

**Care For Your Area Services – Efficiency, Improvement and Transformation Review.**

Care for Your Area is an umbrella organisation that provides a large number of different front line services. The scope of this review is to consider the following services: Refuse Collection, Street Cleansing, Horticultural Services, Urban Parks, Recycling Services, Markets, Public Conveniences and Workshops and Vehicle Maintenance. This review will consider each of these separate services in turn. Other services that fall within CFYA that are subject to previous and ongoing reviews include Commercial Waste Services, Highway Maintenance, Countryside Parks, Bulky Household Waste.

**MARKETS**

<b>Service Baseline / Initial Challenge</b>	<b>Guidance</b>	<b>Information</b>
Description of Current Service	Who provides the service?	<p>This markets operational service is provided through an in-house service provision by 'Care For Your Area' based at Cowpen Lane Depot, Billingham.</p> <p>The strategic responsibility for markets sits within Economic Development and Regeneration who also have responsibility for Council owned Town Centres as well as the contract and relationship with private owned facilities.</p> <p>In terms of providing markets in Stockton borough, a Market Charter permits the Wednesday market in Stockton, a franchise was granted for a Saturday market in Stockton, whilst statutory markets were established for markets on a Friday in Stockton, Monday in Billingham and a Thursday in Thornaby.</p>
Baseline	History - how service was formed and why it exists	Stockton-on-Tees Borough Council was granted a Market Charter in 1310 by Bishop Bec Prince Bishop of Durham for the weekly Wednesday market and has continued to hold

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		<p>this for 701 years.</p> <p>The Council was granted a franchise for the Saturday market and although SBC are not obliged to hold a market on these days we are permitted to.</p> <p>Statutory markets are held on a Friday in Stockton, Monday in Billingham and Thursday in Thornaby.</p> <p>In March 2008 the Council entered into a long term lease agreement for Thornaby Town Centre with private operators, as part of the long term lease lasting for 150 years the market rights were retained by the Council with an agreement that the council operate a market in Thornaby each Thursday.</p> <p>In July 2007 Billingham Town Centre was transferred ownership with freehold being sold to a private franchise, the freehold transfer</p>

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		<p>was part of ambitious plans for investment into the town centre, a licence agreement was included as part of the transfer giving the council the rights to hold a market in the town centre every Monday and Friday.</p> <p>The situation as regards traditional retail markets in England today is complex. There is evidence of prolonged decline coinciding with the growth of supermarkets, this decline has been seen in all of the borough's markets and income levels have reduced in comparison to previous years, although Stockton's market does remain one of the largest in the North East. Changes are required in order to sustain the markets in the future, with new Town Centre developments in both Thornaby and Billingham the Market remains as an additional retail benefit to customers, although following the completed development in Thornaby Town Centre the market has</p>

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		<p>reduced to only eight stalls, there are limitations on expansion due to the market licence area and there is a need to review the operation with an aim to attracting more traders.</p> <p>2011 saw the launch of an exciting and ambitious development prospectus for Stockton Town Centre that sets out a five year, £20m investment programme to transform the High Street and attract more retailers, businesses and shoppers to the town.</p> <p>These proposals include the retention and investment into the market place area.</p> <p>The Council recognise the benefits of a market and support the continuation of providing retail choice, as well as preserving Stockton's history as a market town.</p>

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Challenge	What influences impact on the service? ( political, social economical, technological)	Local Authorities face a real challenge seeking to sustain markets in the current austere economic climate. With two main challenges: finance and management. With declining trade in Town Centres, we are seeing more empty units and businesses not able to stay afloat, with many markets failing and declining across the county, however Stockton is currently working on proposals for a £20m investment into the Town Centre focussing upon bringing additional trade as well as making Stockton a vibrant town centre for large scale events. The market is one of the areas of the proposed development, with discussion focussed around the most appropriate location to attract footfall as well as balancing with the other functions of the Town Centre. These proposals will form the main impact on the Stockton market in the short term.

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		<p>With the markets in both Billingham and Thornaby the main challenge is regarding the Centre Ownership and Management and managing the conflicting priorities, at times the market is not necessarily on the agenda and can cause conflict with fixed retail.</p> <p>The current changes from the EU Services Directive also pose a threat to markets specifically in relation to the Directives abolition of the '6 2/3 mile' rule in favour of anti competitiveness.</p> <p>As yet the Council have not been faced with competitive markets being held within the '6 2/3 mile' radius on the same day as Stockton's markets, however with the location of retail areas such as Middlesbrough Town Centre and Teesside Retail Park there is a concern with what would happen in Stockton if faced with a competitive market.</p>

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	How does the service perform?	<p>Stockton borough markets are still performing well, given the current economic climate; however there has been a decline in take up in some areas and the Council does struggle on attracting new and varied ranges to the market.</p> <p>The markets all have a regular customer base although attracting new customers as well as new lines is often difficult.</p> <p>Stockton market operates every Wednesday and Saturday with 52 regular traders on a Saturday and 61 on Wednesdays, there is also a casual pitch location to around 8 traders each market day. A smaller scale market operates on Friday with around 7 traders and 3 casuals.</p> <p>The market in Billingham on Monday, hosts around 17 stalls with 4 casuals and a Friday with 7 regular traders and 3 casuals.</p>

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		<p>Thornaby has had the most decline and currently operates with on a Thursday, with approximately 7 stalls turning out each week.</p> <p>The latest Viewpoint survey was undertaken in 2009 by a panel of 1,215 borough residents. A response rate of 48% was achieved for Viewpoint.</p> <p>The results of the Viewpoint survey showed that customers returning to shop at Stockton market are satisfied with quality, friendliness of traders, prices of items, streetscape, facilities and access for disabled people, however the survey results showed that more than 70% of people feel the markets are not publicised well enough, this could be a reason for a lack in new customers at the market.</p> <p>Thornaby market is felt to be the worst advertised as many of the open answers in the Viewpoint top line survey 13-07-09</p>



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		<p>indicate that people did not know Thornaby had a market.</p> <p>With the decline of stall in Thornaby a separate face to face survey was carried out in 2010 with customers during market day to see how satisfied they were with the current market – the results showed that although customers wanted to see the market continue they felt it required expanding and a wider range of lines.</p> <p>The latest internal audit carried out in June 2011 gave substantial assurance on the market.</p>
	<p>What does inspection tell us about this service?</p>	<p>The service has not been subject to an inspection</p>

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	What resources are used?	<p>There are currently three full time members of staff working within the markets operational area, with additional resources allocated in Economic Development and Regeneration for Town Centre Managers and officers who deal with the strategic element of markets.</p> <p>In addition there are a range of other resources used including buildings (such as the Shambles Office, and Cowpen Depot) as well as computer systems to manage the trader listings and rent payments.</p>
	What assets are used to deliver the current service?	<p>The Town Centre market areas are the single most valuable asset the service uses. Payment for the business rates are payable by the service in Stockton, however are not subject to the licence agreements in Billingham or Thornaby.</p>

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	<p>Are there any limitations or barriers affecting the delivery of the service?</p>	<p>The new prospectus for Stockton High Street has been extremely sensitive with traders petitioning against the need to move, however with the current decline doing nothing is not an option. The developments and sensitivities are going to be the main challenge over the short term and will affect the location and running of the market in the future, other limitations include</p> <ul style="list-style-type: none"> <li>• There is a limit on the amount of Stalls that can be accommodated on the market due to the available space and therefore a limit on the amount of income available</li> <li>• There is a limit on the ability to attract new customers without making some major improvements to the market layout and also the offer with an extension of the lines</li> </ul>

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		<ul style="list-style-type: none"> <li>• There is a limit on the ability to attract new lines to trade without ensuring that the customer base is available</li> <li>• There is a limit on changing the layout of individual stalls as the traders themselves own the infrastructure and are responsible for erecting and dismantling stalls</li> <li>• There is a limit on the Market expansion and provision and running in private town centres as we are bound to market license agreements</li> </ul>
	<p>If the service is outsourced or provided by a third party, how are service standards monitored?</p>	<p>Service standards could in theory be monitored by means of the Client (i.e. SBC) insisting upon certain performance standards that the Contractor must abide by. In reality there is a limit on what the Client can do to control performance delivered by a wholly separate organisation, though there have</p>

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		been a number of successful private ventures across the country for markets to be outsourced.
	Could the service be provided through a different mechanism?	The Service could be provided with a private operator managing the current market with a licence agreement from the Council, there could be a move to more controlled markets where a number of stalls are managed by one operator (such as farmers markets etc) and the Council agree layout/stalls and licenses via the operator
<b>Customer Baseline</b>	Who are the customers what are their needs now?	<p>The current customers are the traders who in turn provide a service to regular market customers – this customer base is predominantly Stockton residents, although a number of regular customers do travel to Stockton from out of the area.</p> <p>Part of the decline of the market is due to the customer base and it has been difficult in the past to attract new customers to Stockton</p>

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	<p>How are service users consulted and how do their views shape delivery?</p> <p>How satisfied are the customers?</p>	<p>market, this is due to the lines available and the layout of the market, the High Street also impacts on this. Stockton High Street has 2 main retail competitors Middlesbrough and Teesside Retail Park, therefore retail in the High Street has struggled for a number of years, this has an impact on the market as they are not getting the footfall from retail shoppers.</p> <p>Residents are consulted on a regular basis using a variety of methods, such as Ipsos MORI surveys Regular information is provided in Stockton News, press releases and the Internet. Marketing campaigns have been established as well as traders marketing the service in various publications. Face to face surveys have also been carried out independently as well as during some of the larger scale events in the high street</p> <p>Recent Ipsos MORI satisfaction survey results demonstrate that the service has a customer satisfaction rating of 68%</p>

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	How do you communicate with your users?	Communication through Viewpoint, Stockton News and local press articles. There is also a regular markets forum that is open to members of the public as well as retail forum and user groups, the service also links in with events in the high street to promote services as well as feedback forums via the internet and social media sites on proposed changes and developments
	How are these services promoted / marketed? What do Viewpoint Surveys/ internal audit reports tell us about the service?	Again with Stockton News, through local media and also on advertising on the council's web site. Traders also advertise in other publications and promotional material. A view point survey in 2009 showed that 41% of the panel felt that the market was an important shopping facility whilst 75% felt they would like to see a wider range of goods and 39% said they make a special visit to the market when visiting the town centre. The latest audit in June 2011 gave substantial assurance overall for the market service.

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<b>Customer Challenge</b>	<p>Are there customers who could use the service but don't?</p>           <p>Are there customers using the service who shouldn't be?</p>	<p>The market has a regular customer base; however it has been difficult to attract new customers to shop in the market. During the Viewpoint survey when respondents were asked how often they visited Billingham, Thornaby, Stockton or the Farmers Market Stockton, (26%) of respondents visited Stockton Market at least once a week, Billingham (9% of respondents) and Thornaby (5% of respondents) visited once a week. Only (2%) of respondents visited a Farmers Market once a week. Advertising and range of goods were some of the reasons listed for not using the market on a regular basis. There is a need to attract additional custom to the market but in order to do so the lines and goods available would need to be expanded, the concern is that at this present time it is difficult to attract new traders as the customer base is not readily available – the current market position, layout and goods will all be considered as part of the Town Centre Prospectus in order to address some of these issues. The Council are also looking at</p>



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	<p>Who are the customers of the future and what are their needs?</p> <p>What is likely to impact on demand for these services in the future?</p>	<p>additional larger scale events, farmers and continental markets as well as invigorating the centre’s retail offer in order to attract new lines and additional custom.</p> <p>Residents of the borough, visitors and shoppers outside of the area who specifically visit the market, additional customers who use the market when visiting the centre for other means, such as retail and events – the needs of these customers would be to extend the lines available and introduce new and attractive products, such as specialist markets.</p> <p>With the current economic climate market shopping has always been deemed as value for money and if the range of produce was expanded this could influence decisions. Convenience is also a determining factor and the Town Centre proposals will look at High Street Parking as an option.</p>

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	What do complaints/ compliments tell you about these services?	Feedback from our customers demonstrates this service is highly valued by current users although there are a vast number of residents of the borough who do not visit the market.
<p><b>Aims &amp; Objectives</b> Baseline</p> <p>Challenge</p>	<p>Is the service required by statute?</p> <p>Is there a statutory level of service?</p> <p>Is the service responsive or proactive or a mixture?</p> <p>Is the service needed?</p> <p>What would happen if the service was not provided either in whole or part?</p>	<p>No there is no statute to provide a market, although Stockton does have a market charter and has a historical culture of being a market town.</p> <p>No</p> <p>Proactive regarding specific market days</p> <p>The service is a further offer of retail for residents and visitors of the borough</p> <p>It would add to the further decline of Town Centre Shopping in Stockton borough and limit the offer – this would have an effect on other business in the Town centres and also</p>

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	How would the service react to new pressures what capacity would be required to deal with additional / new demands?	on traders. Loss of income for the authority  There is limited space in Stockton for new traders, although uniformity of stalls would assist in creating available pitch space for new lines – the current markets team does have capacity to manage expansion of the market offer
<b>Aims &amp; Objectives</b> Challenge	Who provides a similar service to this using a different delivery mechanism e.g. external partnerships, shared services etc?	The service can either be delivered through an in-house provision or through an outsourced private contractor, shared services with other local authorities could also be considered. – Some local authorities do use external providers, to manage the market
<b>Relevance / Context</b> Baseline / Challenge	How does the service fit with the overall aims of the Council?  How does the service contribute to key policy areas?	The service contributes to both the Sustainable Community Strategy & Council Plan, through the following policy areas:- <b>Economic Regeneration and Transport</b> <ul style="list-style-type: none"> <li>• Minimise the effects of the economic downturn on Stockton through proactive responses and partnership</li> </ul>

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	<p>What policies, plans and strategies impact on the service e.g. statutory, policy, function , other services?</p>	<p>working.</p> <ul style="list-style-type: none"> <li>• Regenerate the borough through the delivery of major local and sub-regional projects.</li> </ul> <p><b>Environment</b></p> <ul style="list-style-type: none"> <li>• Make the borough a cleaner, greener and more attractive environment.</li> </ul> <p><b>Culture and Leisure</b></p> <ul style="list-style-type: none"> <li>• Highlight and celebrate our heritage.</li> </ul> <p>The new EU Directive has an impact on the service and delivery of a market as does the regeneration strategy “To deliver a step change in the quality of place and use it to help deliver the sustainable economic and social renaissance of Stockton-on-Tees, the regeneration of our Town Centres also impact on market provision</p>

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	Are there any political judgements / decisions involved in determining the level of service?	As the service is of historical importance and also provides opportunity for small businesses as well as providing key shopping facility the service s extremely high profile and politically sensitive. Reconfiguration of the service has always been determined via scrutiny review/cabinet approval and through consultation at the markets forum. The Service comes under the cabinet member for Regeneration and Transport and Environment																
<b>Financial / Resource Considerations</b> Baseline	What are the costs of the service?	<table border="0"> <tr> <td><b>Overall Budget 2011/12</b></td> <td align="right"><b>£225,252</b></td> </tr> <tr> <td>Staffing Costs (direct + indirect)</td> <td align="right">£95,846</td> </tr> <tr> <td>Supplies and Service budget</td> <td align="right">£14,116</td> </tr> <tr> <td>Premises inc. rates</td> <td align="right">£76,909</td> </tr> <tr> <td>Transport</td> <td align="right">£5,673</td> </tr> <tr> <td>Payments for services</td> <td align="right">£62,708</td> </tr> <tr> <td>Income target</td> <td align="right">£301,078</td> </tr> <tr> <td>Actual Income 10/11</td> <td align="right"><b>£267,423</b></td> </tr> </table>	<b>Overall Budget 2011/12</b>	<b>£225,252</b>	Staffing Costs (direct + indirect)	£95,846	Supplies and Service budget	£14,116	Premises inc. rates	£76,909	Transport	£5,673	Payments for services	£62,708	Income target	£301,078	Actual Income 10/11	<b>£267,423</b>
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Care for Your Area is an umbrella organisation that provides a large number of different front line services. The scope of this review is to consider the following services: Refuse Collection, Street Cleansing, Horticultural Services, Urban Parks, Recycling Services, Markets, Public Conveniences and Workshops and Vehicle Maintenance. This review will consider each of these separate services in turn. Other services that fall within CFYA that are subject to previous and ongoing reviews include Commercial Waste Services, Highway Maintenance, Countryside Parks, Bulky Household Waste.

**MARKETS**

<b>Service Baseline / Initial Challenge</b>	<b>Guidance</b>	<b>Information</b>
	<p>Capital and revenue costs?</p> <p>What is the level of 3<sup>rd</sup> party expenditure?</p> <p>What contracts or other arrangements are in place (spend analysis)?</p> <p>What is the Councils commitment to contracts / other arrangements?</p> <p>Do you have any charging policies?</p> <p>How have Gershon efficiency savings impacted on the service and how were the service planning to meet future Gershon efficiency targets?</p>	<p>All revenue</p> <p>£62,708</p> <p>No contracts – Traders are on a daily license to trade – internal agreement for cleansing and waste disposal</p> <p>n/a internal</p> <p>Yes pitch fee's start from £21 for one stall (12 foot frontage), maximum number of stall allocated will be 4 (48 foot frontage).</p> <p>To market the service in order to generate additional income, although other factors impact on such. – there is little scope to reduce expenditure as Suppliers spend is minimal and there is little influence on rates,</p>

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<b>Service Baseline / Initial Challenge</b>	<b>Guidance</b>	<b>Information</b>
	How will the current financial climate affect the service?	<p>therefore the only scope for savings is through staffing costs which are highest cost of the service</p> <p>The greatest risk to the financial stability of the service are those issues that are beyond any control loss of traders due to decline in custom, inability to attract new lines which would in effect reduce income levels. Income is dependant on the number of traders there is also little scope to increase income at this time due to the issues with new lines/customers</p>
<b>Financial / Resource Considerations Challenge</b>	<p>How can you demonstrate that the service is cost effective overall?</p> <p>Do external contracts offer value for money?</p>	<p>Income levels continue to exceed expenditure although the income levels are declining – no bench marking with the exception of pitch fees have been carried out</p> <p>External contacts could create potential savings if the service were to be outsourced though there is concern on how this would impact on wider plans for Town Centre development and supporting the local economy</p>

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<b>Service Baseline / Initial Challenge</b>	<b>Guidance</b>	<b>Information</b>
<b>Service Drivers</b>	<p>What do we need to change and why?</p> <p>What are the main drivers of change?</p>	<p>The market offer and extended lines and more co-ordinated management of the markets is required to ensure a vibrant sustainable market to attract new customers and sustain and support the local economy</p> <p>Reducing levels of income, little scope of attracting new customer – modernise the market and ensure it sits within the overall vision for the Town Centre.</p>