



The Future of Markets in Cherwell

A Task & Finish Group Report for the

**Overview & Scrutiny Committee** 

February 2009

# Membership of the Task and Finish Group

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- Cllrs Pickford and Steward, Mrs Mackrell, Parish Clerk and Mr Johnston, Outdoor and Activities Manager, Bicester Town Council
- Cllr Pack, Cllr Rae and Mrs Redpath, Parish Clerk, Kidlington Parish Council
- Mr Rothwell, Head of Urban and Rural Services, Cherwell District Council
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## 1 Executive Summary

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

- 1.1 The Task and Finish Group took this statement as the starting point for their review. Their objective was to understand what factors were influencing the current state and prosperity of the district's traditional markets and consider what steps were needed to "retain and enhance" them.
- 1.2 In the course of the review it became clear that the market in Banbury faced more acute difficulties than the markets in Bicester and Kidlington. The Group acknowledged that one option would be to let market forces take their course and allow the struggling market in Banbury to fade away. However, despite the difficulties facing that market they do not believe that its loss would be in the best interests of the local community or the district as a whole.
- 1.3 At the end of this year long review the Group are agreed that the three traditional markets in Cherwell have a number of strengths:
  - An established history and tradition of market trading.
  - A strong desire by those involved in each of the markets (shoppers, traders and elected representatives) to retain a traditional market and bring prosperity to the market towns.
  - Town centre locations linked to other retail outlets, with potential for future improvements to layout and facilities.
  - Generally good public transport access from a large catchment area
  - Generally good, inexpensive car parking available close to the markets.
- 1.4 There is, however a downside:
  - The recognised national decline of traditional markets in recent years.

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<sup>&</sup>lt;sup>1</sup> Excerpt from Planning Policy Statement Six: Planning for Town Centres

- Some localised enforcement issues which have gone unchecked and now need to be addressed.
- The absence of a clear vision and strategic direction for the markets.
- The absence of established communication channels between the various market stakeholders (councils, operators, traders, retailers, customers).

#### 1.5 And even threats:

- The impact of the recession is already apparent as shoppers and traders stay away.
- The closure of high street shops could lead to a reduced footfall of customers to the markets.
- The financial difficulties facing the operator of the Banbury market operator identified in January 2009.

## 1.6 But there are some opportunities:

- The recession might lead to an increase in market trade as people look for a bargain and go in search of cheaper products.
- In Banbury the Parsons Street pedestrianisation project provides an opportunity to introduce improvements to the layout of the market and the facilities available to the traders and shoppers.
- In Bicester, the town centre redevelopment sets the context for the development and enhancement of the market.
- The completion of the work in and around Watts Way in Kidlington may allow for the expansion of the market.
- Economic regeneration, on whatever scale, will be an important issue as we come out of recession and traditional markets can play a part in that.
- 1.7 The challenge now is for Cherwell District Council to develop a vision and to assume a more proactive role in steering and managing the three markets. This does not need to be an elaborate strategy document full of promises and action plans. But it does need to ensure that the markets in the urban centres are recognised as an important element in all of Council's work ~ whether recycling initiatives; tourism and other promotional activities; or large urban regeneration projects involving external partners.



### 2 Recommendations

#### **Recommendation 1**

That the future commercial success of the markets in Cherwell is dependent on the development and execution of a clear vision of the role they can play in a district of opportunity. To achieve this Cherwell District Council must assume a pro-active role and demonstrate a renewed commitment to the management of its markets.

#### **Recommendation 2**

That Cherwell District Council officers should introduce arrangements for regular, structured dialogue and communication with the local town and parish councils, and trader and retail groups, where possible through existing partnership arrangements, regarding each individual market.

#### **Recommendation 3**

That all three markets would benefit from greater publicity and improved promotional activities and new initiatives. A marketing strategy for the markets should be developed and co-ordinated by Cherwell District Council officers, in consultation with the local town and parish councils, and trader and retail groups.

In 2008/09 the Council allocated £15,000 to "promote and attempt to rejuvenate the District's street trading and open air markets to increase stallholders and public awareness". Expenditure against this allocation has been on hold pending the outcome of this scrutiny review. It is proposed that this sum should now be carried forward to 2009/10 and be released to fund activities which support Recommendations 1-3 above and that the funds should be distributed evenly between the three markets.

#### **Recommendation 4**

Banbury market: that Cherwell District Council officers, in consultation with the Town Council, the public and trader and retail groups, develop a strategy and longer-term proposals for the provision of a market which is appropriate to the needs of the town and its residents.

#### **Recommendation 5**

Bicester market: that Cherwell District Council officers and the Town Council in consultation with the trader and retail groups, work together to develop plans to safeguard and enhance the market during the redevelopment of the town centre.

#### **Recommendation 6**

Kidlington market: that Cherwell District Council officers and the Parish Council explore options for the operational management of the market including the possibility of replicating the Bicester Traders Association arrangements at Kidlington.

## **Recommendation 7**

That the Overview and Scrutiny Committee should monitor progress against each of the above recommendations and review the situation, initially in September 2009.

### 3 Introduction: markets in Cherwell

#### **Traditional markets**

3.1 There are three traditional weekly markets operating in the Cherwell district, at Banbury, Bicester and Kidlington:

### **Banbury**

Banbury's market charter dates back to 1608. The market takes place on Thursdays and Saturdays. The market is centred on the Market Place and Cornhill although some stalls extend into Bridge Street and the High Street.

#### **Bicester**

Friday is market day in Bicester. The market is located along the pedestrianised length of Sheep Street in the heart of the shopping area.

### **Kidlington**

A market is held on both Fridays and Saturdays in Kidlington. The market is located at the intersection of the High Street and Watts Way adjacent to the main shopping centre.

### Specialist markets

3.2 There are regular farmers' markets in Banbury (first Friday of the month) and Bicester (second Thursday of the month). In addition there are occasional specialist (e.g. continental/Christmas/craft) markets organised by the District Council in conjunction with the town and parish councils.

### Gathering the evidence

- 3.3 In the course of this review members of the Task & Finish Group (the Group) made a number of site visits to each of the markets and spoke informally to market traders and customers. This gave them a valuable insight into how the markets change as a result of seasonal and economic influences. They also held discussions with the trader representatives and the market operators to establish their views on the future of the district's markets. Finally the Group met with council officers and representatives from the town and parish councils to find out what they valued about the district's markets and what they would like to see improve.
- 3.4 Appendix 1 contains details of the interviews, site visits and background documents.
- 3.5 In any review of markets it should be noted that many of the items, including fresh produce, available at a weekly market can also be found at the car boot sales that take place at weekends across the district. These "informal markets" are not included in the remit of this review but they do have a bearing on many of the issues identified.

### 4 Context and Research

"The conclusion is that traditional markets are generally in decline as places to shop for price choosing consumers but they have a developing role as venues for the sale of local produce and as part of market town tourism."  $^2$ 

- 4.1 Relatively recent changes in retailing and shopping behaviour have impacted on the viability of traditional markets nationwide. There is now a greater range of shops and services that provide similar quality and prices as that of goods purchased on a market stall. More and more shops are open seven days a week, often at out of town locations. There has also been a reduction in employment in town centres and a growth in internet shopping and grocery delivery services.
- 4.2 This means that less people are visiting our markets and as a consequence it is harder to attract and keep traders who sell good quality merchandise.
- 4.3 A 2004 report for the Countryside Agency, based on case studies of six market towns in the north west of England divided market customers into three main categories:
  - Price choosers who shop at markets on the basis of price, value and quality
  - Quality searchers who shop at certain markets for local produce
  - Leisure shoppers who visit markets as part of a leisure/tourist experience
- 4.4 The report argues that traditional markets need to evolve in order to survive and that they cannot depend on their historic "price chooser" customer base. By adapting to meet the needs of the "quality searchers" and the "leisure shoppers" markets can thrive and make a contribution to the vitality of the market town and to the wider economy.
- 4.5 A 2006 study by The Open University<sup>3</sup> looked at the importance of markets as social spaces in towns and cities in England. From fieldwork in eight markets across the country the research team found that:
  - Markets were important sites of social interaction for all groups of the community, but most significantly for older people, especially women.
     Markets were also important for families with young children, particularly at weekends.

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<sup>&</sup>lt;sup>2</sup> The Role of Traditional Markets in Revitalising Market Towns, ER Consulting, July 2004

<sup>&</sup>lt;sup>3</sup> Markets as social spaces, Open University Study, 2006

- For markets to work socially, they needed to attract people but also encourage them to linger.
- 4.6 The research concluded that a number of attributes contributed to a market's success:
  - a diverse range of products reflecting local needs; cafes and seating on site or nearby; good access, especially by public transport and parking; and an engaged community of traders.
  - A well-designed site, with a connection to other retail outlets.
  - Effective management and a leadership role by the council to provide a strategic direction for the market.

"With good management and a strong vision as to their unique offer, combined with good accessibility, well thought through design and layout, and use of linchpin stalls and cafes on site, markets are well placed to succeed as economic and social spaces."

- 4.7 How the markets in Cherwell compare with the academic research is explored in more detail later in the report but the success of the farmers' markets in Banbury and Bicester is evidence that good quality, local produce, even at a premium price, does attract the "quality shoppers" of Cherwell. The popularity of the monthly farmers' market at Deddington would suggest that they are succeeding in attracting both the "quality shoppers" and the "leisure shoppers" in the region.
- 4.8 But of course the academic research predates the current recession. It is quite possible that as the economic situation worsens the prosperity and popularity of the specialist markets will decline and the focus will return to the needs of the "price chooser".
- 4.9 Nevertheless the Group believes that the principles identified in these reports remain true and that they should be fundamental to our efforts to retain and enhance the markets in Banbury, Bicester and Kidlington.

### 5 Evidence and Observations

### **Banbury**

- 5.1 Banbury market, held on Thursdays and Saturdays, is centred on the Market Place and Cornhill with some stalls extending down into Bridge Street and along the pavement to the High Street. Hughmark International, a private contractor specialising in market operations across the UK, has operated the market under licence from Cherwell District Council since 2001. Hughmark International are responsible for attracting traders, collecting the rents and general market enforcement matters. Hughmark International staff erect and dismantle the stalls and are responsible for the removal of all rubbish.
- 5.2 Although the actual stall occupancy rate has remained fairly constant since 2001, many Banbury residents recall the hustle and bustle of market day when there were a 100 plus stalls selling a wide range of produce and goods in the Market Place and spilling over into adjacent streets. As a result the market today, reduced in size with a narrower range of merchandise and frequently empty stalls, appears to be lacklustre and in decline.
- 5.3 There are a number of factors contributing to this sense of decline but the Group felt that the most significant problem was that the market had become physically fragmented. On every site visit made by the Group there were empty stalls located in the central area of the market (on the car park in Market Place). These bare tables, scaffolding poles and flapping canopies do not attract the public or encourage them to linger.



5.4 The Group felt that the problem had been exacerbated by the closure of the "middle" entrance to the Castle Quay shopping centre which forced the main pedestrian footfall via the Cornhill exit onto Parsons Street or via the Bridge Street exit and along the High Street.

Consequently these are highly desirable market pitches, and a number of traders have migrated away to these peripheral locations leaving gaps on the traditional Market Place.

- 5.5 The Group talked informally with many of the stallholders and followed this with a meeting with three representatives of the Banbury market traders. They raised a number of concerns, which included:
  - the apparent lack of commitment by the operator and the District Council resulting in a lack of investment
  - inadequate facilities available to traders (no electric/toilets and remote parking/stock storage)
  - the absence of structured communication between the traders, operator and District Council
  - no point of contact / a lack of visible presence by the operator on market days
  - competition from Castle Quay
  - competition from licenced street traders on High Street and Bridge Street
- 5.6 The traders also put forward a number of ideas for market Improvements, including the possibility of relocating it to the lower end of the High Street under street licencing arrangements. They identified the arrangements at Bicester as a good model to replicate in Banbury, as it had a visible on site management presence, control over the range of stalls and type of commodity, with traders responsible for stall erection and refuse removal. They felt that a smaller, busy market could still make a vital contribution to the economy of the town.
- 5.7 The Group also reviewed the Council's proposals for a revised market layout which was developed as part of the Parsons Street pedestrianisation scheme.
- 5.8 They were pleased to note that these proposals addressed many of their own concerns and the issues raised by the traders and market customers, in particular the need to consolidate the market stalls in one designated area.
- 5.9 They noted that although there were a number of positive aspects in moving a smaller market to the bottom of the High Street (for example the capture of the Castle Quay/High Street/Bus Station footfall and increased revenue through the release of the market place car park) there were also some practical difficulties (for example safety implications from the traffic on the High Street and emergency access). Moreover, relocating the market could have a detrimental impact on the Parsons Street scheme.
- 5.10 The Group felt that on balance the proposals for consolidation on the market place met the "best practice" principles of creating a safe,

pleasant environment which encourages people to linger and promotes social interaction: good entrance/exit routes; wide pathways between stalls; public seating; trees and flowers/shrub displays; catering outlets with seating; stall locations determined by availability of service "pop-ups". Still to consider were other operational issues such as stall canopies and arrangements for the recycling and removal of rubbish. The Group were concerned that the arrangements for waste disposal (a waste compactor or refuse vehicle parked in the market area) were unsightly and did little to enhance the overall market ambience.

5.11 The Group's assessment of Banbury market is summarised below:

#### **Banbury market SWOT analysis** Strengths Weaknesses 400 year tradition of a successful market Empty stalls in centre of market area Public desire for a thriving market Dispersed stall locations Central location with good public Lack of facilities for traders transport access No co-ordinated communication Large potential customer base from between councils, operator, traders Banbury hinterland and local retailers/business groups Limited range of merchandise **Opportunities** Threats Parsons Street pedestrianisation scheme Market continues to decline and improvements to Market Place Traders transfer to other markets Lack of food retail outlet in town centre Recession Planned and co-ordinated events and new initiatives local produce/fair-trade/ recycling Build stronger links with specialist markets Build links with leisure/tourism

#### **Bicester**

- 5.12 Unlike Banbury and Kidlington there is only one market day (Friday) In Bicester. The market, consisting of some 20 stalls, is located along the pedestrianised length of Sheep Street in the heart of the shopping area and close to the main car parks. It appears to be busy, successful and popular with local shoppers and traders. Attractive flower displays, public seating and street side cafes all contribute to the overall shopping experience and reflect the success factors identified in the Open University report.
- 5.13 The market is operated independently by the Bicester Market Traders Association who allocate the pitches and collect the individual licence fees. The District Council receives an annual income for the operation of this market from licence fees in line with usage. The

- stallholders are responsible for the erection and dismantling of their stalls and the removal of their rubbish.
- 5.14 Through their site visits and discussions with Bicester Town Council representatives the Group identified some specific operational concerns and enforcement issues, mainly relating to emergency vehicle access and refuse collection. District Council officers have been informed.
- 5.15 In common with the other two markets the Group noted that there was a need to introduce more regular and structured communication between the two councils, the traders and the local retailers/business community.
- 5.16 The Group agreed that this was particularly important given the potential risks and opportunities that the Bicester Town Centre redevelopment posed to the future of the market. In principle the market could be a key contributor to the longer term vitality and regeneration of the town. The longer term tourism potential of capturing the "leisure shoppers" who would visit the market as part of a leisure/tourist experience to Bicester Village should be recognised and exploited. But at the same time the immediate dangers of losing the existing customer base due to frustrations with traffic congestion and lack of parking should not be under estimated.
- 5.17 The Group's assessment of Bicester market is summarised below:

Bicester	
<ul> <li>Strengths</li> <li>Proximity to high street shops and cafes</li> <li>Pedestrian area</li> <li>Attractive environment (seats, flower beds)</li> </ul>	<ul> <li>Weaknesses</li> <li>Local infringement issues that have not been actively addressed.</li> <li>No co-ordinated communication between councils, traders and local retailers/business groups</li> </ul>
<ul> <li>Opportunities</li> <li>Bicester Town Centre redevelopment</li> <li>Build links with leisure/tourism</li> <li>Planned and co-ordinated events and new initiatives local produce/fair-trade/recycling</li> <li>Build stronger links with specialist markets</li> <li>Build links with leisure/tourism</li> </ul>	<ul> <li>Threats</li> <li>Bicester Town Centre redevelopment: <ul> <li>Traffic congestion</li> <li>Car parking</li> </ul> </li> <li>Recession</li> </ul>

### **Kidlington**

- 5.18 Kidlington market is held on Fridays and Saturdays. The market is located at the intersection of the High Street and Watts Way adjacent to the main shopping centre. It is a relatively small affair with about a dozen stalls but it has a very strong and loyal local customer base. This coupled with its central location results in a thriving, bustling market, particularly on Saturdays.
- 5.19 Under a longstanding arrangement Cherwell District Council collects the licence fees from the individual stallholders but pays Kidlington Parish Council to supervise the actual operation of the market. The stallholders are responsible for the erection and dismantling of their stalls and the removal of their rubbish.
- 5.20 This arrangement is quite resource intensive for both Cherwell and Kidlington councils as they have to deal with individuals rather than a single spokesperson or group. This lack of "ownership" has given rise to some local infringements of the licence conditions which will need to be enforced.
- 5.21 As a result of discussions with the Task and Finish Group Cherwell District Council officers and the Parish Council have agreed to explore the possibility of replicating the Bicester Traders Association model in Kidlington. They are also keen to introduce arrangements for more frequent structured communications between the two councils, the traders and local retailers to oversee the direction and operation of the market on behalf of the local residents.
- 5.22 The Group's assessment of Kidlington market is summarised below:

Kidlington market SWOT analysis		
<ul> <li>Strengths</li> <li>Small but consistent trader base</li> <li>Waiting list for pitches</li> <li>Good client base (especially Saturday market)</li> <li>Proximity to high street shops and cafes</li> <li>Free parking</li> </ul>	<ul> <li>Weaknesses</li> <li>Vulnerable due to size and dependence on key traders</li> <li>No single point of contact/voice to represent stallholder views</li> <li>No co-ordinated communication between councils, traders and local retailers/business groups</li> </ul>	
Opportunities     Replicate Market Trader Association model     Planned and co-ordinated events and new initiatives local produce/fair-trade/recycling     Build stronger links with specialist markets     Build links with leisure/tourism	<ul> <li>Threats</li> <li>Short-term disruption due to Watts Way redevelopment</li> <li>Recession</li> </ul>	

### **Promotion and publicity**

- 5.23 At the start of the review the Group looked at the District Council's website and publications to find out what information was readily available about the markets in the district. They found no hard copy literature and very little information on the website, other than the basic facts and a link to the Hughmark International website which provides basic details about Banbury market. Perhaps not surprisingly given that markets are a District Council responsibility the information available on the town and parish council websites was equally sparse.
- 5.24 By contrast there is a lot of publicity for the farmers' markets. The Thames Valley Farmers' Market Co-operative runs the Banbury and Bicester farmers' markets and their website lists and gives details of the individual traders for each market. These markets are also widely advertised in the local area with temporary street signs appearing shortly before the market day. Another example of good practice was at Banbury Farmer's market where there was a white board detailing which stalls were "on holiday"; a simple way to ensure that they did not lose potential trade. Yet when the Task & Finish Group visited the traditional market in Bicester in the summer the only signs they saw were advertising the farmers market the following week.
- 5.25 Similarly the residents of Abingdon who checked the town council website in November 2008 were able to note the dates of the French and Italian markets scheduled for May and June 2009.
- 5.26 The Group consider that this is a missed opportunity and one that could be a "quick win". All three markets would benefit from an effective marketing strategy, encompassing better communications and greater publicity. This needs to be developed and co-ordinated by Cherwell District Council, in consultation with the local town and parish councils and market operators and trader associations.
- 5.27 The District Council could also do more to use the markets as platforms for some of its promotional activities. For example last year the Council held its "recycling roadshow" in the car park of a local supermarket. This was a good idea but could have been even better if it had been repeated at one or all of the markets. The same approach could apply to a wider range of Council promotional activities for the arts, sports and health education. We should even consider the possibility of using the markets as a venue for different types of public consultation.

#### New initiatives

- 5.28 The Group believes that currently there is very little to encourage the "quality chooser" or "leisure shopper" to visit any of the traditional markets in Cherwell. Even in the context of the current recession they believe that all three markets could develop new initiatives to increase business by appealing to each of these customer groups.
- 5.29 Anecdotal evidence presented to another Task & Finish Group reviewing concessionary fares, in particular the implications of the national bus pass scheme, suggests that there has been an increase in passenger traffic between Daventry and Banbury. The reason given is that the passengers see Banbury as a desirable shopping location. This should be good news for Banbury and its market. The downside is that those "leisure shoppers" could just as easily take a bus to a different and more attractive market town.
- 5.30 The Group suggests that the District Council in consultation with the local town and parish councils and market operators and trader associations should develop ideas for the promotion of themed markets such as "buy local", fair-trade and consider developing stronger links with organic/farmers' markets.
- 5.31 In considering new ideas we should not lose sight of the needs of the "price choosers" who want competitive prices, good quality and value for money. These regular customers are the mainstay for most traders. As the recession bites it is possible that their numbers will increase as they look for the traditional "bargain" and we need to ensure that the range of stalls on the markets meet their needs.

### 6 Conclusions

### **Banbury**

- 6.1 This market is at a critical juncture. In early January 2009 the Task & Finish Group learnt that the market operator, Hughmark International, had ceased trading. The Group met with the Portfolio Holder for Urban and Rural Services and Cherwell District Council officers to discuss the situation and were reassured to learn that contingency arrangements were in place to provide the regular weekly market.
- 6.2 Although regrettable, the Group believe that the operational management changes forced on Banbury market present an opportunity for the District Council to reappraise its plans and ambitions for the future of the market. They would encourage the Council to take a long-term and flexible approach to this and when possible involve the traders, the local business community and the public in the process. The task should be to determine what Banbury needs from its market (in terms of size, frequency, location, content) rather than just identify options to continue the current twice weekly market.

#### **Bicester**

Overall the Group considered that this was an example of a successful market which works well in its current format. There are some local enforcement issues to address, and this may need to be supported by a more visible presence from Cherwell District Council officers from time to time. The main area of concern was the need for a more structured dialogue between Cherwell District Council, the traders and the Town Council and local business groups to develop ideas and address operational issues. This will become increasingly important as the redevelopment of Bicester town centre progresses. The Group believe that this is an opportunity for Cherwell District Council to be proactive and explore the potential to establish the market as a key contributor to the vitality and economic success of the town.

### **Kidlington**

6.4 Although small, the market in Kidlington is thriving with a waiting list for pitches. The main problems that the Group identified were similar to those at Bicester in that there are communication difficulties and some local enforcement issues to address which may need a more regular visible presence from Cherwell District Council officers. The introduction of regular structured communication between the District and Parish councils and the traders and local retailers was seen as a priority. One of the first issues to address would be the possibility of replicating the Bicester Trader Association arrangements.

- 6.5 Throughout this review the Group has been aware that many individuals, including district, town and parish officers, traders and councillors, have been working hard to make their particular market succeed. But they all share a sense of frustration that they are operating in a vacuum and that they lack direction and guidance.
- 6.6 To a degree this did not matter given the "spend" culture of the last two decades but the current recession has changed that. If the Council is to resurrect Banbury market, and ensure that Bicester and Kidlington markets continue to flourish, then it will need to adopt a more proactive management style and commit to a clear vision and strategy for the future of the markets.

# **Appendix 1**

# Interviews, site visits and background reading

#### Interviews

Mr Quinn, Secretary Banbury National Market Traders 23 October 2008

Federation, Mr Dindol, Mr Finch (Banbury Traders)

Mr Hughes, Hughmark International 4 November 2008

Banbury Town Council & Chamber of Commerce 7 November 2008

Kidlington Parish Council 25 November

2008

Bicester Town Council 9 December 2008

#### Site visits

(dates when 3 or more members of the T&FG visited the markets. In addition individual members visited specific markets on a regular basis)

Banbury market 21 February, 10 and 31 July 2008

Banbury farmers market 4 July 2008

Bicester market 14 March and 29 August 2008

Kidlington market 8 August 2008

### **Background reading**

- The Role of Traditional Markets in Revitalising Market Towns, ER Consulting for the Countryside Agency, July 2004
- Markets as social spaces, Open University Study
- City Living Commission Report : The Value of City Markets, City of Stoke on Trent, May 2005
- Markets Service Review, South Lakeland District Council, October 2006
- National Association of British Market Authorities (NABMA), <u>www.nabma.com</u>