users, are our top priorities. Developing a masterplan for the interior, including creating new spaces and connectivity through the building and within the wider townscape is also a priority for action now but with a view to implementation in the medium term. It is also important to address external works but this should be done as part of a masterplan for the wider Kirkgate and Eastgate area and works should be programmed to co-ordinate with the implementation of the Eastgate development.

English Heritage always welcome the opportunity to be involved in early discussions relating to proposals affecting highly graded listed buildings and we look forward to continuing to work closely with the council as this scheme progresses.

Leeds Civic Trust Response:

I am writing as promised following the presentation to members of the Leeds Civic Trust Planning Committee on 21 November 2012 and our subsequent discussion of the project at our full Planning Committee meeting on 28 November 2012. May I first thank you and your team for the presentation and for keeping us informed throughout the process – it is refreshing to be involved with the development of proposals rather than just being consulted once everything has been decided (as is unfortunately too often the case).

Turning to our response to the consultation questionnaire and consultation exercise, as explained, we feel that the tick box approach does not allow for any subtlety and can only give a crude indication of priorities as many people may be tempted to tick all items as priorities. There is no explanation of the costs and benefits that might accrue from any specific choice – as you said in the presentation, all are interlinked in many ways. There is no point in doing things that will only need to be ‘undone’ as part of a later phase. To that end, we have adopted a more structured approach, looking at the ‘no-goes’ and ‘essentials’ before discussing how the other elements could be worked into the process.

(1) With regard to any elements to which we object, the only one is that relating to reducing the size of the market (10). We feel that the cost of reworking the existing roofs and walls to remove one or more bays would be far more expensive than simply carrying out a repair of the coverings. In any case removing stalls to create a route through the market and/or a new heart, which we believe has merit, would have the effect of a 15% reduction in trading space, removing many of the vacant stalls which are so depressing whilst allowing for new traders to open up.

(2) In terms of essentials, we feel that replacing (not repairing) the roof covering (2) is the first priority, especially if cooling vents, better insulation, higher quality glazing and solar panels were to be included. This would also ensure that any expenditure on the “basics” (1) is not wasted – all of these are

important but they need to be looked at individually, eg there is no point in improving the toilets if these are to be moved in order to implement other elements. Heating and cooling (3) is also linked to work on the roof and if it is to be handled as part of this element (either wholly or in part), we would see this as a key priority – however, if it requires significant additional expenditure which could be postponed to a later stage without significant extra cost, we would prefer any limited funds being spent on other enhancements.

(3) Elements 4 to 8 (finding your way around, creating zones, creating a heart, a route through the market and layout) are very much inter-related and we support all of these proposals – all will contribute to improving the look and feel of the market (9). We do appreciate that it may be possible to carry out low cost but effective enhancements to the look and feel through signage, painting, etc and we would welcome the extension of the work which has already been done by the current market management. You did mention the issue of the central fire wall and the impact that this has on the feel of the newer halls – we wonder whether the installation of a sprinkler system would mean that wall can be removed or reworked to allow for more flexibility in the layout.

(4) Turning to the remaining elements (11 and 12), improvements in George St are important but we are concerned about the cost. While the proposal for a new 3 storey block could generate income and so be a self-funding exercise, any wider enhancement of the area should be seen as a ‘city cost’ to improve the streetscape. It should not come from the market revitalisation budget but rather be linked to the Eastgate development. As this will have a significant short-term detrimental effect on the market operation, a ‘new’ George Street would be fair recompense for the disturbance that will be caused.

(5) One point made at the presentation and in our subsequent meeting relates to the 1904 hall balcony. While we appreciate that it is difficult to open up at the moment, we feel its appropriate use should be considered as a longer term project. We would also be interested to understand how the balcony relates to the surrounding office blocks and how any financial consideration which may be received by Leeds City Council from office leases (or has been in the past) could be brought into the finance package. While discussing the office blocks, it is a long-term disappointment that the extensive floodlighting scheme installed at the time of the initial restoration has not been maintained, with many of the lights out of order and spoiling what was one of the glories of Leeds.

(6) In terms of management options, it is important that the market’s finances are transparent and ring fenced, and that ‘profits’ are re-invested and not used to pay large management costs or dividends to shareholders. We appreciate that there would be an argument for greater stallholder involvement in the management but we feel that the track record is such that such a solution may not be workable until trust is re-established between traders and the authority. To that end, an ALMO linked to LCC and employing strong management with a track record of operating civic markets may be the best option. This would also enable recognition of the social importance of the market, ensuring that there is no large scale gentrification but rather an enhancement widening of the product base and introduction of modern retailing practice (including opening hours) to attract a wider range of customers.

Overall we see the proposals put forward for this consultation as a positive step in the right direction. We look forward to seeing Kirkgate Market revitalised as a key part of the city’s shopping offer, offering both a retail service and a ‘leisure’ experience.

We would welcome the opportunity to contribute further as the development framework for the future of the market is established and if the Trust can help in any way, please do not hesitate to contact me.

Individual Response 1:

I had already been to see the diagrams at the Central Lending Library - but listening to Paul Venn explain the enlarged plan versions was really enlightening and I was impressed at the extent and depth of the work that has been done. Also that the thoughts of the Citizens Group had been included in the analysis.

My thoughts after the presentation are very simplistic in comparison.

SPACE:

Taking into account space that will be lost:

- Butcher's Row gone
- Re-arranging space for that and others in the new Central Focal Point
- Space needed for the 'Heart' and wider aisles.
- Space needed for the 'Through Way' (which really must be quite grand if it is to be magnet for the shoppers from the Eastgate Development)

All reduces the apparent present excess - but out of what is left how much will be needed for the future?

Despite our current High Street recession Sue Burgess did say that she had just signed up eight new stall holders in the recent past. So what is going to happen when the Retail Economy picks up? and John Lewis (record sales on Mad Monday) and the Eastgate Mall are in full swing?

When the 1975 / 1981 'Hangars' were finished they were filled. There were many stalls that I used to regularly visit ..'Woody's' ; an electrical stall nearby; a Polish delicatessen; a Bakery and a sit-in sandwich bar. Saturday was always Market Day, and the shopping went home on the Bus.

The retail business is going through a rapid evolution right now - the High Street lost shops are probably more due to the 'On-Line' boom than they are to the Supermarkets and the Shopping Malls. The small traders have virtually disappeared - to be replaced by the Charity Shops - but, if the smaller trader can have affordable overheads and enough passing custom they can be reborn. The outdoor market proves viability but those traders have to shuffle on from site to site.

In my opinion reducing the available space to make a covered outer area (which would still have to be filled with stall holders) would not be money well spent.

THE ROOF:

Maybe it is fortuitous that there has been such a long delay in fixing the roof - now there are exciting materials available with low heat losses, energy capture and facilities for water storage for secondary use. The new roof has to be done but it can also prove to be a bonus saving on air conditioning costs. (What about heat recovery from the exhaust ventilation - heat pumps are very cost effective)

GEORGE STREET:

When the old buildings are replaced then Paul's suggestion of using the upper floor for Nursery Units has merit even to extending the idea to the upper story in the old building. There was an initiative in the early 1990's for getting new businesses started - but the Nursery facilities were primitive block built rooms in out-of-the-way places. The market is central, air conditioned and totally serviceable - being one floor up is no problem for the needy and there is precious little opportunity available for the novice entrepreneur.

THE HEART:

I mentioned to Sue Burgess that it is common on the Continent for Towns and Cities to have an acknowledged 'Meeting Point' - usually indoors and independent of the weather. The focus of the meeting point had to be something that is visually attractive - a small fountain, or more usually a clock on a tall pillar (elaborate) and sometimes with four faces. It would pay some dividends to have a worthwhile permanent attraction at the 'Heart' that could be the Leeds Meeting Point.

In my childhood going to town always required a stop in the arcade with the moving characters and the chimes. In those days a crowd would gather on the slope to look down on the event (now that it has been moved it does not seem to be so noticeable).

There used to be Lunch Time Recitals in the Art Gallery - usually a group but sometimes a soloist doing classical or chamber music. Not always well attended.

THE MANAGEMENT:

Learn from the mistakes of past politicians (and Bankers) - handing over control of our vital services to expensive incompetents (who have all the the appearance and 'qualifications' to rule) but who manage to self destruct and take the business down with them.

Keep it all close to home - by all means keeping the administration in house, but have not too expensive Management Team arranging the marketing of the market on an agreed Budget. Just like they did at Wimbledon turning a tennis club into an International Phenomena.

It is always possible to engage an 'expert' or Company for specific advice without sacrificing the family silver!

Thank you once again for all the worthy efforts that have been made by all concerned - I am convinced that the final results will be a deserving credit and also a financial success.

Individual response 2:

I have just sent some ideas on Kirkgate Market via the Citizen's Panel but ran out of space after point 1:

1. I did say the imperative is to keep the market open and under democratic Council ownership and control and to make it a success for the citizens of Leeds. I liked the idea of a board with different representation and possibly an ALMO but didn't like the Civic Enterprise option with market traders owning 25%! Why not have a co-operative civic enterprise option with 25% of market having co-operative members - one member one vote however much money you put into the market co-operative civic enterprise element and the co-operative members could elect a rep to the board. The public, staff and even traders could buy into the market co-operative civic enterprise and this option is more democratic than private shares! I said I am confident we will turn the market around and make it dynamic but worried that in the longer-term a future Right Wing Council could then sell it; so a democratically

owned and accountable market would need nailing down! (Didn't have the space to say - it needs to be legally watertight to protect it against carpetbaggers!)

2. Didn't have the space to say re heating the market - why not have solar panels on the roofs as a cheap source of heating as long as these were not visible from the streets - would also fit in with the Council's environmental policy?

3. Re increasing footfall you could build business links with the new Eastgate Quarter by them and the market offering discounts say after two or three or four purchases in the market or Eastgate Quarter and 10% discount off next purchase in the market or Eastgate, or an Eastgate/Market Loyalty Card which is stamped or swished and discount on your next purchase in either, could extend to other outlets - could be used in the market only or for multiple outlets use? I am suggesting building a symbiotic link between the new Eastgate Quarter and others to the Market, which could help the markets footfall? Worth exploring?4. May need to reduce size of market a little to make a little smaller re old roof problem - may need a slightly leaner, fitter, smarter market!

5. Finally I loved the idea of the central heart of the market as an open space/stage for music/entertainment/exhibitions (and why not arts displays?) and café areas.

Just some food for thought and as I say only point 1 was sent and points 2-5 are for your information.

Individual Response 3:

Please forgive me if this message rambles and strays off course, I have strong feelings about our markets.

For a long time now I have been coming to the markets for my weekly shop on a Saturday morning. I love the market but think that the decision to review them and update them are entirely appropriate.

However, if we are being completely honest I believe that people come to the markets primarily because of the cost savings, secondly because of the diversity of produce and thirdly because of the quality. Everything else falls behind this in importance and I strongly believe that money should be spent firstly by updating the access and circulation (e.g. parking area is appalling)and then by rationalising the space i.e. making the internal space much more integrated and open so you know where you are and what is on offer.

Having concentrations of cafes / eating places doesn't work so well as having them interspersed in my opinion, the zoning strategy needs to take this into account.

I would really hate to come to the market in 10 years time and see boutique shops, McDonalds, designer outlets, high end hair stylists etc... these markets are about diversity, ethnicity and culture... let the rest of Leeds be about the rest.

I think money should be spent on improving the facade, internal facilities including lighting, toilets etc and most importantly the parking and access provisions.

I'd love to be notified of any opportunities for public involvement as I would really welcome a drive to update these fantastic markets.

Individual Response 4:

Have just done these surveys, and wanted to add comments about Kirkgate - but there wasn't the option to do so...

So (sorry, you probably don't like it when people do this!) could I mention them here?

Just to say that I'm a big fan of cheap, quick-win solutions (as well as big, expensive solutions at times). So for example, I was at Leeds Uni Union earlier, and the building is SO visually interesting. Slogans, pictures, colours, etc. It's a really nice space to be in - and it probably didn't cost that much to do it all. So I wondered if you could do something similar at the Market, in line with Priority 9 on the document.

Also, in line with the aspiration to hold more events at Kirkgate Market, we (T4P) did a Planet Leeds stage there last summer - and got SUCH a bad reception from some of the stallholders. So bringing in events is good, but it needs to be managed and issues smoothed out. Also, this is another reason to get some of the stallholders involved in management of the market.

Individual Response 5:

I couldn't see an appropriate space on the feedback form to include this, so please forgive me for sending a whole separate message.

Personally, I think the market needs to be re-branded. There is a captive and receptive potential customer base in the city centre that I don't feel is being fully utilised. The number of people in flats in the city centre at places like Clarence Dock and Brewery Wharf has increased considerably over the last few years, and their options for food shopping are limited to a few over-priced and small versions of major supermarkets. It is too easy to pick up bits and pieces from Waitrose on the way home from work and pay over the odds for tasteless fruit and vegetables and a meagre selection of meat and fish. I love going to the markets on a Saturday to pick up the fish, meat cuts, and fruit and vegetables that I can't get elsewhere, but the market doesn't help itself by having the same opening hours as most people work.

There are also plenty of people commuting into Leeds to work, and those people as well as city centre residents could benefit greatly from later opening hours at the market one night a week. There have also been drives in recent years to get consumers to think about food miles and the benefits of buying local produce; this would be a great basis for a marketing campaign targeted at city centre residential buildings and offices.

I think there is also a lot to be learned from schemes elsewhere in the country, e.g. the 'pop up restaurants' at Brixton market. These tiny restaurants have been set up in empty market stall units and serve cheap, authentic, locally produced food from a variety of different cuisines. They are incredibly popular, often with queues extending all around the market, and serve the dual purpose of filling the empty stalls and of bringing new people into the market and raising awareness of its existence.

Individual Response 6:

I have just completed the Leeds Markets survey, and as a regular user of the markets I wanted to let you have some more views.

I am concerned about the way many of the most useful stores in the market seem to be disappearing. Recent examples of this are the electrical store which was at the bottom of the new market hall, the DIY shop Woodies and Todd's pork butchers. Unfortunately I often find these days that I need to go elsewhere to get some of the items I want, because they are no longer available from the market, and instead of going to the market to complete my shopping, I end up doing it in another part of town for convenience.

For example, a couple of weeks ago I wanted a particular type of bulb, which I know I would have got from the market previously, but because the electrical store is no longer there, I went to Wilkinson's to get the bulb and completed my shopping in Tesco, which was nearer.

Likewise, I always used to go to Todd's for their stand pies, but now they have gone there is nowhere, in my view, in the market which sells decent stand pies.

The levels of the rents advertised on the empty stalls seem very high to me – and I suspect this may be the reason behind the number of stalls leaving the market. The majority of stalls in the market now seem to be mobile phone accessory shops, and the number of empty stalls gives the lower market a depressing atmosphere. I would have thought it would be better to lower the rents to encourage more new businesses to start up in the market and hopefully allow the good stalls that are still there to remain.

Individual Response 7:

I have responded to the consultation via the feedback form but would also like to offer some more comprehensive feedback which this email is intended to achieve. I have also shared my feedback with the Friends of Kirkgate Market.

I regularly shop at the market and would like it to continue as a successful market. I am however concerned that the fundamentals necessary to make recommendations to the Executive Board in early 2013 on a robust business case that come from a sound option appraisal do not appear to be present nor forthcoming.

My concerns are based on the apparent lack of:

- strategic case for the changes as recommended by the HM Treasury business case process
- specific objectives for the project as this hinders the generation and appraisal of options as recommended by the HM Treasury Green Book
- evidence base supporting the proposed benefits of each option
- clear statement on how the consultation responses will be used

I think it imperative that the council discloses a set of clear objectives for the project that link to the overall vision for the market. For example, the questions about the vision that arose to me in trying to provide preferences over the options in the feedback form were:

- What is meant by successful? How might this be measured e.g. high customer satisfaction rates; excess demand for stalls; meets particular needs of vulnerable groups?
- What is meant by “highly” in the sense of profitability? Profitable for traders or for the council?
- What is meant by sustainable? I presume that it is in terms of financial sustainability rather than environmental but does that mean that the market must be able to fund ongoing investment itself?
- What is meant by “top” in terms of destination? Top retail destination? Top public realm destination? Top historic destination? Top meeting place? Top for tourists within the region or outside of the region? Top relative to other similar destinations across the region or across the country or top in terms of

any form of destination across the region or the country? There are inherent trade-offs in all aspects of the vision and given that it looks as though it will be used to assess options these trade-offs need to be made clear. For example, a highly profitable market might be obtained from catering to a particular market sector or income group. Does the council care about this? If so, then this needs to be made clear. A highly successful market may be viewed as one that epitomises the market ethos yet this might not be profitable for the council.

The standard for option appraisal within Government is the HM Treasury Green Book¹. Although the Green Book is for central Government and Executive Agencies the principles are applicable to any option appraisal. Further, the principles comprise the back bone of the business cases that are required for spending proposals across the Public Sector.

The purpose of a business case is to demonstrate that proposals:

- are supported by a robust case for change – the Strategic case
- optimise value for money – the Economic case
- are commercially viable – the Commercial case
- are financially affordable – the Financial case
- can be delivered successfully – the Management case

The purpose of an option appraisal is broadly to select the option for which the evidence suggests the objectives of the project or policy will be best met. The Green Book states that for a sound option appraisal needs to comprise the following:

- a statement of clear objectives in order to generate a full range of options
- quantified costs and benefits, where possible and proportionate to the appraisal
- evidence base demonstrating the link between the benefits and the options
- a decision rule to select the “best” option

It is not clear from the information published to date that the project team are in a position to establish a robust business case from a sound option appraisal.

The strategic case appears to be predicated on the fact that “standing still is not an option” because of the works that need to be carried out and that there is an opportunity to benefit from the Eastgate development. These factors only mean something if they directly link to an overarching objective/vision/aim for the market. The council has set out it's vision but by it's nature as a vision it is too vague to be able to assess anything against it. The business case guidance and the Green Book both advocate statement of objectives in SMART terms (Specific, Measurable, Attainable, Relevant, Time-bound).

For example, the opportunity of the Eastgate development is couched in terms of greater visitor numbers to that part of Leeds. What is the benefit of attracting more customers? It may help achieve aspects of the vision such as: “successful”, “profitable” and “sustainable” but as these are unqualified

statements it is difficult to know. There is little point attracting more customers into the market if the market does not sell the products that they wish to buy. Over time entrepreneurs may respond and start selling such products but this be at the cost of other traders and their customers. Certain groups of shoppers may be marginalised from the market. Is this something that concerns the council? It is difficult to know as the vision has not been translated into clear objectives.

The council are considering two broad options for the option appraisal: (1) to invest in the fabric of the market and (2) to change the management structure. Although the first option has a very broad range of sub-options (expressed as “elements” by the council) for such a big opportunity only two options is rather limited.

I would argue that the reason for such a limited scope of options is because the problem with the market has not been established. Do we know whether the market isn't the best in the UK? What's the criteria for assessing “best”? Clearly, the findings from Phase I of the consultation show that there is room for improvement but that doesn't imply that it's not the best – best doesn't mean optimal.

The 'do nothing' option with respect to the fabric of the building is reasonably clear but the same cannot be said of the management structure. What is the evidence that the current management structure is in anyway impeding the vision? In addition to a 'do nothing' it also pragmatic to include a 'do minimum'.

The 12 elements are borne out of the Phase I consultation but whilst they show what is good about the market and what could be improved it and the Phase II consultation cannot be used as an evidence base against which to assess the benefits of options without a clear statement of the council's objectives for the market. For example, if the option to improve the appearance of George Street was ranked highest then one might be tempted to conclude that it would be worthy of being recommended. However this presupposes that the council wishes to maximise the preferences of the population. This result might be biased by those who do not shop in the market but pass by it regularly and would prefer it to look better. If the council placed greater weight on those who currently used the market because for example they are from a particular part of society then this would influence the extent of the benefit. Without a clear statement of the objectives this cannot be properly assessed.

The concerns over the evidence base and use of the consultation are linked. The feedback form asks for listing of priorities over the 12 elements. Each element however is very broadly defined and so it is not clear whether respondents are being asked about the broad element or the specific suggestions made in the “what could this mean?” section.

Further, the design of the feedback form is not conducive to eliciting preferences as there are no trade-offs. One can simply tick high priority for all options. Even if respondents tick a range of priorities the results cannot be used to discern relative weights of options. The only valid use of the results would be to describe the proportion of respondents who placed a particular option as high, medium or low priority. If one option had 25% high priority and another option had 75% high then this does not mean that the second option is relatively more preferred. If you would like to discuss this feedback then I would be more than happy to meet.

Individual Response 8:

Whilst he was in I took the opportunity to ask him for his views. Here is a summary, for inclusion in the Stage 2 feedback:

- Clear the 1976 hall, take the roof off and move the open market up. This will make it a full and vibrant market again, which is what the customers from the new development will see when they come across the road;
- Use the cleared open market for an attractive combined events space (could be covered) and a play space.
- Don't agree about heating – it is a market and you should not expect it to be heated;
- Agrees George St needs to be better but unclear how that would be achieved.
- Management option – a social enterprise sounds like a good option because you need traders to have more involvement in running the market