



A RETAILS' MARKETS POLICY
FOR THE ETHEKWINI MUNICIPALITY

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14021. Introduction

Although “markets” are difficult to define, in their simplest form, a market (public or private) refers to a specific grouping of traders operating from open stalls within a defined or enclosed space, which are engaged in the exchange of goods and services and governed by a single set of rules.

Although markets are intended to be a carefully crafted, intentional and diverse medley of owner operated stalls and/or "daytables", they often occur spontaneously without any preconceived planning. While meeting the community's everyday shopping needs, markets should exist to fulfill a public purpose and reflect what is distinctive about the surrounding area. Markets should also restore sustainable economic development and social vitality to communities, while renewing their historic role as the heart and soul of their city. They should encourage entrepreneurship and foster the ownership and development of businesses by disadvantaged groups.

In terms of the Informal Economy Policy adopted by the EtheKwini Municipality in February 2002, “local government should encourage and promote a diverse mix of markets and trading opportunities” as part of “the overall strategy of creating different opportunities and small steps along the ladder between the very informal and the very formal parts of the economy”.

The policy recognises that “key levers for change in management and support will be planning, the allocations policy, the registration process and the rentals policy” and suggests that “a moratorium be placed on developing plans for new built markets until the existing ones are properly managed and are supplied with adequate human and operational resources”. This Markets policy should then be read in conjunction with the Informal Economy Policy (Issues such as allocations and rentals had been dealt with in great depth in the Informal Economy Policy and will not be the subject of discussion in this document).

Following adoption of the Informal Economy Policy it was envisaged that Council would review its existing markets in order to ensure that these are operated in such a manner as to contribute toward Council achieving the Policy objectives. In addition, the municipally managed markets had been impacted upon by other external factors, not the least of which has been the growth of the Informal Economy. Clearly such changes have impacted on and potentially threaten the very nature of the Market and it is accordingly essential that the Markets be reviewed to not only



achieve Council's Policy objectives but also ensure its future sustainability in terms of a common vision.

The eThekweni Municipality appears to be the only local Council with many markets under its control and management with sixteen retail markets, together with a large number of farmers and flea markets spread throughout the Unicity. There is also the Wholesale Fresh Produce Market in Flower Road which does not form a part of this policy.

Each of these markets have their own specific problems and few are financially sustainable. Whilst some of these problems relate to aspects of management, the markets themselves have often been poorly conceived and planned. These policy guidelines seek to address and provide solutions to the planning and management of Retail markets throughout the Unicity.

The Need for a Policy for the management of markets

Since the 1994 elections, there have been two key changes in the role of local government. In the past local government in South Africa had no responsibility for economic and social development. Secondly, there was little democratic participation and consultation with citizens. The Constitution has changed the role of local government in important ways. Firstly, local government has a new responsibility to promote and support the formal and informal economy. Secondly local government now has to engage in consultative processes.

A policy is important for the following reasons:

- It makes local governments approach and principles clear
- It provides the basis for common action by different government departments
- It provides the basis for securing agreements with external stakeholders as to what the role of local government and other groups should be
- It provides the basis for monitoring performance by evaluating what goals have been achieved.

The markets across the Unicity have been managed by various legislation and bylaws. In the light of the transformation process and as well as the failure of markets to sustain themselves, it is therefore necessary for Council to embark on a policy process that will contribute to the restructuring and sustainability of markets.

14106. The Policy Development Process

The policy development process commenced in October 2001 with the establishment of a multi-disciplinary, interdepartmental reference group comprising representatives of the former operational entities which has overseen the policy development process. The process was initiated with discussions with the CEOs from the various operational entities identifying the markets managed by them, the personnel responsible for managing them as well as to obtain their commitment to the process.



The next stage involved an investigation of all the markets that are currently managed by the Ethekwini Unicity both in terms of the type of market and goods they sell as well as the financial position of each market resulting in the compilation of: A Review of Markets in the Ethekwini Municipality, June 2002.

Several workshops were conducted with the Markets Reference Group (MRG) to obtain a common understanding of the issues experienced by the Markets across the Unicity. In addition all interested and affected parties that were integral to the development and management of markets were identified.

The Vukuzakhe Training and Development consultancy was contracted by the Unicity's Development Facilitation Department to facilitate a range of consultative workshops and interviews at a citywide level. A Public workshop was held to invite comments from all interested stakeholders in market issues from the broader public.

In addition specific workshops were held with for each of the following city managed markets:

- English Market
- Early Morning Market
- Mansell Road Market
- Umlazi Market
- Herbsellers Market
- Phoenix Town Centre
- Cato Manor
- Besters Market
- Church Walk Market
- Verulam Market
- Tongaat Market
- Isipingo Market
- Amanzimtoti Market
- Hammarsdale Market
- Wyebank Market

Interviews were also held with the managers of the following Private markets:

- Amphitheatre market
- Essenwood Flea market

Separate workshops were held with the Councillors, Officials, Market staff and the Environmental Health Officers. The resource tool used for the purposes of the Workshop was "An Issues Document for the development and Management of Markets" (August 2002). In many of the workshops people were willing to answer questions and showed a deep commitment to participation in the improvement of markets in the Unicity. Many participants expressed an interest in being kept closely informed of progress in the policy formation process.

14191. The Integrated Development Plan and Markets



The White Paper on Local Government and the package of other related legislation provides a new national context for local governance in our country. Our Municipality is charged with the responsibility of being a developmental local government whose core business is to respond to socio-economic challenges in strategic and developmental ways. In the current context this means responding to the challenges that impact on the quality of life of the citizens in Durban.

These include:

- unemployment
- crime
- Poverty and
- HIV

In response to the new national legislative framework, the approach adopted in our Integrated Development Plan is strategic, developmental and needs driven.

The Long Term Developmental Framework involved focusing delivery more carefully to achieve development objectives and acting to coordinate and facilitate development of other actors (public and Private) within its jurisdiction. The essence of this strategy is achieve a balance between meeting basic needs and building economic development and a skills and technology base for the future.

Markets play a significant role in addressing some of the challenges of the Integrated Development Plan such as poverty, unemployment, lack of skills etc. Markets can be a modern and professional distribution system bringing benefits to the local community. Studies have shown that markets fulfil an important economic and cultural function. They are important in terms of:

- Direct and indirect employment for the area
- Their place in the dynamics of the local economy
- Their social function for the local population (liveliness and vibrancy)
- Their ability to produce high quality goods and in particular fresh produce at relatively lower prices than supermarkets which inevitably leads to a higher quality of health and life for the citizens. This also impacts on poverty alleviation.

The efficient operation and management of markets together with the support programmes of the Informal Economy Policy would result in an improved business environment for the trader. One of the goals of the IDP is to strengthen the Economy; the better management of any industry means that the monetary benefits are increased. This therefore means that through this policy, the improved management of markets will result in strengthening the economy of the Ethekwini Municipality.

Local authorities and traders should therefore work together to maintain and regenerate markets, helping to ensure that customers in markets all over the Ethekwini Municipality continue to enjoy this traditional style of shopping which benefits consumers, their urban communities and traders alike. Ignoring markets will lead to the demise and the loss of the jobs they provide, and thus the death of a worthwhile cultural and socio-economic aspect of our modern urban life.



4. International Review of Markets

The idea of the public market as a specific place where products are sold or traded regularly can be found in many cultures. The basic form and function of markets retain a striking similarity across both time and place. Whether one is shopping at a produce market high in a Himalayan village or in a crafts market in downtown Johannesburg, at a straw market in the Caribbean or a medicinal herb market in Warwick Avenue, Durban, at an art market in Paris or a farmers' market in Des Moines, there is no doubt of the universality of the market experience. This universality is one of the features that make markets readily identifiable and a comfortable gathering place for ethnically diverse communities, as seen in the inner city areas of American cities (Spitzer and Baum, 1994).

Public markets continue to be a customary element of everyday life in many parts of the world, especially for the purchase of food and other necessary goods. Europe boasts about 80,000 markets, including at least 3,000 market halls, in addition to the more numerous outdoor, periodic markets and fairs. Barcelona in Spain, relies on public markets for a high percentage of its food distribution: 81% of its residents report that they regularly shop at the city's forty-one neighborhood markets, according to the City's market administration. In Italy, renowned for its colorful outdoor and indoor markets, public markets account for 55% of the country's distribution of fruits and vegetables.

Latin American countries also maintain their market traditions. One legacy of the Spanish conquest was the development of markets, along with government offices and the church, in the town's central square. While these market buildings still function, less capital-intensive options have arisen as well. In Peru, for example, researchers recently discovered that the capital city of Lima has more than 91,000 street vendors alone, in addition to those vendors who sell their wares in the city's fifty-seven government-built and 274 privately constructed markets. In Ecuador, town centers become a series of street markets once a week, selling everything from shoes and hardware to crafts and food.

Asia contains some of the world's most exciting markets, from Tokyo's sprawling fifty-five acre fish market with nearly 1,700 stalls, to the enormous Chatuchak Market of Thailand, to the high altitude fruit and vegetable markets of Tibet, Nepal, and Bhutan. Economic reforms in China since 1979 have spurred the creation of thousands of "free markets" around the country that sell everything from fruits and vegetables to industrial machinery. The Chinese government reportedly has spent hundreds of millions of dollars building and renovating indoor markets for both wholesale and retail trade (Spitzer and Baum, 1994).

Around the world, public markets of all shapes and sizes provide numerous benefits to the vendors who sell in them, to their customers and to the areas in and around the markets. Across the world the public market is about creating dynamic places, stimulating economic opportunity, and instilling community spirit and cultural exchange and their role should never be underestimated in providing job opportunities and economic growth.

5. Challenges faced by markets in Ethekwini Unicity



There are a number of challenges that are faced by markets, not only in the eThekweni Municipality, but internationally. This policy seeks to address these challenges by providing solutions that will help turn the markets into viable economic and social entities.

5.1. Planning and Development of Markets

The concept development process has several stages: understanding the economic, social, and political context in which the market will be situated; determining what types of traders the market should have and what types of customers they probably will attract; developing a viable operating schedule; and determining the location and physical form of the market.

The market concept rarely springs forth intact; rather, it evolves over time. To develop the concept, the planner should be aware of both the specific components that make up the market and the factors that influence the creative process.

A market is a business with the trappings of any business endeavour but also with some unique attributes and constraints. As in any other business, the public markets operator has a product to sell (space in the market), which must be conceived, packaged, and sold to potential buyers. As in any business the market operator must be concerned with keeping revenues greater than expenses, operating legally, guarding against potential liabilities, and handling contracts and personnel. On top of these typical business concerns, the operator must be concerned with attracting enough customers to buy from the market sellers, managing many small business owners, and most important meeting specific goals. All of these elements and more must be brought together to constitute a successful public market.

The key is commitment to conducting a planning process. Jumping into a project to build a market without careful analysis and contingency planning is an almost certain prescription for failure. From the initial decision to start a market until opening day, the planner should be prepared to guide the market planning process past the following milestones:

- Setting project goals
- Assessing organisational capacity
- Determining the sponsorship structure
- Developing the concept
- Selecting a site and physically designing the market
- Assembling the market team
- Determining the economic/ social feasibility
- Writing a business plan
- Developing a marketing plan
- Creating the physical setting
- Recruiting sellers

For further detail on the milestones, see Annexure One.

5.1.1. Purpose of Markets

A major issue for market development is that very often markets are built without any preliminary assessment therefore in many cases market buildings become “white elephants”.



Through an initial exploratory process, market planners gain knowledge that they will use as they formulate the market concept. They will also gain insights into potential competition and brainstorm for possible sources of organisational, political and financial support. The preliminary assessment should begin with an inventory of other markets or related activities nearby. Are there any other markets or regularly held fairs or festivals? If any relevant activities are found, one would need to find out what their schedules of operation are, their source of funding, the types of goods they sell, and analyse their customer bases. Additional information would be costs of operation, the fees the market charges its traders and revenue generated. How have these projects been financed? Try to find out if any market has been attempted nearby which has failed. If so, what factors contributed to its demise?

Current situation:

- Markets have been established without adequate reference to environmental impact, provision of infrastructure, town planning, or transport planning.
- Some of the new satellite markets are empty because of a lack of planning and policy.
- A number of markets have evolved over a period as opposed to being purposely developed.

Way forward

- 1 Both existing and future markets should be subject to a rigorous assessment and feasibility study to guide Council's decision on the retention or restructuring of an existing market or the development of a new market.
- 2 These are some of the questions that need to be asked in such an assessment. The concept should provide a complete description of the market, possibly with its elements stated as responses to the following questions:
 - **Why:** Why is this market project being undertaken? Answering this question requires identifying the organisations that are developing the project and the goals they hope to achieve. To minimise confusion goals should be written down.
 - **What:** What will be/is sell at the market? (Council should encourage the diversification of products and market types) What other activities occurs/will occur there? Should there be restrictions? What systems are /will be used (cash/credit)?
 - **Who:** Who is/ or ultimately going to be accountable for the management and organisation of the market? Who sells/ will sell at the market, who buys/ will buy there and who organises/ will organise and run the market? Who is going to finance and manage the market?
 - **Where:** Where is/ will the market be located? Will it operate in the open or have a structure? How many sellers will it accommodate? Is there adequate parking? Where is the parking located?
 - **When:** When will the market open? When will it operate (days, months) and during which hours?
 - **What** is the impact/ intended impact of the market on the surrounding area?



- Following the above assessment, a detailed feasibility should be undertaken and the project should, thereafter be formally endorsed (or sign-off) by a single responsible official prior to being submitted to Council.

5.1.2. Location

As with other retail businesses, the location of a public market can make the difference between success and failure. The site must “work” in terms of attracting customers and serving the needs of traders. Selecting a site for a public market requires evaluating the numerous variables that influence location. Planners must make trade-offs, such as selecting a centrally located, bustling plaza even though there may be little nearby parking, or choosing a large lot that can accommodate expansion although it is cut off from major routes. In the planning of new communities, however, planners can make provision for the development of markets within the community plans.

Markets should form part of the continuous fabric of the environment in which it is located. Markets should be spatially integrated with other land uses in order to increase its level of success.

Current Situation

- There are a number of markets that are well located being close to public transport and commercial centres, for example, the Early Morning Market.
- There are, however, a number of poorly located markets that were remote from major routes and commercial centres, for example, Brookdale Market, Besters Market.

Way Forward

- Planners should look to provide viable and central spaces within existing and new community centres for the location of markets.
- Ideally, locations for markets would be adjacent to existing shopping centres and busy transportation nodes. Proximity to public transport is a definite advantage, especially in serving the elderly and poorer communities.
- Where current locations had not been appropriately selected, one would need to locate other services such as post office agencies, pension and social welfare payout points in close proximity to the market in order to increase customer patronage and to ensure a high volume of passing trade.
- Other solutions for poorly located markets should be examined with a view to changing to alternate uses.
- Consideration should also be given to locating anchor tenants (in the form of supermarkets targeted at the middle to low income shopper) within the market in order to increase the customer patronage to the market.
- n Both pedestrians and motorists should be able to see the markets from busy streets.
- n Markets must be accessible to customers arriving by foot or by vehicle and to traders who need to unload their cars or trucks.
- n In evaluating whether a location is too large or small, the long term vision for the market should be considered. If the market does well, can the site accommodate more vendors? Will there be opportunities to accommodate various structures on the site?



n Locational decisions should consider adjacent street patterns, existing or planned uses nearby and the impact of adjacent retail.

5.1.3. Merchandise Mix

The term “merchandising mix” refers to the mixture of product types sold within the market. During the conceptualisation stage, the planner must try to formulate the right mix of products to attract the targeted customers, ensure adequate sales for the traders, and fulfil the public purpose of the market. Thereafter, in the detailed feasibility phase a full market analysis must be undertaken to understand exactly what the product mix is going to be. To do this effectively, planners must understand the internal dynamics that make markets different from other forms of retail shopping. What products are sold and the way they are sold cannot be separated. Ultimately, the products and their presentation give the lasting impression on the customer and therefore are critical to the success of the market.

Current Situation

- Markets are currently restricted in terms of the products they sell, for example, the Early Morning Market is only allowed to sell fresh produce and poultry.
- Some markets have a greater product mix such as the Mansell Road Market which sell drums, household goods, blankets etc.
- Too many traders selling the same type of goods adversely affects the profitability of each business.

Way Forward

- The council should encourage a merchandise mix within broad complementary categories to retain the general nature of the market.
- A well-consulted merchandise plan needs to be developed by a Traders Forum based on customers needs, what traders are willing to sell as well as the vision and purpose of that market. The products and services sold at the market should not detract from the intended purpose of the market. For example, if the market is intended to be a “Craft market” all products and services offered at the market must be complementary to a Craft market.
- Alternatively, zones should be allocated within the market for different products such as a Craft zone, a Fresh produce zone or a clothing zone.
- Criteria for the right product and service mix should be negotiated with all relevant stakeholders right at the outset ensuring the provision of appropriate facilities e.g. wet and dry goods
- Traders Forum should then be responsible for managing the product mix based upon the agreed criteria.
- If a trader wishes to change the product based on changing customer demands, this needs to be renegotiated with the Traders Forum.
- The type of goods and services offered at the market should be in character with the area in which it is located.
- Markets should be allowed to sell both local and internationally produced goods, provide that it does not detract from the purpose of the market.



- The Council should invest in training to educate traders in order for them to be able to enhance their merchandising mix as well as the display of their merchandise.
- As a principle, alcohol and drugs should never be sold at a market.

5.1.4. SERVICES

A markets configuration and character are influenced strongly by its surroundings. Open-air markets can fill closed streets, follow the perimeters of parks or waterfronts or lie under elevated highways. Market buildings are typically located within dense urban districts, near important civic structures, or at commercial hubs of neighbourhoods.

There is tremendous variation in the types of infrastructure provided by the public market that can range from simple overhead canopies to big buildings. Some markets may not provide any structure at all but simply provide services such as water.

Current Situation

- In the markets managed by municipalities serious problems are experienced with infrastructure provision for example, English market, Hammarsdale market.
- In some markets, Council built the entire structure of the market and provides services
- In other markets, no services or infrastructure is provided.
- Within the buildings themselves there are often complaints that there are no cold rooms, storage, electricity etc.
- General maintenance of market like the English Market is very poor and complaints about broken windows and doors, cleaning and security not responded to.

Way Forward

- Both the traders and the Council should decide jointly on the level of services to be provided at each market.
- The non-negotiable services to be provided at a market should be water and ablution facilities
- Additional services such as cleaning, security, shelters etc. should be negotiated with the traders at the market depending on the nature of the market.
- Service provision should be aligned to the traders' ability to pay.
- Access to services such as electricity should be based on what the trader is currently selling and the need for such a service at that moment as well the associated consumption charges that needs to be paid.
- Provision for Electrical plug points and connections at the inception.

5.1.5. Design

The design of the market ties the activity of buying and selling to the particular characteristics of the site and determines the aesthetic elements which that makes the market an interesting place to be. Good design can overcome site problems and can orient the market to exert the maximum positive influence on its environment. Poor design in market buildings often lead to an increase in the management problems experienced by the markets.



Current situation

- Traders complain that current structures do not provide adequate protection from the elements. When it is hot the products wilt and dries up from the heat. When it rains the products get wet.
- Lighting within the markets has been highlighted as a problem.
- Inadequate ventilation cited as a problem in several markets

Way Forward

- Designs for the market should be based on the purpose of the market as well as the needs of the traders. This design therefore needs to be prepared in thorough consultation with the traders.
- The design of the market should evolve over time depending on the both the success and the ability of the market to sustain itself.
- Open-air markets allow the greatest flexibility to alter the markets design and change its impact on adjacent uses over time.
- Market buildings that are internally focussed should incorporate outdoor components such as street entrances and windows into the design so that the internal action can be extended to the outside.
- Markets should contain stalls from which traders sell products and aisles where customers circulate and buy.
- Markets should have clearly defined customer entrances and delivery entrances and exits. Customer entrances should be visually stimulating, attractive and safe. Delivery entrances and exits should accommodate the mode of delivery, for example, articulated trucks or barrows.
- Public spaces should be integrated into the design of the market so as to encourage social interaction. This could take the form of a central food court with benches or tables where food is sold for eating on the premises.
- Space must also be designated for the market's educational and promotional activities. Areas set aside for performances, community activities, and cooking demonstrations will help solidify the market's social role and attract customers.
- Adequate space should be allocated to delivery areas and storage facilities within the market. Design of storage areas to include power points.
- Surfaces within a market should be durable and easy to clean.
- Markets should meet requirements for the handicapped access.
- Design should meet emergency evacuation requirements.
- Overall, the design of the market should allow for high levels of flexibility to accommodate new product lines in response to changing market demands.

5.1.6. Community participation

In the development of markets in communities, the people of that community are not consulted with very often leading to the market becoming a “white elephant”.

Current situation

- No consultation takes place with the local community to establish their need for a market in their area.



Way Forward

- Important stakeholders include members of the community who have expressed an interest, Councillors, Civic organisations, informal traders
- No market should be built without a thorough consultation process with the members of the community within which it is located.
- Where a market has been built without the community being consulted, the community needs to become involved in the redesign and management of that market.
- n Neighbouring business owners needs to be included in consultation looking at ways in which the market and other businesses can complement each other rather than unfairly compete with each other.
- n Communities should have a say on the types of goods they would like to see sold at the market.
- n They should be able to contribute solutions to any problems experienced in the markets
- n They should not have a say in pricing structures, allocations or enforcement issues.

5.1.7. Parking facilities inadequate

Public markets must be accessible to customers arriving by foot or by vehicles and to traders who need to unload their cars and trucks. Inadequate parking provision has proved to be a major factor for customers not patronising the market especially in the CBD where the availability of parking is scarce.

Current situation

- Taxis and cars are the main means of transportation to the market.
- There is a general dissatisfaction at all markets regarding the lack of parking facilities
- Where parking is provided, these are taken over by taxis
- Customers choose not to patronise the market because of a lack of parking

Way forward

- Parking requirements should be determined separately for each market. Parking requirements will depend on a number of factors including:
 - Customers being served and their main mode of transport
- Availability of parking in surrounding areas.
- Where possible markets should be located in central areas adjacent to public parking areas.
- The parking lot within the market should have clearly identified bays for traders and customers
- Taxis should not be allowed to utilise the parking bays within the market. If the market is not adjacent to the taxi rank, a few bays at the parking lot should be allocated to taxis for the purposes of dropping people off and picking up only.
- Enforcement of parking rules is a key element and resources should be allocated to the market for this purpose.

5.1.8. Social Development



In a society so often marked by divisions rather than commonalities, an incredible thing happens at markets: people talk to one another. Perhaps it's the informal environment, the shared interest in uncommon and beautiful varieties of fruit and vegetables, or the joyful mood created in bustling markets. Throughout history markets have been neutral ground, encouraging people to gather, make connections, discover their similarities and appreciate their differences. In many cities markets are the community's premier gathering place. In racially divided South Africa, Johannesburg's downtown market has been the one place where blacks and whites have mixed freely for years.

Current Situation

- Markets do not provide social services to the community
- They do not function as the heart and soul of the community
- They function primarily as a place for people to purchase goods

Way Forward

- Markets should promote social development of a community in every possible way
- Service providers can set up booths several times a year to perform activities such as blood pressure tests and nutrition demonstrations
- Social services such as a clinic or a crèche can be built into the market where this is deemed appropriate and the design of the building allows for this.
- Once the market is successful, it can support important activities and organisations like the Senior citizens centre, child care centres and have fund-raising events for various charitable organisations at the market
- Educational activities should also take place at the market; this can range from awareness campaigns held at the market to cooking demonstrations, tours for various groups of people
- The market can also become a forum to which local museums can bring travelling exhibitions on any subject to educate the public on different issues.

5.2. MANAGEMENT of MARKETS

The improvement of markets should always start with an examination of whether the existing methods of management, rather than the physical facilities, are in themselves not a major constrain to efficient operations. It may be necessary to develop radically different market management procedures.

Public markets around the world utilise a wide range of options for management. While it had been the traditional role of local governments to manage Markets, a number of varied organizations (and individuals) have recently become involved in managing markets. Some of these entities include local government agencies, community development corporations (CDCs), churches, downtown management organizations, local development corporations, public corporations, and non-profit organizations.

Management generally is recognised as the critical determinant for achieving long term success within the public market. Significant problems are bound to arise once the market begins to



operate if day-day management proves to be inadequate. A new markets potential for achieving its goals will increase if the designated manager assists in the planning and development process.

To determine the most effective way of managing the public market, the operator must understand which resources are vital for day-day management activities and then must determine who should be responsible for these tasks. Basic management duties can be divided between activities that are performed on site (such as working with traders and customers and supervising maintenance, security, and sanitation activities) and those done in the office (such as clerical work, marketing tasks, and support functions).

5.2.1 Management

There are basically four models by which markets could be managed:

- a). The first option is in-house management which means that staff from the Municipality manages the market. This offers the greatest amount of control over the day-day functioning of the market.
- b). A second option is to contract out the management responsibility. This alternative removes the burden of the day-day responsibility from the Council.
- c). The third option is to enter into partnership agreement with one party (the Council) designated as the operating partner, usually with a private sector company with some retail or management experience.
- d). The fourth option is a Public/Community Partnership where the community plays an integral role in the management of the Market.

Current situation

- 1 Majority of the markets are managed by the Municipality
- There are some privately managed markets that currently operate on municipally owned property. While the market enters into some sort of lease agreement with the market managers, the markets are managed independently. Apart from the social role that such markets play in the community, they are also financially viable entities.
- n There are currently no examples of Public Private partnerships within the Council.

Way forward

- Majority of the market traders are in favour of the Municipality continuing to manage the markets provided that such management is improved. Although in the long term some form of privatisation of market services maybe appropriate (e.g. Franchise agreements for management of selected services), in the short term the municipality is likely to be the most appropriate body to manage a retail market.
- The management should be improved in the following ways:-
 - *Improved and increased on-site management
 - *Strong democratically elected trader committee
 - *Clearly defined roles (and expectations of) trader committees and management staff.
 - *Improved and adequate facilities
 - *Capacity building of traders and trader committees



*Improved relationships between the staff and stallholders, and the structures which represent them.

1 Council should manage markets until a level of ‘maturity’ and sustainability is achieved and thereafter seeks to engage an external, preferably community based agency to oversee their management, in accordance with clearly defined performance goals.

- Where private markets are deemed to be successful, they should play a role in cross-subsiding municipal markets that are struggling both in terms of financial support as well as management expertise. Funds derived from such markets should be dedicated to the Markets Budget.

- Thereafter Council should enter into a partnership with an agency with the view to Council minimising their role to that of overseeing activities, maintenance, record, equity and of social responsibility programme. The Association would need to take a more active role in the daily management and operational issues at the market.

5.2.2. Staff

The functions of the market staff are to co-ordinate and manage the operation of a market and to provide general services for the benefit of all the market users. Inadequate and inexperienced staff has been cited as a major reason for poor market performance. The fact that staff does not get incentives or management is not performance based compounds this problem. Very often individuals are forced to manage markets without being given adequate resources.

International research and visits to international markets indicate that the key to success at any market is dedicated on-site management with managers who are passionate about the pivotal role they play in the market. Even markets that have smaller number of stallholders to manage have dedicated management. Markets in the Ethekwini Unicity are severely under resourced, where there is one Market Manager who manages 9 markets. Some of these markets have as many as 500 and 600 stallholders. As far as staff capacity is concerned, markets in the Unicity is in a crisis.

Current situation

- Most markets currently operate without a market manager and in one case a single market manager is responsible for the management of nine markets.
- Inadequate staff resources and the lack of on-site management in the market compound the problem of management problems experienced by the market traders.
- In some markets, traders are not even aware of who is responsible for the management of their market.
- The roles of staff/managers and their performance measurements are not clearly defined.

Way forward

- A complete audit of staff capacity should be conducted. This study should detail what the minimum requirements, in terms of staff capacity, as well the level of training that needs to be conducted for existing staff at each of the markets in order for the market to run efficiently and successfully.



- Additional staff should be recruited at each of the markets based on the recommendations made by the study. Staff that are considered surplus, once the transformation process is complete, could be redeployed to the market.
- The manager of the market does not necessarily require a tertiary qualification, however he/she should have strong business acumen, good communication skills, people orientated and be able to respond to customer needs.
- A market should come under the overall control of a market manager who will be the main channel of communication between the Council and the users of the Market.
- An important function of Market staff is to promote efficient operations. It is essential, therefore to maintain good relations with market users, consulting them in the operation and maintenance of the facilities. The market staff should also promote the use of improved facilities and equipment, in order to attract traders of a diverse range of products and to maximise the markets turnover.
- The market staff should be complemented by an internal/external Planning Manager and a business minded Marketing Manager who should form part of the Market Team. (Such roles may be performed or appointed by the Market Committee.)
- Clear roles and responsibilities of all staff and market committees as well as clear performance measurements should be defined.
- Incentive bonuses for staff should be examined and where appropriate introduced.

5.2.3. Profit vs. Purpose driven

Spitzer and Baum(1996), maintain that although some public markets around the country have been subsidised continually, a public market can only achieve stability and provide significant benefits over time if it is operated in a **businesslike manner** and generates enough revenue to pay for the full cost of operation within the first several years of start-up.

Because of their focus on fulfilling public goals, public markets typically require assistance to cover the costs of start-up and capital development. Long-term operating subsidies, however, tend to go hand-in-hand with the erosion of the market's ability to attract vendors and maintain its competitive position.

Reliance on subsidies year after year suggests that the market is not being operated in a businesslike manner, with inadequate effort going toward attracting the mix of vendors and customers that could make the market self-reliant.

This emphasis on the business aspects of developing and running a public market should not diminish the importance of its social responsibility aspects. Local governments and nonprofit organisations get involved with public markets because they value the markets' ability to achieve social goals and to further the organizations' nonprofit purposes. In practice, the market management must artfully blend the economic imperatives with the greater good. An organization that undertakes a public market project faces the difficult task of balancing the market's public goals with the hardnosed economic realities of developing a viable, competitive, and self-supporting business activity.

Current situation

- The eThekweni Unicity have experienced severe losses in most of the City's markets.
- Reasons cited for the above are as follows:



- * The short term tenancy at the markets
- * The inability of traders to pay rentals
- * The standards of trading are not continuous

1 Lack of enforcement and lengthy legal processes.

1 People in the market are receiving an income, however, many people do not pay their rentals since they claim that the services provided are inadequate.

2 Rentals are often so low that it does not cover the financial commitments of that market thereby resulting in the loss.

3 No policy with regard to Council markets in respect of the issue of sustainability/profitability of markets.

Way forward

· The major function of markets managed by the Municipality is to provide a service to traders and the community.

n There should, however, be a balance between being purpose drive and profit driven so that at the very least the Council reaches a break-even stage.

n In order to become more profitable, Council needs to do the following:

· Council needs to offer a better security of tenure in order for people to improve their business

· The product mix needs to be improved to increase diversity.

· The atmosphere between traders and management needs to be positive to the point that traders become passionate about trading.

· Traders need to be able to constantly adapt their business and to become more innovative regarding their products and market trends.

· Promotion of markets.

· Establish clear policies and effective administrative procedures.

· Effect fair and efficient action against defaulters.

· However, if the market is successful and operates at a profit, such profit should be ploughed back into the market by providing support to the traders and helping to promote the market.

5.2.4. Allocation dilemma

Allocating stalls to people has become a major issue for the market. Market management is not sure whether to allocate only to those who are new entrants and wish to enter the market or allow existing business an opportunity to trade at the market. New entrants often do not have the business skills or the acumen to be able to improve the business as a whole.

Current situation

· There has been no consistent or transparent site allocation policy, and this especially applies to allocations in new markets.



- In some of the existing and built markets, such as the Early Morning Market, there are severe racial imbalance in the occupancy with the African traders being under-represented.
 - New legislation regarding immigration, refugees and asylum-seekers is difficult to interpret regarding the work-seeking status of different categories of foreigners and hence their status with respect to allocations of sites and facilities.
 - In some markets stalls are owned by formal businesses.
 - Within markets some of the traders have obtained between 16 -18 stalls each.
 - Majority of the traders have indicated that monopolies have a negative impact on markets as power is often in the hands of those traders who own the most number of stalls.
 - There are a number of street traders who are attempting to get into the market and denied of such opportunities as a result of the monopolies.
- n A large number of people have sub-let their stalls in the market. This prevents local government from reallocating such stalls and creating opportunities to new people who wish to enter the market.
- n Stallholders manipulate individuals in exchange for sub-leasing privileges as reported in the Consultation process. There is currently a significant amount of abuse in the form of sexual harassment that takes place between the formal stallholder and the sub-lessee.
- n It is not the function of local government to allow individuals to benefit from the sub-leasing of property rights that belong to them (Council)

Way forward

- **Criteria for allocations as developed for the informal Economy Policy should apply.**
- In addition to the above, with the exception of a potential ‘anchor tenant’ formal businesses should not be allocated sites as the purpose of the market is to provide opportunities for new entrants as well as a graduation opportunity for street traders.
- Market officials, in consultation with the committees should ensure that the “right product mix” is taken into consideration in the allocation process. This will ensure that there are an adequate number of individuals selling similar products in order to promote healthy competition. At the same time there should not be too many traders selling the same product as it might prevent them from conducting a viable business.
- The purpose of local government is to ensure a wide spread of economic opportunities to individuals at the lower rung of the economic ladder. Therefore individuals who are capable of running as many as 13-16 stalls are successful enough to leave the informal sector and enter into the formal sector.
- Stalls should be reclaimed from traders who own more than one stall and redistributed to new entrants.
- Sub-leasing should not be allowed.
- A complete audit of all existing stallholder should be conducted. This should be matched with the individuals that currently manage the stalls. A complete investigation should be conducted where mismatches occur. The rightful stallholder should be given an opportunity to



take up his stall. Where this is not possible for example, if he is engaged in another business or activity, the stall should be reallocated to a new trader.

- A stallholder should be allowed one assistant who should be registered with the stallholder and given proper identification as an assistant.
- Attendance at the stall by assistants should be for limited periods only. Market officials should closely monitor both the presence of the stallholder and the assistant.
- Demographic mix should be agreed to with stakeholders and aligned with Council policy.
- The role of any ‘anchor tenant’ should be clearly understood prior to the development of the market.

5.2.5. Payment of rentals

In order for the market to be in a position to sustain itself and grow over time, people have to be consistent about rent payment. There is a general culture of non-payment in many of Council markets. The non-payment had resulted in local government proceeding with legal action against tenants threatening eviction.

Current situation

- Market traders claim that they do not pay rent because of the poor levels of services offered at the market.
- Market officials indicate that there is an insufficient budget to meet the needs of traders because of the non-payment of rent.
- It seems to be a vicious cycle. Council would need to improve on the level of services provided and then take a firm stance on the payment of rentals.
- Traders often expect a higher level of service than that they are willing to pay for.
- Many traders claim that their businesses are not profitable.
- Lack of enforcement and lengthy legal procedures.
- Political interference.

Way forward

- There are a number of different ways in which markets can collect revenues. The collection method should be simple and inexpensive to administer, and it should correspond to normal practices. The collection method should be fair and highly visible.
- Payment procedures will be simplified, and as far as possible decentralised, taking advantage of new forms of electronic banking.
- The structure of rental will be linked to size, desirability of location, and the level of services provided. Levels will be determined by considering the cost of local government to provide the facility, bearing in mind the need to subsidise new entrants in some areas.
- The formula by which levels are set needs to be fair and transparent.
- Over and above the rental, levies should be charged for additional services such as marketing, Market committee administration costs etc, and could be transferred to the market committee in terms of their defined roles. (Assuming a democratically elected committee exists.)
- **Non-payment of rentals.**



- Council should investigate and address the reasons for poor performance and where appropriate may consider adjusting rentals.
 - Non-payment of rentals must be addressed with the individuals concerned and where appropriate quick and effective action must be taken.
- Council should offer 'debt agreements' where appropriate.

5.2.6. Competition: Internal and External

Although it is necessary to encourage competition in the market in the interests of the customers, there are often complaints that unfair competition exists in the market.

Current situation

- Informal traders within pavement areas and residential properties adjoining markets often create a situation of unfair competition.
- Individuals from the formal business sell to traders and these very individuals compete against them in the same market. This creates problems for those traders who are trying to make a living as the formal businesses can set the prices lower than they are able to.

Way forward

- Informal traders outside of the market should be encouraged to take up available opportunities within the market.
- Council has two options:
 - a). Designate the areas in the immediate vicinity of the market as trade-free zones. (Including the use of residential properties for competing uses in terms of the Town Planning Scheme)
 - b). Expand the market boundaries to include the pavements and charge the same structure of rentals for those individuals trading outside of the market as those trading within the market.
- Trading opportunities within the market should not be allocated to formal business owners. Where it is found that traders within the market also have formal businesses, these trading privileges should be rescinded and reallocated to others.

5.2.7. Market rules, regulations and Contractual agreements

Current situation

Without a minimum of discipline, understood and agreed by the users, market operations cannot succeed. Therefore, the smooth operation of a market and the proper use of its facilities require the promotion and strict compliance with a set of realistic regulations. However, many existing markets' rules are not directed towards efficient operations. They frequently have a regulatory character and are hardly implemented. Both the traders in the market and Council are not protected by a detailed contract entered into by them. This creates problems when one of the parties are in conflict with the other, there are no detailed rules that determine what action should be taken to nullify the contract.

Way forward



- To allow regulations to be imposed in market there needs to be enabling legislation in place and this should be provided in the form of special market legislation.
- Proposals for new legislation should be prepared in collaboration with market administration, staff and users and should preferably be limited to the question of the operation of market outlets.
- **MARKET RULES:** The probable behaviour of the users should be taken into account and rules devised which are enforceable within the constraints of cultural norms.
- For easy and correct enforcement, the rules should be clear, concise and written in a language understood by every user.
- A public signboard giving a summary of the main rules, principally those relating to operation hours, traffic, public and users behaviour, should be put up in various points throughout the market. [A simple and comprehensive model of regulations is shown in Annexure One. These needs to be modified for each market depending on its type and function and in conjunction with all stakeholders of the market, traders in particular.]
- **CONTRACTS:** Council needs to establish and enter into a detailed contractual agreement with every individual trader in the market.
- The contracts should be renewable on an annual basis based on agreed upon criteria.
- All stakeholders will be consulted in determining criteria for contracts. Officials will then enforce these criteria.
- The basic elements of the contract should include:
 - The terms of trading including product allowed to sell
 - The operation times
 - Cancellation and termination of agreement (Failure to comply with all relevant legislation such as Health, Safety etc. could result in a Termination of the agreement).
- payment criteria
- The contract needs to be signed in conjunction with a management agreement which will outline the rules and procedures operative in the market as well as the service level agreements between Council and traders

5.2.8. Advertising, Marketing and Promotion

Many governmental organisations do not view the offering of their services as a “product” hence the marketing function can seem unfamiliar. For some marketing is associated with manipulating people into buying things they do not need and do not necessarily want. However, marketing can also mean informing individuals of the availability of needed goods or encouraging people to use social services. The importance of understanding and using marketing should not be underestimated because an aggressive marketing program can help ensure a market’s success. Marketing or public relations firms in the area are both good places to seek advice, especially firms that are focussed on the food or retailing industries. A public market can be more complicated to promote than most other business enterprises because the organisation must not only attract customers to shop from the market traders but also to reach out to prospective traders and maintain a positive image with the community, government officials and potential funders. Different markets have different philosophies about how much effort should go into marketing. Some rely almost exclusively on the physical visibility of the market and on word of mouth



while others devote considerable attention to advertising and promotion. Customer needs analysis done on a regular basis helps to understand how the markets needs to accommodate the changing needs of customers in order to contribute to the ultimate success of that market. One needs to be able to constantly match what one sells in the market with the customers changing needs.

Current situation:

- There are currently no advertising and promotion of each of the markets by the Municipality or the traders themselves.
- Traders have expressed a strong desire for each of their markets to be advertised and promoted in order to draw customers to the market.
- One of the problems that have been cited as a contributing factor to the non-profitability of markets is the lack of understanding of customer needs.
- Either market officials or traders conduct no customer needs analyses. As a result, customers' needs are not met and they tend to stay away from the market.

Way forward

- The Municipality should invest sufficient energy and resources to embark an aggressive marketing campaign for all of its markets. Consideration should be given to appointing a Marketing manager.
- A marketing plan needs to be compiled and should be based on the needs of the various target markets.
 - n Markets could use different methods of marketing, including print and electronic media, market signs, billboards, posters, and brochures.
 - n Market signs can be posted at the market site and other key locations.
 - n A clearly identifiable slogan could be developed for each market. Promotional items such as aprons, shopping bags, T-shirts, and hats imprinted with the markets logo could be distributed at special events.
 - n The markets management/traders associations should develop positive relationships with the local media, getting to know the local food writers and reporters on City News and local media personnel.

EVENTING: Special events and ongoing programs should be promoted to expand the shopping experience for market customers and provide a focus for publicity, helping to keep the market experience fresh for all participants.

- n Markets could run seasonal festivals for example, a Diwali festival or a Christmas festivals and other special promotions, particularly over the holidays. These events can range from a simple comparative tasting of several varieties of apples to an extensive day of tasting, face painting, live music, judged recipe competition, flower shows and other festival attractions.
- n From the marketing standpoint special events should help promote the market and attract more customers.

n MARKET RESEARCH: Traders need to be responsive to trends. Annual reviews needs to be conducted by the Markets Committees to ensure that markets are constantly aware of customers changing needs. Once the market is operating, customer surveys can afford



information about who is shopping at the market, how they view it, and how they first heard about it.

n TOURISM: The linkages between the various markets need to be strengthened. Its linkages to tourism should also be strengthened. For example, if one visits the Victoria Street market, we need to ensure that they go through to the Fresh Produce market at Warwick and also visit the Craft markets at the beachfront.

n Relationships should be established with tour Companies who should include markets into itineraries.

n HOME-BASED WORKERS: A database needs to be compiled of all home-based workers and the products they sell. Home-based workers need to be encouraged to register on the database in order to secure the benefits.

n Space needs to be allocated at every market for home-based workers. This will increase the diversity of products sold.

n The sale of goods manufactured by home-based workers will also increase visits by tourists to the market since tourists are often in search of authentic products.

5.2.9. Capacity Building and Support

Apart from the provision of infrastructure, support has been low key in the past. Whilst Informal Trade and Small Business Opportunities has been an important vehicle for the allocation of resources and facilities, not much support has been given to other areas. There is a strong demand for both elementary and then more advanced courses in business management and financial skills. The traders have also expressed a need for support such as credit and loans. Local government cannot legally provide this support directly, in the sense of it being a micro-finance agency but it has a role to play in supporting others to do this. Advice is needed on helping to expand the product variety.

Way forward

- Provision should be made at every market to support traders.
- **TRAINING:** Regular training is an essential component which should aim to strengthen the ability of market staff to manage a market more efficiently and help traders improve their profit margins.
- A complete needs assessment should be conducted at each of the market identifying training needs.
- A professional customised training programme should be implemented for both market staff and market traders.
- Consideration should be given to the subsidisation of training providers: Local government could play a more proactive role in seeking out and supporting service providers who have an understanding of smaller business operations, and a willingness to develop programmes to support them.
- Training programmes should be consistently reviewed to ensure its effectiveness.
- Local government could encourage the private business sector to sponsor training and support programmes. Private operators who run successful operations should be engaged to assist with training.



- **Facilitating access to financial services:** The Ethekwini Municipality has given attention to the problem faced by emerging entrepreneurs of accessing finance. Ongoing research needs to be commissioned to provide recommendations to improve access to finance for small businesses, and to provide insights into the challenges faced by the sector.
- Security of tenure is a key requirement from any financial institution for access to finance. The Municipality needs to look for ways of providing more secure tenure at all of the markets.
- **Graduation opportunities for tenants**
- Individuals within the market need to move up the economic ladder as their businesses improve either by acquiring more sophisticated space within the market or by moving out into the formal sector of business.
- In order to promote traders to move up the economic ladder and become a part of the formal sector, they should be encouraged to operate within restricted timeframes. For example, people will be given a period not exceeding 5-7 years whereby they will be given an opportunity to grow their businesses with high levels of support before moving into the formal sector. Once support programmes are in place, the timeframes can be attached to each level.
- The entry-level traders will be those with no experience entering the market for the first time. The rentals should be low with a significant percentage subsidised. Need to provide basic level of services and extensive support in the form of business management training as well as training in other areas.
- Level two - will be those traders who have acquired some experience in the market, whose business is starting to improve and able to pay a higher rental thereby reducing the subsidy. An improved level of service to be provided as well as more sophisticated training areas such as bookkeeping.
- Level three - are those traders who are more successful. Can be offered a more secure lease as well as responsible for the full rental. The next step from this level will be entry into the formal sector.
- As individuals move up the ladder, they need to be offered incentives such as better levels of services, improved security of tenure, their rentals need to increase as well as invest in advertising and promotion.
- Traders need to be more proactive and participate in market management.
-

5.2.10. Representation of traders

Current situation

- The city has played a role in setting up, or in participating in, many types of forums, committees, and platforms in order to engage with citizens and businesses.
- Similarly the market has had associations which assist in the management of the market, however, the relationship between traders association and Council officials have never been a good, strong relationship. This has compounded some of the management problems experienced at the market.
- Traders associations have also not been very well represented at management level.
- In many markets traders form associations around specific interest groups. This leads to conflict and fragmentation in the market.



- Many traders are of the view that the Market Committee was not democratically elected and very often do not respond to their needs.
- In addition, there appears to be a lack of communication between Council and the traders association at the market.
- Whenever complaints are forwarded to the attention of Council, it does not receive the attention it deserves and very little to no action is taken.

Way Forward

- Traders in markets should be organised to facilitate interaction with Council.
- **ESTABLISHMENT OF TRADERS COMMITTEES:** The Municipality should facilitate the formation of these Committees and offer general guidelines such as:
 - An election needs to take place at every market to elect a Committee on an annual basis
 - The Committee needs to be able to represent the collective interests of all traders at that market.
 - The roles of each of the office bearers need to be clearly defined.
- In addition Council should also seek to establish a Management Committee made up of the managers of each of the markets as well as Representatives of the Traders associations at each of markets. This association should serve a general support function and as a linkage between the various markets with a view to helping to resolve problems at different markets.
- There needs to be regular communication, preferably on a monthly basis between the individual Market Committees and the Market officials for the purpose of information sharing and problem-solving.
- Similarly there needs to be regular feedback through meetings or newsletters to market traders at monthly intervals.
- **CONFLICT RESOLUTION:** The Committee at the market should play a key role in the conflict resolution process. The Market Committee needs to undergo training in different areas such as business management, conflict resolution, negotiation skills and accounting.
- Council should provide training on both Conflict resolution and negotiation skills to the democratically elected traders association at the market.
- If the traders association is unable to resolve the problem, the problem should be referred to a Management Committee.
- **COMMUNICATION:** Regularly scheduled bi-monthly meetings will help improve the communication lines between traders and officials.
- In order to provide a high level of customer services, market officials to undergo training in “Improving customer services” and Batho Pele.

5.3. Institutional Response

Current situation

Various departments of the former operational entities manage markets. The former Metro Markets Unit managed the National Fresh Produce Market, whilst at a Central local level retail markets were managed by the Central’s Informal Trade and Small Business Opportunities Branch of the Development Facilitation Department and Real Estate Department (English Market only.)



In the former North and Western Local Councils' markets were located within the Economic Development Branch. Different practices and procedures were in operation at the different markets and there was not a single strategy or set of regulations by which all markets within the Unicity was managed.

Through a recent transformation process, the Council had located all markets within a single Markets Unit with a single Head responsible for the management of all the markets (Wholesale, retail and farmers markets) throughout the Unicity.

However in terms of the interim reporting lines (at the time the policy was written) the Head: Business Support is responsible for all retail Markets whilst the Head: Markets retains responsibility for the Bulk wholesale market.

Way Forward

The purpose of retail markets is seen as being imbedded in the Informal Economy Policy. This is done in terms of which the Council provides business (and graduation) opportunities (and support) to individuals and, in particular, those engaged in the business of Street Trading. Accordingly its objectives are considered to be aligned with those of the Business Support Unit. (I.e. As opposed to the Bulk Wholesale Market that is primarily concerned with fresh produce distribution within the Unicity.)

Notwithstanding the above to achieve the efficient day- to-day operation of a market there needs to be a clear division of functions a number of which could be either outsourced or provided under service agreement by any number of other municipal departments, for example: The maintenance of the market (fixed assets), the enforcement of hygiene standards, ensuring law and order, including enforcement of market rules and regulations, the collection of market fees, traffic control and management and the provision of services, such as security, water supply and waste collection could all be outsourced or provided by other units/departments within Council.

- Overall responsibility for the management of the market must however lie with the Business Support Unit and accordingly any outsourcing must come with robust service level agreements, including specific performance areas. The Business Support Unit would then retain responsibility (and accountability) for achieving Unit objectives and as such must retain functions relating to market management, policy, allocations, rental determination, etc.

- and daily fees;
- general hygiene and public health control, including solid waste management; and
- elaborating requirements for improved and additional facilities

CONCLUSION AND WAY FORWARD

A market must grow and change to maintain its competitive position. New traders must replace those who leave. As neighboring shops alter their product lines or images to compete with the market, market traders must find new and better products to add to their offerings and must improve their displays and customer service. Successful markets have shown the ability to adapt to changing circumstances.



The need for a Market to stay competitive is a day-day concern. For this reason, the market manager must make minor alterations and improvements that will keep the market fresh and of interest to customers. These incremental changes whether imposed by the Manager or resulting from internal or external competition will result in long term modifications.

Markets in the Ethekwini Unicity have suffered from a lack of review and evaluation of the markets, which has resulted in the markets remaining stagnant over the period of its existence. A major drive is needed to regenerate these markets by modernizing them and exploiting their potential to promote local economic development in the City. Removing obstacles to their continued existence as an independent form of distribution of goods and an important social and economic facility for the City and its consumers can also do this.

In this regard it is important to draw up a medium- to-long term strategic plan for all of the markets within the Unicity. Priority should be given to a review of existing markets as opposed to building new markets. The existing markets needs to be reviewed in terms of the steps outlined below. All proposed markets needs to be evaluated and established within the context of a predetermined set of Criteria. This strategic plan must be based on the recommendations of the Markets Policy. Each of the markets needs to undergo an intensive review and analysis using the following steps as a guide:

Involvement of market traders and their representatives:

Identifying and recognizing the market traders and their representatives is a crucial factor in any market regeneration or creation policy. In any regeneration the traders should be involved from the start, for example, in a steering committee not only to obtain feedback on how the markets works, but also to be involved in the policy making process.

Carry out a quantitative and qualitative analysis of the market

Collect physical information about the market and its' infrastructure as well as logistical information about sales, numbers of traders etc. Conduct an analysis on the overall strengths and weaknesses of the market.

Define a long term mission/strategy for the market:

For example:

- 1 What should the socio-economic role of the market in the local context be?
- 2 Is the market for basic, everyday shopping or is it more of a recreational or tourist attraction?
- 3 Should the market play a role in promoting local, production, suppliers and trades/crafts?
- 4 Should the market be general or specialised?
- 5 How should the market develop in terms of size and space

Identify the possible internal and external partners to accomplish this Mission



Aside from the obvious stakeholders such as the Council, the Market Manager, the traders and their associations, also investigate possible cooperation with other associations such as business associations, chambers of commerce, residential organizations etc.

Identify the main obstacles/ problems which stand in the way of accomplishing this mission

For example:

- 1 Lack of knowledge/recognition of the market
- 2 Services and goods too limited for the customers
- 3 Lack of structure or organization among traders
- 4 Lack of communication between the market and other parties
- 5 Infrastructure problems
- 6 Lack of capacity in market management

Prioritise these problems and define which issues can be dealt with by whom in an action plan in which the budget and funding will be specified

- 1 Identify short-term, mid-term and long term actions within each market
- 2 Clarify who bears overall responsibility for the actions to be carried out (organization or person), but also clarify the responsibilities and competencies of the different parties involved.
- 3 Start with the actions which can be carried out by the parties directly involved and which have a positive short-term effect on the outlook of the market.

Get commitment from all involved with the action plan

- 1 Disseminate the action plan among all the relevant people and invite them to a kick-off meeting to discuss the action plan.

8. Define the milestones and criteria for evaluation and follow up and carry out the action plan

- 1 Clarify the monitoring and time frames of the process
- 2 Ensure that the quality improvement and modernization of the market becomes an integral part of running the market and the critical factors for success are checked and discussed on a regular basis.
- 3 Repeat the quantitative and qualitative surveys every two years to ensure that the market keeps abreast of changing market trends.

