



1. Introduction

1.1 There is no exact definition of bazaar. In a broad sense, it refers to a place where street hawkers or stall vendors sell goods to other people. Bazaars may take different forms in terms of (a) the regularity of operation (regularly held or temporary); (b) the time of operation (daytime, night-time, weekends or a few days during festive occasions); (c) the place of operation (a permanently enclosed area, marketplace or street); (d) the themes or objectives (serving as a convenient access to affordable goods and services necessities, developing local economy and tourism, celebrating festive events, or fostering cultural creativity); and (e) the types of goods sold (cooked food, fresh produce, household items, handicrafts and/or other specialty goods).¹

1.2 Bazaars and their related hawking activities at public markets or hawker fixed pitches are usually developed under the top-down approach with the relevant government authorities to decide the sites for holding bazaars and the number of bazaars to be developed. Yet, there are some bazaars which are initiated at the local community level and take place at sites characterized by a high concentration of shoppers. Whatever the nature of a bazaar might take, its low overhead and operating costs involved provide opportunities for small-scale operators to earn a living. Bazaars also create places in which new business can be launched at lower costs than in other venues, and therefore have a role to play in promoting entrepreneurship and business start-up. In addition, bazaars offer choices of affordable goods to local residents and help promote social interaction and harmony of the local communities.² Some bazaars are even major attractions in themselves, attracting visits of tourists and shoppers. All in all, bazaars provide important sources of self-employment and affordable goods, as well as spaces for social interaction and popular areas for tourist attractions.

¹ See Food and Health Bureau and Food and Environmental Hygiene Department (2017c), 北區區議會 (2017年) and 葉蔭聰 (2017年).

² See 梁燕玲 (2013年), 黃元山 (2017年) and 葉蔭聰 (2017年).

1.3 In Hong Kong, there are views that the Link Asset Management Limited has monopolized local shopping arcades of public rental housing estates and deprived the grass-root residents of affordable market shops by driving out stores selling daily necessities and bringing in chain stores selling goods at a premium.³ There have been calls for the Government to review the planning standard for public markets in the Hong Kong Planning Standards and Guidelines with a view to providing sufficient public markets in the 18 districts in Hong Kong. Besides, the Government has been urged to enhance its policy related to bazaars and implement measures to facilitate the development of bazaars in the local communities. Establishing public markets and/or bazaars would provide alternatives for local residents to shop for goods and services at affordable prices.

1.4 The Subcommittee on Issues Relating to Bazaars has requested the Research Office to study the policies on the establishment of bazaars in overseas places to facilitate discussion of the subject matter. As mentioned above, bazaar does not have an exact definition. In overseas places, bazaars exist in different forms and operating modes such as (a) regularly held and temporary open-air markets in the City of Sydney of Australia ("Sydney"); (b) regularly held street markets in London of the United Kingdom ("London"); (c) government-built markets and hawker centres (or "hawker centres" for short) in Singapore; and (d) hawker markets (攤販臨時集中場) in the Taipei City ("Taipei").⁴ This information note studies the above places as they have devised policies and implemented measures to facilitate the development and management of bazaars in the local communities.

1.5 The ensuing paragraphs discuss the policies on the development of bazaars in Hong Kong and the overseas places studied with an emphasis on the measures taken by the government to support the development of bazaars. This is followed by the **Table**, which compares the key features of the bazaar policies in these places in terms of (a) the nature of bazaars held; (b) roles and contributions of bazaars; (c) policy framework; and (d) measures to support the establishment and operation of bazaars.

³ See Legislative Council Secretariat (2016).

⁴ The Research Office has also studied the policy on the development of bazaars and the hawker trade in Bangkok of Thailand. In Bangkok, the policy changes with each governor in response to the national and local politics. Governors also change their policy within their terms of office. In view of its lack of concrete policy direction for bazaar policy and hawker management, Bangkok is not covered in this information note.

2. Policy on bazaars in Hong Kong

2.1 According to the Government, the provision of new public markets in Hong Kong should be considered on a case-by-case basis to ensure efficient use of public resources. The Government will take into account various factors such as the population in the area, demographic mix, community needs, the availability of public and private market facilities, the number of fresh provision retail outlets in the vicinity, and public sentiment towards the preservation of hawker areas in the particular locality. In his 2017 Policy Address, the Chief Executive announced that the Government would build sizable public markets in new development areas and has initially identified suitable sites in the Tung Chung New Town Extension Area and Hung Shui Kiu New Development Area.

2.2 With regard to the development of bazaars and the hawker trade, it has been the Government's policy since the early 1970s that normally no new hawker licences should be issued and that on-street licensed hawkers should be put into public market buildings or off-street hawker bazaars as far as practicable.⁵ Licensed fixed hawker pitches are concentrated in hawker bazaars regulated by the Government. Regarding the establishment of bazaars on public lands, the Government has recently adopted a positive attitude towards specific bottom-up, district-led proposals for organizing bazaars such as open-air bazaars and night markets.

2.3 In February 2015, the Government set out a set of principles guiding the further development of the hawker policy (including bazaars as one of its facets).⁶ According to the stipulated principles, the Government will facilitate liaison with the relevant bureaux and departments regarding the use of the proposed sites for holding bazaars provided that (a) suitable sites have been identified by the organizations concerned; (b) support from local communities and respective district councils have been obtained; and (c) the bazaars to be held will not compromise public order and safety, food safety and environmental hygiene, and will not obstruct public passageways. After application to and obtaining approval from the relevant government departments, some local community organizations have recently established temporary bazaars under this approach in districts such as Sham Shui Po and the Islands District.

⁵ According to GovHK (2017b), the Government's policy is to reduce street obstruction, environmental nuisance to the residents living nearby or hazards relating to hygiene and fire risks.

⁶ See Food and Health Bureau and Food and Environmental Hygiene Department (2015 and 2017a).

2.4 Nevertheless, local community organizations and hawker representatives indicate that they have experienced difficulties in setting up bazaars in the local communities such as difficulties in identifying appropriate sites and obtaining approval for using the sites for holding bazaars, and complicated and long approval process with low transparency of the approval requirements and criteria. In this connection, stakeholders have called for the Government to establish an inter-departmental working group to formulate policy on and promote the development of bazaars, and proactively implement measures to facilitate the development of bazaars in the local communities such as providing a consolidated list of sites that are suitable and available for holding bazaars and offering financial support to non-governmental organizations for organizing bazaars.⁷

3. Policy on bazaars in selected places

3.1 In all the overseas places studied, the emergence and proliferation of street hawking activities have precipitated the formulation and implementation of government policy to regulate the hawking trade. The establishment of bazaars in their respective forms and operating modes in these places is to allow street hawkers operating in a place with proper amenities and infrastructure, without jeopardizing public order and environmental hygiene and obstructing pedestrian/vehicular traffic. After years of development, bazaars have become an important source of self-employment and affordable goods for the general public, as well as a space for social interaction. Some bazaars are even major attractions in themselves, attracting visits of tourists and shoppers alike.

3.2 While the overseas places studied differ in terms of the nature of bazaars operated in the local communities and their policy framework governing the establishment and development of bazaars, they share some common features such as the recognition of the roles and contributions of bazaars to the local community and the economy, and the need to have the government support for the establishment and operation of bazaars.

⁷ See 梁志遠 (2015 年), 霍天雯 (2015 年) and Food and Health Bureau and Food and Environmental Hygiene Department (2017a).

Roles and contributions of bazaars

3.3 According to the **Hong Kong Government**, bazaars represent part of the hawker policy and hawking should be seen as one of the modes of economic transactions.⁸ In contrast, all the overseas places studied have more widely recognized the potential contribution of bazaars to community life and local economies. In particular, bazaars provide for the needs of the local community, ranging from provision of fresh food to goods and services and serve as sources of self-employment.

3.4 Reflecting the potential economic contribution of bazaars, the latest survey on hawking activities conducted in **Taiwan** indicated that the hawking trade generated an annual revenue of NT\$551 billion (HK\$148 billion) in 2013.⁹ In central and inner **London**,¹⁰ the annual turnover of the markets was estimated at £360 million (HK\$4.6 billion) in 2014.¹¹ Furthermore, it was estimated that for every £1 (HK\$9.8) market consumers spent in the market, they spent on average £1.75 (HK\$17.2) in other shops in the town centre, indicating that having a market has a positive effect on the neighbouring business trade as well.¹²

3.5 In addition, markets in **London** are considered as a source of regeneration for local communities. Twenty of London's markets are currently located within the 33 opportunity and intensification areas, which have been identified by the Mayor as capable of providing many of the new homes, businesses, jobs and spaces that **London** will need to accommodate a rapidly expanding population in coming decades. Markets have a role to play in serving and animating these areas, particularly providing both affordable goods and services and access to low-cost self-employment for large black or minority ethnic population.¹³

⁸ See Food and Health Bureau and Food and Environmental Hygiene Department (2017a).

⁹ The Directorate-General of Budget, Accounting and Statistics of the Executive Yuan has conducted an island-wide survey of hawkers to monitor hawking activities every five years. The latest survey was conducted in 2013. See 行政院主計總處 (2013 年).

¹⁰ The local authority districts of London comprise the City of London and 32 London boroughs. In the study conducted by the Cross River Partnership, central and inner London covered the City of London and eight adjacent boroughs. See Cross River Partnership (2014).

¹¹ See Cross River Partnership (2014).

¹² See Regeneris Consulting (2010).

¹³ See Cross River Partnership (2014).

3.6 In all the overseas places studied, bazaars have contributed to the local economy by emerging to be tourist attractions themselves. For example, night market was the most popular tourist attraction in **Taiwan** with a visitation rate of 83% in 2015,¹⁴ whereas hawker centres in **Singapore** allow tourists to try out local food under one roof. In **London**, well-known markets such as Borough, Covent Garden and Smithfield have been the integral parts of the city. In **Sydney**, markets with distinctive positioning allow visitors to experience the vibrancy of the city.

3.7 Indeed, the overseas places studied have attached great importance to the role of bazaars to city development. For example, in **Sydney**, the development of markets has been dovetailed with the strategic plans of the local government. Some medium- and long-term strategic plans have incorporated the development of markets into their objectives of city development. For example, market will provide (a) places for people to connect and build a sense of community as stated in *Sustainable Sydney 2030*, (b) opportunities to operators who want a low cost and less complicated entry into business as envisaged in *Economic Development Strategy*; and (c) an excellent vehicle to bring diversity as envisioned in the *Creativity City Cultural Policy and Action Plan 2014-2024*.¹⁵

3.8 The importance of bazaars as community spaces where local residents interact is also reflected in the vision of **Singapore** to develop hawker centres to be appealing and vibrant social spaces where people from all walks of life can enjoy affordable and tasty food in a clean and hygienic environment and where hawkers can continue to make a decent livelihood.¹⁶

3.9 In view of the multi-faceted roles and contributions of bazaars, and their significant economic and social contributions to the local communities, the overseas places studied have been supportive in establishing new bazaars (as in **Singapore** and **Sydney**) and upgrading/redeveloping and promoting existing bazaars to maximize their benefits to the local communities (as in **all overseas places** studied). Their supportive attitude is reflected in their policy framework related to bazaar development.

¹⁴ See 中華民國交通部觀光局(2016年).

¹⁵ See City of Sydney (2015c).

¹⁶ See Hawker Centre 3.0 Committee (2017).

Policy on the establishment of regularly held bazaars

3.10 **Hong Kong Government's** policy on the development of bazaars focuses on the establishment of district-led temporary bazaars of varying themes such as carnivals, cooked-food bazaars and art fairs. However, the related policies in the overseas places studied focus on the development of regularly held bazaars. Among the overseas places studied, **Singapore, Taipei, and London** have adopted a top-down approach where the sites for holding bazaars and the number of bazaars to be developed are decided by the responsible authorities under their respective bazaar policy framework.

3.11 The **Singaporean government** built more than 100 hawker centres under a large-scale resettlement programme conducted between 1971 and 1986 to relocate licensed hawkers from streets. The **Singaporean government** has implemented a plan since 2011 to build 20 new hawker centres by 2027 in response to the public's concern about the cost of living, of which food costs are a major part. The plan is to develop new hawker centres in public housing estates with an under-provision of eating options. To date, three new hawker centres have been completed and commenced operations.

3.12 In **London**, the development of markets is supported under the London Plan which is the overall strategic plan setting out an integrated economic, environmental, transport and social framework for the development of **London** over the next 20 to 25 years, and guiding the development of the local authority districts in **London**. According to the latest London Plan, the Greater London Authority ("GLA")¹⁷ has adopted the strategic direction to "support a successful, competitive and diverse retail sector which promotes sustainable access to the goods and services that Londoners need and the broader objectives of the spatial structure of this Plan". In line with this direction, the development framework of the local authorities should "support the range of London's markets, including street, farmers' and, where relevant, strategic markets, complementing other measures to improve their management, enhance their offer and contribute to the vitality of town centre".¹⁸ Under this strategic framework, local authorities in **London** have set up public street markets in accordance with the relevant legislation to facilitate street trading.

¹⁷ GLA is the administrative body of Greater London empowered to promote its economic and social development, and improvement of the environment.

¹⁸ See Mayor of London (2016).

3.13 **Taipei** has designated hawker markets where government-licensed hawkers (有證攤販) and government-condoned hawkers (列管攤販) are allowed to operate in accordance with the Taipei City Hawker Self-regulated Management Regulation 《台北市攤販管理自治條例》. The Regulation sets out, among other things, hawker licensing requirements, procedure of setting up hawker markets, and the establishment of hawker associations for maintaining the order of the hawker markets. According to the Regulation, the Taipei City government may designate an area where there has been a high concentration of hawkers as a hawker market after consultation with the property owners in the vicinity and notifying the public about the designation. However, the Regulation stipulates that hawker markets cannot be set up within specific areas such as tourist spots and thoroughfares.

3.14 Unlike the above overseas places, **Sydney** has adopted a bottom-up approach where the proposals for the establishment of markets are driven by the market operators or local community organizations and subject to the approval of the local council. **Sydney** has implemented the Markets Policy since 2015 which, among other things, provides a clear policy framework governing the assessment of the application for establishing new markets. Based on the Markets Policy, **Sydney** has also developed a Markets Guide to provide applicants intending to set up markets with clear step-by-step guidelines on the application process, approval requirements and markets' operational requirements. Information to guide applicants in the application process is also provided to the applicants. This information includes templates and pro formas for developing the market proposal,¹⁹ and a checklist of the criteria considered by the relevant authorities in assessing whether a site is suitable for holding a market.

3.15 In **Sydney**, market operators have been very positive about the clear structure of the Markets Policy and the clarity and usefulness of the accompanying Guide.²⁰ Since the implementation of the Markets Policy, a number of markets have been approved to operate on a trial basis in the city.²¹

¹⁹ Upon approval of the market site application, the applicant intending to set up a market is required to submit a detailed market proposal covering the layout, management and operational plan of the market. Besides, the applicant is required to compile a market impact report which provides an assessment of the environmental, social and economic impact of the market on the local community.

²⁰ Based on the email from the local council to the Research Office dated 3 January 2017. See City of Sydney (2017).

²¹ In Sydney, new markets are approved to operate on a trial basis for 12 months with quarterly reviews to ensure issues raised by the local community are resolved in a timely manner.

Policy on the establishment of temporary bazaars

3.16 In **Hong Kong**, the Government has adopted a positive attitude towards district-led proposals to set up bazaars, provided that suitable site is identified, local community support is obtained, and public order, safety and environmental hygiene are not compromised. Nonetheless, there have been concerns about the absence of a clear, standardized and simple procedure for bazaar applications.

3.17 Among the overseas places studied, **Sydney, Singapore** and some of the local authorities in **London** (such as the City of London) have put in place separate procedures for approving applications for setting up temporary bazaars (or referred to as markets or events in the respective overseas places) on public land. Similar to **Hong Kong**, the proposals to set up the temporary bazaars are initiated by the market operators or local community organizations.

3.18 In **Sydney**, applications for setting up temporary markets are approved under the events approval process. Applicants follow a more simplified application process compared with the application process for holding regularly held markets.²² Applicants are required to fill in an event application form instead of submitting a market site application and a detailed market proposal for the application. A venue management representative of the local council will discuss the proposal with the applicant concerned and review the suitability of the proposed event and the selected site against relevant planning instruments and policies. Upon determination that the proposed event is suitable to be staged in the venue, the applicant will apply for the necessary permits, including development application²³ if necessary. The applicant is also required to submit an event plan covering areas such as activity details, traffic and noise management, and waste disposal to support the application.

3.19 Similar to **Sydney**, the local authority of **London** (i.e. the City of London Corporation) has laid down a set of guidelines on holding special events including temporary markets in the city. The application for holding a temporary market in the public streets is handled by the events team of the City of London Corporation which is responsible for coordinating with other relevant authorities/agencies such as the City of London Police and the

²² Ideally an event application should be submitted to the local council at least 16 weeks prior to the proposed date of the event.

²³ A development application is required to be lodged with the local council for obtaining consent on development in Sydney such as using land, erecting a building, and carrying out work and demolition.

environmental health team in conducting an initial assessment of the application. The applicant is also required to apply for the relevant licences/permits before the final approval is granted.

3.20 The **Singaporean government** has allowed grassroots organizations and charitable, civic, educational, religious or social institutions to hold temporary night markets²⁴ as a fundraising vehicle, provided that they have obtained the required approvals from the relevant authorities²⁵ and a trade fair permit from the National Environment Agency ("NEA").²⁶

3.21 In short, the applicants for holding temporary bazaars in the above three overseas places have to obtain approval for holding the bazaars in the proposed sites, and apply for the relevant permits or licences before the temporary bazaars can commence operation. Nonetheless, applicants for holding temporary bazaars in the three overseas places are required to fill in an application form instead of submitting a detailed market proposal as in the case of **Hong Kong**. Besides, information on the approval process and criteria, and relevant permits or licences required is provided to the applicants in the form of a guideline to guide them through the application process.²⁷

Measures to support the establishment of bazaars

3.22 In **Hong Kong**, the Government will facilitate liaison with relevant bureaux/departments regarding the use of the sites for holding temporary bazaars after suitable sites have been identified by the bazaar operators. Among the overseas places studied, **Singapore** and **Sydney** have taken proactive measures to support the establishment of new bazaars and to ensure that the bazaars thrive.

²⁴ The temporary night markets are usually held for a few days during festive occasions. They are operated by contractors who win the tenders from the organizing parties which hold the temporary night markets.

²⁵ Grassroots organizations seeking to hold temporary night markets must obtain approval from the People's Association, a statutory board established to promote racial harmony and social cohesion in Singapore. Non-grassroots organizations are required to obtain approval from other relevant authorities.

²⁶ NEA is the leading public organization responsible for improving and sustaining a clean and green environment in Singapore. It is tasked with, among other things, regulating and managing hawker centres in Singapore. All applicants intending to hold temporary night markets are required to obtain a trade fair permit from NEA.

²⁷ The Subcommittee on Issues Relating to Bazaars has requested the Hong Kong Government to provide information on review of current procedures for bazaar application and effectiveness of bottom-up, district-led policies. In response, the Government has set out the procedures and criteria followed by the departments in charge of venues when considering a bazaar proposal, and the requirements for applying for the relevant licences.

3.23 In the 1970s and 1980s, the **Singaporean government** had built hawker centres as part of the infrastructure of new residential estates developed by the Housing and Development Board under its large-scale programme to resettle itinerant hawkers.²⁸ This approach of setting up the hawker centres was to ensure that the hawker centres were easily accessible to customers in the vicinity and helped the hawker centres thrive. Likewise, the JTC Corporation²⁹ also involved in the relocation of hawkers as it made provisions for hawker centres when developing new industrial estates.

3.24 In setting up the new hawker centres recently, the **Singaporean government** also ensures that they are accessible to the local residents. Some of the hawker centres were set up in community facilities that attracted traffic flow. For example, one of the new hawker centres is set up in Singapore's first integrated community hub which also houses retail shops, sports facilities and a one-stop centre to access government agency services.

3.25 **Sydney** has adopted comprehensive measures to support the establishment of bazaars initiated by market operators or local community organizations. Apart from developing the Markets Policy and Guide to lead the potential market operators through the application process, **Sydney** has put in place other support measures such as (a) deploying a markets coordinator to assist the applicants through the application process; (b) setting up a Markets Panel³⁰ to provide advice to the market coordinator; (c) providing grants or sponsorships to operators who run markets that benefit the community in specified aspects such as celebrating culture and creativity, and ensuring environmental sustainability; and (d) offering opportunity to test new market models through the events approval process which is designed for non-ongoing or one-off events.

²⁸ Housing and Development Board is Singapore's public housing authority and operates as a statutory board under the Ministry of National Development. The latter is a government ministry responsible for national land use and development planning in Singapore.

²⁹ The JTC Corporation, formerly known as the Jurong Town Corporation, is a government unit responsible for the planning, promotion and development of Singapore's industrial infrastructure.

³⁰ The panel is a group comprising a minimum of three City representatives with relevant knowledge of outdoor events and trading. The panel is responsible for reviewing and addressing outstanding issues about applications to set up new markets. It may engage additional members to provide expert advice on specific sites and issues.

Measures to support the operation of bazaars

3.26 In **Hong Kong**, the Government has implemented an assistance scheme in 43 fixed-pitch hawker areas since June 2013 to reduce the fire risks and enhance the operating environment of the hawker areas. Nonetheless, there have been calls for the Government to provide support to local community organizations to facilitate the operation of temporary bazaars such as providing financial subsidy to the operators³¹ and setting up community kitchen facilities to support stallholders selling cooked food.³² It is observed that all the overseas places studied have proactively implemented measures to assist stallholders in running their stalls, improve the facilities and operation of bazaars so as to strengthen their vibrancy and sustainability, and/or promote bazaars to boost their attraction to local consumers and visitors.

Assistance provided to stallholders

3.27 Among the overseas places studied, **Sydney** and **Singapore** have introduced facilitation measures to assist stallholders. First, **Sydney** charges a lower land use fee for approved markets operated by not-for-profit organizations. **Singapore** has also offered subsidized rentals³³ to stallholders who were relocated from the streets in the early 1970s or those allocated with stalls under the government's hardship scheme.³⁴ Besides, **Singapore** has provided subsidy on service and conservancy charges at hawker centres; and offered rental remissions when the hawker centres are closed for upgrading and rental rebates during economic downturn. The **Singaporean government** aims to keep the prices of food in hawker centres affordable by taking these measures to moderate hawker stall rentals.

³¹ Meanwhile, non-governmental organizations may be granted with short-term tenancies to use available vacant government land at nominal rent if the proposed uses are non-profit-making in nature and the relevant policy bureau gives support to the grant of the short-term tenancies at nominal rent.

³² See 撐基層墟市聯盟(2017年) and 北區基層權益聯盟(2017年)。

³³ In 2015, about 41% of hawkers were paying subsidized rentals for stalls at the hawker centres managed by NEA. At present, subsidized rentals per month range from S\$160 (HK\$890) to S\$320 (HK\$1,780) for cooked-food stalls and S\$56 (HK\$311) to S\$184 (HK\$1,023) for market stalls. See Parliament of Singapore (2015) and National Environment Agency (2017).

³⁴ Under the hardship scheme, subsidized stalls were allocated to the poor who were unemployed and experiencing financial difficulty. The scheme was discontinued in 1989. Subsidized stallholders can continue to enjoy subsidized rentals so long as they attend to their stalls personally, are not in other occupations and do not sublet their stalls.

3.28 In **Singapore**, entrepreneurship programmes have also been introduced in some of the hawker centres where new hawkers are given on-the-job training to gain skills and knowledge that can help them operate hawker stalls. As such, aspiring but inexperienced hawkers are provided with the opportunity to develop the necessary skills to manage and operate a hawker business.

Measures to improve the facilities and operation of bazaars

3.29 The **Singaporean government** launched the Hawker Centres Upgrading Programme in 2001 which invested a total of S\$420 million (HK\$2.57 billion) over 13 years in upgrading the physical conditions and facilities of 106 hawker centres. Improvement works include re-tiling, re-roofing, provision of new tables and stools, provision or replacement of exhaust flue system, and improved ventilation.

3.30 Recently, the **Singaporean government** has been exploring various alternative management models for running the new hawker centres that have commenced operation since 2015. The three newly opened hawker centres are currently operated by social enterprises on a not-for-profit basis. These operators are given the flexibility to innovate and customize solutions to improve the dining experience, enhance vibrancy and improve operational efficiency of the centres under their management. For example, one operator has set aside a section of the hawker centre with stalls that operate 24 hours to provide residents with all-day dining options. The operator has also introduced a self-payment kiosk at all stalls, and a centralized dishwashing system.

3.31 In anticipation of the challenges that hawker centres will face, such as manpower constraints and ageing of the incumbent hawkers, the **Singaporean government** appointed a multi-disciplinary Hawker Centre 3.0 Committee³⁵ in 2016 to review and recommend measures on enhancing the management of cooked-food hawker centres and the sustainability of the hawking trade. Recently, the **Singaporean government** has accepted the recommendations of the Hawker Centre 3.0 Committee which were released in February 2017. Recommendations of the Committee include: (a) sustaining the hawker trade and supporting new entrants by providing training opportunities for hawkers and designing an incubation stall programme for aspiring hawkers; (b) improving

³⁵ The Committee comprises members from the academia, the private and public sectors.

the productivity in hawker centres by promoting use of productive equipment, such as centralized dishwashing and cashless payment systems, at stall-level; and (c) enhancing hawker centres as social spaces and improving their vibrancy by encouraging regular organized activities at hawker centres (e.g. music performance and festive celebration).

3.32 Likewise, **London** has made available various funding programmes to support projects involving the redevelopment of street markets. These include the implementation of funding programmes such as the Outer London Fund and High Street Fund³⁶ to support local efforts in strengthening the vibrancy and growth of town centres and high streets in **London**. Added to this, some local boroughs have conducted strategic review of their public street markets and implemented improvement measures by phases.³⁷

3.33 Same as **Singapore** and **London**, **Taipei** has implemented an upgrading programme to improve the hygiene, facilities, services and image of night markets since 2005. The upgrading programme features the adoption of distinctive logos, special stall design, uniforms for stallholders, and clear signage in order to improve the image of the upgraded night markets.

Measures to promote bazaars to local consumers and tourists

3.34 In order to enhance the appeal of hawker markets, particularly night markets to local consumers and visitors, the **Taipei City government** has been disseminating updated information about the hawker markets in the city through a dedicated market portal, as well as publishing a handbook about the major night markets in the city for tourists. Promotion events have also been organized to stimulate visits to the hawker markets. Similarly, **Sydney** has been promoting local markets through a portal which provides information on shopping venues and events in the city.

³⁶ The Outer London Fund was a £50 million (HK\$624 million) fund launched in June 2011. It was a three-year initiative dedicated to strengthening the vibrancy and growth of London's high streets and town centres. As to the High Street Fund, it was a £9 million (HK\$115 million) fund created by the Mayor in 2014 to support the flourishing of London's high streets by awarding grants to organizations looking to make improvement.

³⁷ For example, the City of Westminster (an inner London borough) completed a strategic review on the public street markets in the borough in 2008. Recently, it has introduced a plan to revamp its largest street market under a larger scale redevelopment plan of the neighbourhood.

Table — Policies on bazaars in selected places⁽¹⁾

	Hong Kong	Sydney	London	Singapore	Taipei
Background information					
Number of bazaars	<ul style="list-style-type: none"> The Government manages 43 fixed-pitch hawker areas and over 10 hawker bazaars. There are currently seven regularly held farmers' markets, of which five are held on Government land. Temporary district-led bazaars have been held since 2015. 	<ul style="list-style-type: none"> There were more than 17 regularly scheduled markets in Sydney, of which seven were operating on public land in 2015. Sydney also allows the establishment of temporary markets (operating up to four occasions in a year). 	<ul style="list-style-type: none"> There were 99 markets in central and inner London in 2014, of which 54% were managed by the local authorities. Some boroughs allow operators to hold one-off events or temporary markets on public land or at an existing market site. 	<ul style="list-style-type: none"> There are 110 hawker centres, of which 107 are managed by the government and three by social enterprises. Grassroots organizations and charitable, civic, educational, religious organizations are allowed to organize temporary night markets. 	<ul style="list-style-type: none"> There are 41 hawker markets (攤販臨時集中場) designated by the Taipei City government.
Number of hawkers operating/jobs created	<ul style="list-style-type: none"> 5 911 hawkers holding fixed-pitch or itinerant hawker licences as at end-December 2016. 	<ul style="list-style-type: none"> Information not available. 	<ul style="list-style-type: none"> 3 000 full-time jobs were supported by the markets in central and inner London in 2014. 	<ul style="list-style-type: none"> 13 440 licensed hawkers operating in the hawker centres in 2015. 	<ul style="list-style-type: none"> 1 616 government-licensed hawkers and 1 913 government-condoned hawkers as at April 2017. There were an estimated 26 250 unlicensed hawkers (無證攤販) in 2013.

Note: (1) There is no exact definition of bazaar. In a broad sense, it refers to a place where street hawkers or stall vendors sell goods to other people. As such, this table compares bazaars/hawker markets in Hong Kong, markets in Sydney and London, hawker centres in Singapore and hawker markets in Taipei.

Table — Policies on bazaars in selected places (cont'd)

	Hong Kong	Sydney	London	Singapore	Taipei
Background information (cont'd)					
Nature of bazaars	<ul style="list-style-type: none"> District-led bazaars of different themes (e.g. carnivals, cooked-food bazaars and art fairs). 	<ul style="list-style-type: none"> Markets organized under distinctive themes such as farmers' markets and specialist markets. 	<ul style="list-style-type: none"> Markets comprising general markets, food markets, farmers' markets and specialist markets. 	<ul style="list-style-type: none"> Hawker centres selling a variety of cooked food, piece and sundry goods and market produce. 	<ul style="list-style-type: none"> Hawker markets comprising fresh produce markets, night cooked-food markets, and markets selling daily necessities.
Overview of policy on bazaars					
Responsible authority and its policy scope	<ul style="list-style-type: none"> Food and Health Bureau focusing on controlling hawking activities and the operation of temporary district-led bazaars. 	<ul style="list-style-type: none"> The local council managing both regularly held markets (operating more than four occasions in a year) and temporary markets. 	<ul style="list-style-type: none"> The Greater London Authority ("GLA") and local authorities focusing on both regularly held markets and one-off events or temporary markets. GLA focuses on the overall development direction at the city level, while local authorities formulate policies for the operation of markets in their respective boroughs. 	<ul style="list-style-type: none"> National Environment Agency ("NEA") tasked with managing hawker centres and approving the holding of temporary night markets. 	<ul style="list-style-type: none"> Department of Economic Development (台北市政府產業發展局) responsible for the establishment of hawker markets and regulation of hawkers.

Table — Policies on bazaars in selected places (cont'd)

	Hong Kong	Sydney	London	Singapore	Taipei
Overview of policy on bazaars (cont'd)					
Roles and contributions of bazaars	<ul style="list-style-type: none"> Bazaars as part of the hawker policy. Hawking should be seen as one of the modes of economic transactions. 	<ul style="list-style-type: none"> Providing for the needs of the community, ranging from the provision of fresh foods and services; improving social interaction; and providing opportunities for emerging businesses to develop. 	<ul style="list-style-type: none"> Providing competitive choices and wider range of goods to local residents, and contributing to the vitality of town centres. 	<ul style="list-style-type: none"> To be developed as appealing and vibrant social spaces where people from all walks of life can enjoy affordable and tasty food in a clean and hygienic environment and where hawkers can continue to make a decent living. 	<ul style="list-style-type: none"> Providing an affordable and convenient source of goods and services, and serving as a source of self-employment to the local people; as well as tourist attractions to attract visitors.

Table — Policies on bazaars in selected places (cont'd)

	Hong Kong	Sydney	London	Singapore	Taipei
Overview of policy on bazaars (cont'd)					
Policy direction	<ul style="list-style-type: none"> Adopting an open and positive attitude towards district-led proposals to set up bazaars, provided that suitable site is identified, local community support is obtained, and public order, safety and environmental hygiene are not compromised. 	<ul style="list-style-type: none"> Supporting the development of quality markets that provide goods and/or services that meet the needs of the community. Aligning the development of markets with the medium- and long-term strategic plans of the city. 	<ul style="list-style-type: none"> GLA supports the development of a competitive and diverse retail sector, including street markets in London. In line with the above policy direction, local authorities should support London's markets and help them improve their management and offer. 	<ul style="list-style-type: none"> Hawker centres were initially built to resettle hawkers relocated from the streets. New hawker centres have been built in public housing estates with an under-provision of eating options to enable local residents to access affordable food. A total of 20 new hawker centres will come on stream by 2027. 	<ul style="list-style-type: none"> Hawker markets were initially built to house the street hawkers for better control of the hawking activities. Upgrading and promotional programmes have been implemented in recent years by the Taipei City government to attract the visits of local people and tourists alike.

Table — Policies on bazaars in selected places (cont'd)

	Hong Kong	Sydney	London	Singapore	Taipei
Measures to support the establishment of bazaars					
Support measures	<ul style="list-style-type: none"> For the establishment of temporary bazaars, the Government will facilitate liaison with relevant bureaux/ departments regarding the use of the sites after suitable sites have been identified by the bazaar operators and support from local communities and respective District Councils have been obtained. 	<ul style="list-style-type: none"> A variety of support measures includes: <ol style="list-style-type: none"> deploying a markets coordinator to assist the applicants with the application for setting up markets; setting up a Markets Panel to provide consultative advice to the markets coordinator; providing information to guide applicants in the application process, such as templates and pro formas for developing the market proposal; providing grants or sponsorships to operators who run markets that benefit the community; and offering the opportunity to test new market models through the events approval process which is designed for non-ongoing and one-off events. 	<ul style="list-style-type: none"> The development of markets is guided under the London Plan which is the strategic plan setting out the future economic, environmental, transport and social development direction of London. 	<ul style="list-style-type: none"> The Singaporean government supports the establishment of hawker centres by building new hawker centres in public housing estates with an under-provision of eating options and at locations that are accessible to local residents. 	<ul style="list-style-type: none"> The city government has identified and designated the sites for setting up hawker markets.

Table — Policies on bazaars in selected places (cont'd)

	Hong Kong	Sydney	London	Singapore	Taipei
Measures to support the operation of bazaars					
Support measures	<ul style="list-style-type: none"> Since June 2013, the Government has implemented an assistance scheme in 43 fixed-pitch hawker areas to reduce the fire risks and enhance the operating environment of the hawker areas. 	<ul style="list-style-type: none"> Sydney supports the operation of markets by: <ol style="list-style-type: none"> charging a lower land use fee for approved markets operated by not-for-profit organizations; and promoting the markets through a portal which provides information on shopping venues and events in the city. 	<ul style="list-style-type: none"> GLA has put in place various funding programmes to support projects involving the redevelopment of street markets. A number of boroughs have conducted strategic reviews of their public street markets and implemented enhancement measures by phases. 	<ul style="list-style-type: none"> The Singaporean government supports the operation of hawker centres by: <ol style="list-style-type: none"> moderating hawker stall rentals to keep the prices of food in hawker centres affordable; upgrading the physical conditions and facilities of hawker centres; and exploring various alternative management models for running the new hawker centres, e.g. inviting social enterprises to operate on a not-for-profit basis. 	<ul style="list-style-type: none"> The Taipei City government has implemented an upgrading programme to improve the hygiene, facilities, services and image of the night markets. Marketing and promotion efforts have also been made to attract the visits of local consumers and tourists.

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Prepared by Ivy CHENG
Research Office
Information Services Division
Legislative Council Secretariat
19 May 2017
Tel: 2871 2143

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