

**For information
1 June 2015**

**Legislative Council Panel on Food Safety and Environmental Hygiene
Subcommittee on Issues Relating to Public Markets**

Public Market Consultancy Study

At the meeting of the Subcommittee on 20 January 2015, the Government presented the key findings of the consultancy study on ways to improve the operating environment of public markets (**Annex A**; ref.: LC Paper No. CB(2)643/14-15(01)) and had an initial exchange of views with Members. The Government advised then that the final report of the consultancy study would be released in the latter part of May 2015. Members agreed to invite deputations' views upon publication of the final report.

2. The final report of the consultancy study is attached herewith (at **Annex B**) for Members' information.

**Food and Health Bureau
Food and Environmental Hygiene Department
May 2015**

**For information
20 January 2015**

**Legislative Council Panel on Food Safety and Environmental Hygiene
Subcommittee on Issues Relating to Public Markets**

Measures to improve the operating environment of public markets

PURPOSE

The Administration has commissioned a consultant to assist in developing proposals for improving the operating environment of public markets, thereby enabling them to fulfil the functions expected of them in present-day circumstances. This paper briefs Members on the key findings of the consultancy study and the Administration's preliminary thinking.

BACKGROUND

2. At the beginning of the 2012-13 legislative session, the Legislative Council ("LegCo") Panel on Food Safety and Environmental Hygiene ("Panel") proposed a discussion schedule (i.e. January, April and July 2013) to consider the proposed rental adjustment mechanism and related issues. When we consulted the Panel at the meeting of 8 January 2013 on the latest proposed rental adjustment mechanism for public market stalls, Members requested the Administration to conduct a comprehensive review covering the policy and usage of public markets before the proposed rental adjustment mechanism was put in place. Specifically, Members considered that the Administration should invite experts with experience in retail operations to give advice. In this connection, the Government decided to engage a consultant with expertise in retail operations to assist in coming up with concrete improvement proposals for public markets.

3. At the meetings of the Panel on 16 April 2013¹ and 9 July 2013², we briefed Members on the Administration's plan to commission a consultant. Subsequently on 7 August 2013, we provided an information note to give Members an outline of the consultancy brief³.

¹ LC Paper No. CB(2)944/12-13(09).

² LC Paper No. CB(2)1511/12-13(02).

³ LC Paper No. CB(2)1694/12-13(01).

4. Pursuant to the discussion at the Panel meetings on 8 January and 5 February 2013, Members agreed to form a Subcommittee under the Panel with its terms of reference covering, amongst others, studying and reviewing issues relating to the policy and business environment of public markets and examining the Administration's proposals for the rental adjustment mechanism and air-conditioning charging arrangement for public market stalls. As agreed at the House Committee meeting on 15 November 2013, the Subcommittee on Issues Relating to Public Markets was activated when a vacant slot arose in March 2014. At the Subcommittee meeting on 29 April 2014, Members were briefed by the Administration and the Consultant on the progress and the state of play on the consultancy study. Members' views were taken into account, in finalising the recommendations in the consultancy study.

CONSULTANCY STUDY

Consultant's Recommendation

5. An abstract of the final report of the consultancy study is provided at **Annex**. The key points therein could be grouped under the headings below.

(A) Functions and Positioning

6. The consultant has made the following observations / recommendations regarding the functions and positioning of public markets –

- (a) public markets are positioned and are expected to continue to be one of the major sources of fresh food provisions for the general public;
- (b) public markets should be kept clean and hygienic to provide a decent and comfortable shopping environment accessible to patrons; it may not be necessary for public markets to be upgraded to unduly upmarket shopping venues;
- (c) public markets, in particular those that are situated in well sought-after locations, should generate at least a reasonable degree of patronage in order to make full and effective use of valuable land resources;

- (d) public markets have been providing job opportunities for the grassroots. However, no means tests or assessments have been conducted to judge the eligibility of bidders before letting out market stalls. As such, it is not appropriate to treat markets as social welfare for their tenants;
- (e) market tenants are free to determine the prices of their goods. Since the Government does not control prices, it is not realistic to expect that public markets could take on the function of stabilising the prices of goods or food; and
- (f) a level playing field in renting public market facilities as a use of public resources may help drive continued improvements in services that would enhance customer satisfaction, to the benefit of all stakeholders who have an interest in keeping public markets vibrant. The low rental for many of the stalls may be one of the factors contributing to the inherent problems of the markets.

7. The Administration largely agrees to the consultant's views, in particular the one related to the positioning of public markets as "one of the major sources of fresh food provisions for the general public". As such, public markets should be kept decent, clean and tidy. On the other hand, given their positioning and many existing constraints (e.g. large number of tenants and limited space), we do not see it necessary or practicable to upgrade public markets to unduly upmarket shopping venues.

8. We should let public markets fully fulfil their functions by making them more attractive to the general public and boost their usage rate. Given the scarcity of land resources in Hong Kong, we should always strive to put valuable land resources to optimal use. Many public markets are located in prime locations with good accessibility. It is not an optimal use of such land resources to allow market stalls to remain in an under-utilised state which hardly help advance the vibrancy of public markets.

9. We also note that the consultant sees the continuously low rental for many of the stalls as an issue that should be duly addressed. Deficits have been recorded in the management of public markets⁴. We need a reasonable rental adjustment mechanism which allows the rent of market stalls to catch up with rents of broadly comparable stalls which are recently allocated through

⁴ For example the deficit in 2012-13 was \$220.1 million and in 2013-14 was \$236.4 million.

open bidding in other public markets. The lack of such a mechanism may likely be at a detriment to the vibrancy of the markets (e.g. tenants may lack motivation for running their business in an active manner). While agreeing to the consultant's point that markets are intrinsically different from welfare services, we are mindful that some tenants were ex-hawkers or ex-tenants of other public markets resited to the existing public markets at a low rent and we need to take into account the arrangement for this group of tenants when considering the rental adjustment mechanism.

10. Depending on the unique situation of each market, for example its location, competitors and clientele, individual markets may develop different characteristics and niches befitting their competitive advantages, ranging from fresh provisions for the ordinary folks to relatively more premium food products (such as organic vegetables and fruits).

(B) Improvement Works

11. The consultant has developed a set of criteria and selected six markets along those criteria for further study on potential improvements. These six markets include Tsuen Wan Market, Yau Ma Tei Market, Ngau Chi Wan Market, Sheung Fung Street Market, Lockhart Road Market and Wing Fong Street Market. These markets will serve as prototypes. The experience gained and lessons learnt from taking the improvements forward at these six markets will provide reference for pursuing improvements to other public markets of similar categories in future.

12. We note that the set of selection criteria adopted by the consultant has taken into account the potential and room for improvement that is open to individual markets. Paying due regard to how likely the positive effect of the improvement proposals could be fully demonstrated is consistent with the principle of putting resources to proper use.

13. The Administration will further study the consultant's physical improvement options in consultation with relevant government departments, such as the Architectural Services Department. Apart from the proposed design option (1) (not involving reduction in the number of occupied stalls), the proposed design option (2) involves major changes in the stall size and layout, with implications on the total number of stalls and the length of the temporary closure that may be necessary during the works period. We will take into account tenants' views and any technical and operational constraints in developing the concrete design proposals. This year, we plan to put forward improvement proposals for some representative markets with a view

to providing reference for the improvement to other public markets. Whether these proposals would be implemented would be subject to availability of funding and the views of stall tenants.

14. The Administration will also further study the consultant's recommendation on non-physical improvement plans which can be implemented in a shorter timeframe. The consultant has prioritised them as core measures, quick win measures, potential measures and optional measures. We will need to review carefully if existing resources are sufficient for implementing the proposed measures, and consider whether greater synergy could be created through combining them with the physical improvement as well as enhanced management.

(C) Management of Public Markets

15. The consultant has made some recommendations on the Food and Environmental Hygiene Department's ("FEHD") management of public markets in order to sustain long term improvement. To fully utilise the improved hardware, the consultant sees a need for introducing changes to the software, including tenants' behaviour and practices in using market facilities, and for tenants to engage in active trading and make markets neat, tidy, vibrant and appealing as a shopping venue. The consultant suggests that the Government needs to step up enforcement and foster a "sense of ownership amongst tenants" by creating an "opportunity for tenants' participation" in the decision-making process of the public markets' daily management.

16. While we will study the consultant's recommendations in more detail, we generally agree that there is a need to explore the various options, including stepping up FEHD's management and enforcement work, strengthening tenants' input in the management of markets, reviewing the market management consultative mechanism etc. The Government needs to consider the issue of resources and priority as we move forward. We are mindful that if any reform in the management model is to be contemplated, we need to address how manpower resources need to be geared up, with a view to smoothening the implementation of improvement projects, stepping up management and enforcement, and strengthening training and inculcating a mindset to strive for standards of decency and sensitive to commercial / business perspectives.

(D) Preservation of Stalls Selling Traditional Commodities

17. The consultant considers that the role of public markets in preserving stalls selling traditional commodities should be recognised and maintained. The consultant has made some recommendations on how to maintain and enhance the role of public markets in the preservation of traditional stalls. In particular, the consultant suggests that the Government may consider relaxing the existing specified list of tradesman activities in public markets as appropriate. The Administration will further examine the consultant's recommendation.

SUMMARY

18. We agree with the consultant's views about the positioning of public markets as "one of the major sources of fresh food provisions for the general public". As public markets serve the general public, we should not aim to make these markets unduly upmarket. That said, public markets should be kept reasonably decent, clean, neat and tidy. Guided by the principles of putting scarce and valuable land resources to optimal use, we agree that allowing market stalls to remain in an under-utilised state would hardly help advance the vibrancy of public markets. There is a need to carry out stricter enforcement, eliminate inactive stalls and reinforce the tenants' responsibility to keep common areas clear and clean. This requires the concerted efforts of the Government, the tenants and the community.

19. Having listened to the views of the Subcommittee on the consultant's recommendations, we will put up preliminary proposals to implement the relevant improvement plans. At the same time, we will explore the rental adjustment mechanism with the Subcommittee.

ADVICE SOUGHT

20. Members are invited to note the content of this paper.

**Food and Health Bureau
Food and Environmental Hygiene Department
January 2015**

Consultancy Study on Ways to Improve the Operating Environment of Public Markets

Abstract of the Final Report

Preface

1. The main objectives of this consultancy study, commissioned by the Food and Health Bureau, are to:
 - (a) tender views on the present-day functions and positioning of public markets; and
 - (b) develop proposals for improving the operating environment of public markets¹, for the purpose of enhancing their functionality and competitiveness.

Positioning and functions of Public Markets

2. Public markets are expected to continue to serve as one of the major sources of fresh food provisions and goods for the general public in the years to come. For members of the public who patronise public markets, this important function is unquestionable.
3. It is a common aspiration of both the customers and tenants that public markets should provide clean and hygienic environment to facilitate pleasant shopping experience albeit they are not expecting public markets to be upgraded to unduly upmarket shopping venues. Whilst the Government, as the manager of public markets, is responsible for providing facilities and services meeting the aspired standards, one should recognise that the Government is also expected to ensure that the public resources involved in enabling the provision of public markets (including land resources) represent an efficient use. Many public markets are located in prime locations with good accessibility. Allowing market stalls to remain in an under-utilised state would contradict the above-mentioned principle.
4. Public markets, in particular those that are situated in well sought-after locations, should generate at least a reasonable degree of patronage in order to justify their use of scarce and valuable land resources.
5. It is widely accepted that public markets are providing job opportunities for the grassroots. However, no means tests or assessments have been conducted to judge the eligibility of bidders before letting out market stalls. As such, it is not appropriate to treat them as social welfare for their tenants.
6. Tenants of public markets are free to determine the prices of their goods sold. There have been views that public markets are a cheap source of fresh food that helps maintain the stability of food prices. To the extent that consumers also stand to benefit, the proponents of such views go on to cite this as an argument for subsidising public market operations. However, as the Government does not control the prices, public markets do not necessarily sell goods at a lower price.

¹ *Through the study, we have been tasked first to present an overall profile of the public market sector in Hong Kong and the challenges it faces, including aging facilities, changes in customer expectations and habits, as well as competition from other retail outlets, ... etc. Having done that, we are required by the consultancy brief to develop (a) major improvement plans for six selected public markets; and (b) routine and easy to administer minor improvements as well as measures to preserve market stalls selling traditional commodities. The improvement plans and measures thus developed would provide reference for future improvements to other public markets.*

7. A level playing field in renting public market facilities as a use of public resources may help drive continued improvements in services that would enhance customer satisfaction, to the benefit of all stakeholders who have an interest in keeping public markets vibrant. The low rental for many of the stalls may be one of the factors contributing to the inherent problems of the markets. To better manage the markets, the Government should duly address this issue.

Public Market Improvements

8. Some public markets possess unique advantages and create special shopping experience for customers. Improvement in facilities and the shopping environment could deliver significant benefits.
9. At the time when most of the existing public markets were built, the top priority then was to re-site as many on-street hawkers as the markets could take in. This had shaped the design and layout of the public markets as how they appear today.
10. The facilities of many public markets are facing the aging issue in the course of time. However, with some entrenched behaviour and practice of tenants, e.g. unauthorised extension of business areas, choking of floor drains on passageways etc., the Government has encountered difficulties in maintaining the hardware in a decent state.
11. A set of high level criteria have been identified to shortlist 15 public markets for further investigation: for example, the selected markets should be (i) of a significant size, (ii) with lower customer flows, (iii) having potential patrons in the catchment area, and (iv) of more urgency in needing improvement.
12. A survey on the 15 markets has been conducted on the level of importance attached to various key factors, including convenience, stall situation, commodities sold, facilities, daily management, promotion and overall situation. Stakeholders' satisfaction for these factors has also been evaluated for the selected public markets.
13. These have subsequently helped identify six markets² (which are of different sizes and located in both urban and suburb areas for demonstrative purpose) and develop specific improvement plan for each of them. The six markets selected are:
 - Tsuen Wan Market (荃灣街市);
 - Yau Ma Tei Market (油麻地街市);
 - Ngau Chi Wan Market (牛池灣街市);
 - Sheung Fung Street Market (雙鳳街街市);
 - Lockhart Road Market (駱克道街市); and
 - Wing Fong Street Market (榮芳街街市).

The New Design

14. For each of the six selected markets, we have drafted one or two improvement plan(s)³ depending on their actual physical conditions. The proposed new designs improve the physical operating environment, which intend to help enhance the functionality and efficiency of operations for tenants as well as to offer comfortable shopping experience for patrons. The essence of individual improvement plans may be summarised as follows:

² *The methodology used for selecting these six markets is set out in detail in the final report.*

³ *For cases where two options have been developed, the proposed design option (1) does not involve reduction in the number of occupied stalls. The proposed design option (2), by contrast, would entail altering the number and changing the position of existing stalls (e.g. from ground floor to first floor, or from the middle of an aisle to the end of it ... etc.). New shopping experience will be created through these new designs.*

To implement the improvement measures, especially those under the proposed design option (2), some foreseeable challenges exist. We will return to this in paragraphs 23 to 27 below.

- Tsuen Wan Market : Re-zoning of stalls
 - Yau Ma Tei Market : Revitalising the under-used space
 - Ngau Chi Wan Market : Reconnecting it with the neighbourhood
 - Sheung Fung Street Market : Refining the market identity
 - Lockhart Road Market : Reprogramming the trade mix
 - Wing Fong Street Market : Reconfiguring the layout
15. Tsuen Wan Market is to be re-zoned such that dry goods stalls will be located on the first floor and the fish stalls will be near the loading / unloading area on the ground floor. Street facing stalls will be created at the entrance facing Chung On Street to become more inviting.
 16. The new design for Yau Ma Tei Market seeks to revitalise the under-utilised space, including the central void. The unique façade is suggested to be preserved.
 17. For Ngau Chi Wan Market, the improvement plan targets to re-connect the market with the vibrant shopping environment nearby. The entrance facing Kam Chi Path, one of the key entrances used by the patrons, is enlarged and street facing stalls are created to attract patronage. The concrete wall facing Lung Cheung Street will be replaced with a glass wall to further enhance visibility.
 18. Sheung Fung Street Market is in a fair condition where relatively slight refinement is required. The height of the walls near the centre of the market is lowered to enhance visibility. The market façade will be modified to be more inviting in order to catch the attention of pedestrians.
 19. Located in a commercial district, the focus of Lockhart Road Market is to modify its trade mix to allow more flexibility. The area in between the escalator and the entrance facing Hennessey Road should be utilised as a flea market zone / pop-up retail area so that tenants can rent and sell their goods on promotion. It is also suggested that flexibility should be allowed in diversifying the trade mix of Lockhart Road Market to include light refreshment and food ready for instant consumption.
 20. Wing Fong Street Market is re-organised in such a way that the existing loading bay and refuse room will switch their location with one of the entrances so as to capture the patronage from the prime shopping area outside the market.
 21. In addition to proposing individual themes for different markets, the consultant has also recommended some general physical improvement items such as lower partition walls, creating storage area for stalls, reconfiguration of floor drain etc. Air conditioning is recommended in some of the markets, e.g. Tsuen Wan Market, Ngau Chi Wan Market and Wing Fong Street Market.
 22. The improvement proposals would provide reference for future improvement of other public markets.

Potential Challenges

23. Some of the proposed improved designs entail (a) reduction in the number of stalls and/or (b) changes to the physical position/alignment of existing stalls. In the options with reduced number of stalls, while all tenants can potentially rent at least one stall, the thorny issue will be to determine which tenant(s) should give up any of their stalls if they have more than one at present. The challenges inherent in bringing about such changes should not be under-estimated. Where changes to the position / alignment of stalls are involved, the thorny issue is for the redesigned stalls to be reallocated to the tenants, in addition to the question of whether the relocation should entail a consequential change in rent.
24. To implement fundamental changes to the existing layout, temporary closure of the market is likely to become inevitable. Possible demands from tenants include minimising the impact of the improvement works on their business which would require prudent and delicate handling.

25. Taking full advantage of the proposed new features (such as lower stall walls, additional storage space away from their own stalls, reconfigured floor drains, etc.) can lead to a gradual change in tenants' behaviour for maintaining a better operating environment. Tenants' cooperation in adopting new behaviour and practices is also important, bearing in mind that keeping the common areas of public markets clean and tidy is also beneficial to tenants.
26. Implementation of the improvement measures will entail substantial costs on the part of the Government and may also mean additional operating costs for tenants. In some of the selected markets, the installation of air-conditioning system is recommended. It is suggested that the tenants will have to bear the air-conditioning charges⁴ on a cost-recovery basis.
27. Other constraints may come to light during the detailed design stage, such as the need for additional space to house enhanced electricity equipment; air-conditioning plants; or reconfigured floor drains linking to public sewers etc. There may also be a lack of space to accommodate barrier free access facilities built inside or outside the public markets to up-to-date standards.

Non-physical Improvement Measures

28. It may take time for the physical improvement plans to be fully implemented, as it requires further discussion with affected tenants. Meanwhile, a number of non-physical measures have been identified. These measures are related to the management, hygiene, marketing and promotion of public markets. They are prioritised as follows:

Priority	Measures
Core	Strengthening of Routine Management and Enforcement Work
Quick Win	Enabling Octopus Payment Diversifying / Allowing Flexibility in the Trade Mix Provision of ATM Services Short Term Lease of Promotional Areas Creating a Dedicated Market Website / App Creating a New Icon or Mascot Representing Public Markets
Potential	Organising Skills Upgrade Programme for Tenants Launching Market Membership Scheme Organising Voluntary Price Discount Programmes Creating Notice Boards Dedicated to Promotion and Discount Information Organising Seasonal / Festive Promotion Installation of MTR Saver
Optional	Provision of Washbasins for Hand Washing Publishing a Public Market Photo-book Organising an Exhibition of Public Market Installation of TV Screens Recognising Famous Stalls and Public Markets Promoting Recycling of Food Waste

29. Some of the non-physical improvement measures will incur additional costs and require additional resources for management on the part of the Government. The Government will need to review carefully if existing resources are sufficient to implement the proposed measures. Wherever appropriate, deployment of additional human resources should be considered.
30. Whilst some of the non-physical measures outlined in paragraph 28 above may be implemented separately, greater synergy could be created if these non-physical measures would be combined with changes to physical design/layout as well as enhanced management.

⁴ Air-conditioning charges include electricity charges and general maintenance costs.

Need for Changes beyond Hardware Improvements

31. Mere improvements to the physical design and layout of public markets would not bring about lasting changes.
32. There is a need for the Government to help foster a “sense of ownership amongst tenants” by creating an “opportunity for tenants’ participation” in the decision-making process of the public markets’ daily management.

Mindset Change

33. As the landlord of the markets, the Food and Environmental Hygiene Department (FEHD) de jure possesses the power to take enforcement actions, terminate tenancies and adjust rentals. However, the powers that FEHD has been exercising are de facto limited. Not all the tenants take ownership of the responsibility to keep the operating environment of public markets decent, clean and tidy. For example, FEHD encountered some difficult cases in which individual tenants consistently ignored the tenancy conditions and extended their business areas without proper authorisation.
34. In taking forward improvement measures such as routine maintenance and consolidation of stalls, FEHD more often than not meets with resistance from tenants with the excuse of disruption to business or potential loss of clientele. In some cases, individual tenants simply refused to allow repair and maintenance works to take place during the operating hours of public markets.
35. FEHD, being a government department, is often expected to be more than a landlord. Frontline staff are for instance expected to show sympathy for tenants (who are perceived to be largely from the grassroots) apart from being fair and open. FEHD’s experience has also shown that enforcement actions were subject to appeals and legal challenges, resulting in formidable workload.
36. Past attempts to adjust rent have not been successful and the rents of public market stalls have been frozen for more than a decade. The disproportionately low rent for some stalls may be one of the factors contributing to the inherent problems of the markets. Some under-utilised stalls are being operated more like a store house.
37. FEHD should take effective enforcement actions stringently. The public should understand the importance of stringent enforcement actions on the part of FEHD as a means to help ensure that public markets are managed in a sustainable manner. In this regard, the provision of clearer conditions in the tenancy agreements for tackling inactive stalls is necessary and should be implemented.
38. In view of the historical background of public markets, it is fully recognised that the above preferred changes to FEHD’s management role may be difficult to achieve. Some fundamental mind-set changes are needed.

Management Model

39. For many years, the focus of daily management in public markets lies with maintaining hygiene and basic order for operation, rather than attracting patrons or boosting commercial utilisation. In terms of manpower and expertise, the existing management teams of public markets are less than well placed to serve the function of enhancing the competitiveness of public markets and sustaining further development.
40. We suggest that the Government should look into the feasibility of introducing a new management model for public markets. We have identified a few models for consideration. They include empowering the Market Management Consultative Committee; exploring the use of a Community Management Corporation; or subletting to a single operator.

Preservation of Stalls Selling Traditional Commodities

41. Traditionally, public markets serve as venues for a number of individuals to craft their own traditional trades. The collective heritage value of these individual stalls may be significant albeit intangible and hard to quantify. The role of public markets in preserving stalls selling traditional commodities should be recognised and maintained.
42. To maintain and enhance the role in the preservation of traditional stalls, the Government may consider conducting more promotion and creating and encouraging tradesman stalls in the market. For example, reopening the third floor at Sai Ying Pun Market for selling traditional commodities can be considered as a pilot scheme. Apart from the specified list of tradesman activities, the Government may consider relaxing such list of trades on a case by case basis. To cultivate traditional trades and help preserve the collective heritage value, the Government should give thoughts to the means of achieving this goal in a sustainable manner.

Support from Tenants and the Community

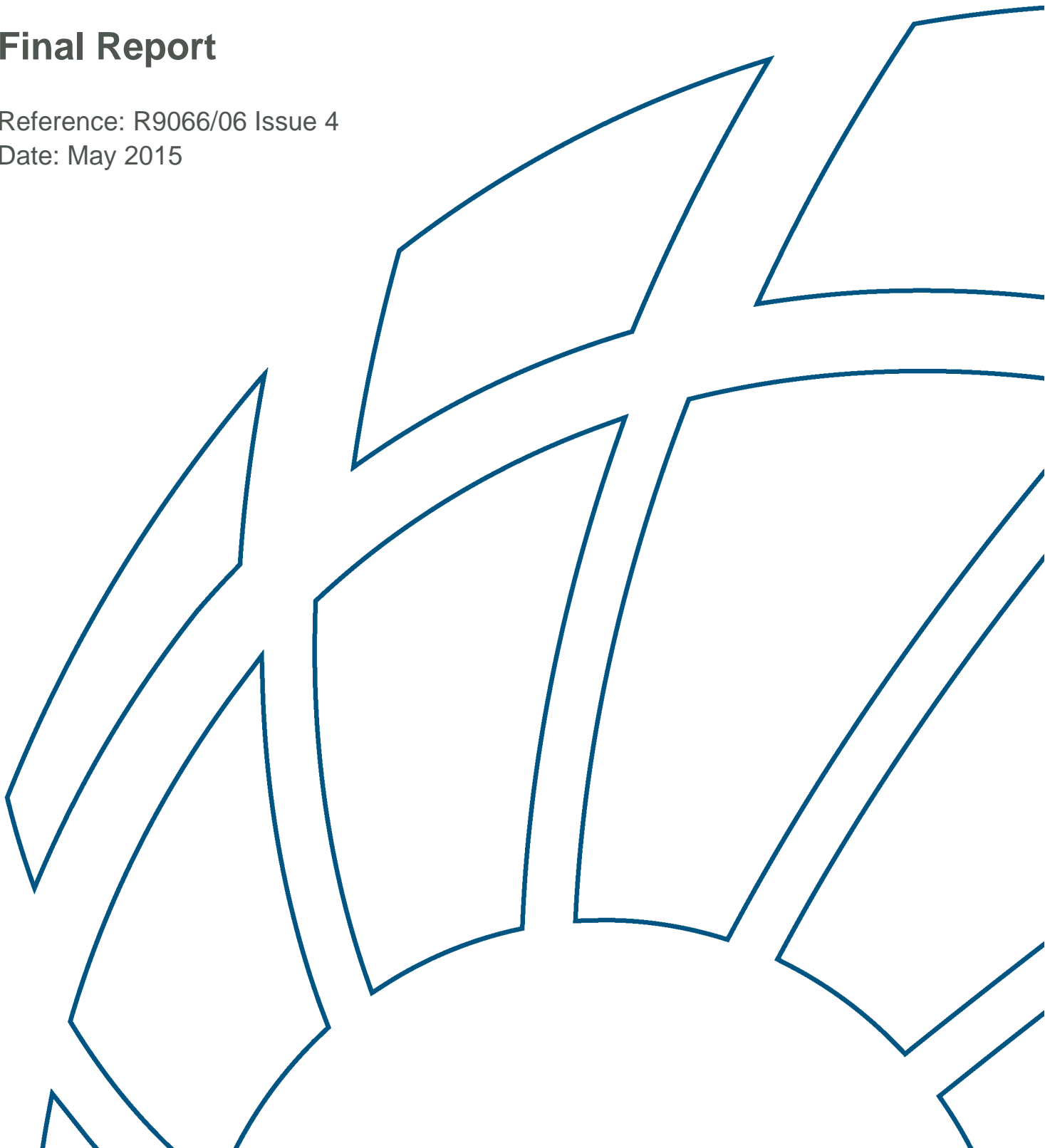
43. Keeping the common areas of public markets clean, tidy and in good order is beneficial to tenants - in fact, tenants are the direct beneficiaries. The successful implementation of physical, non-physical and managerial changes requires the concerted contributions of all stakeholders, including the tenants. The benefits brought about by having improved public markets should be communicated to the community through engaging more promotional and public relations activities.

Ways to Improve the Operating Environment of Public Markets

Final Report

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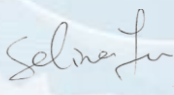
Ways to Improve the Operating Environment of Public Markets

Final Report

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Abstract

Preface

1. The main objectives of this consultancy study, commissioned by the Food and Health Bureau, are to:
 - (a) tender views on the present-day functions and positioning of public markets; and
 - (b) develop proposals for improving the operating environment of public markets¹, for the purpose of enhancing their functionality and competitiveness.

Positioning and functions of Public Markets

2. Public markets are expected to continue to serve as one of the major sources of fresh food provisions and goods for the general public in the years to come. For members of the public who patronise public markets, this important function is unquestionable.
3. It is a common aspiration of both the customers and tenants that public markets should provide clean and hygienic environment to facilitate pleasant shopping experience albeit they are not expecting public markets to be upgraded to unduly upmarket shopping venues. Whilst the Government, as the manager of public markets, is responsible for providing facilities and services meeting the aspired standards, one should recognise that the Government is also expected to ensure that the public resources involved in enabling the provision of public markets (including land resources) represent an efficient use. Many public markets are located in prime locations with good accessibility. Allowing market stalls to remain in an under-utilised state would contradict the above-mentioned principle.
4. Public markets, in particular those that are situated in well sought-after locations, should generate at least a reasonable degree of patronage in order to justify their use of scarce and valuable land resources.
5. It is widely accepted that public markets are providing job opportunities for the grassroots. However, no means tests or assessments have been conducted to judge the eligibility of bidders before letting out market stalls. As such, it is not appropriate to treat them as social welfare for their tenants.

¹ *Through the study, we have been tasked first to present an overall profile of the public market sector in Hong Kong and the challenges it faces, including aging facilities, changes in customer expectations and habits, as well as competition from other retail outlets, ... etc. Having done that, we are required by the consultancy brief to develop (a) major improvement plans for six selected public markets; and (b) routine and easy to administer minor improvements as well as measures to preserve market stalls selling traditional commodities. The improvement plans and measures thus developed would provide reference for future improvements to other public markets.*

6. Tenants of public markets are free to determine the prices of their goods sold. There have been views that public markets are a cheap source of fresh food that helps maintain the stability of food prices. To the extent that consumers also stand to benefit, the proponents of such views go on to cite this as an argument for subsidising public market operations. However, as the Government does not control the prices, public markets do not necessarily sell goods at a lower price.
7. A level playing field in renting public market facilities as a use of public resources may help drive continued improvements in services that would enhance customer satisfaction, to the benefit of all stakeholders who have an interest in keeping public markets vibrant. The low rental for many of the stalls may be one of the factors contributing to the inherent problems of the markets. To better manage the markets, the Government should duly address this issue.

Public Market Improvements

8. Some public markets possess unique advantages and create special shopping experience for customers. Improvement in facilities and the shopping environment could deliver significant benefits.
9. At the time when most of the existing public markets were built, the top priority then was to re-site as many on-street hawkers as the markets could take in. This had shaped the design and layout of the public markets as how they appear today.
10. The facilities of many public markets are facing the aging issue in the course of time. However, with some entrenched behaviour and practice of tenants, e.g. unauthorised extension of business areas, choking of floor drains on passageways etc., the Government has encountered difficulties in maintaining the hardware in a decent state.
11. A set of high level criteria have been identified to shortlist 15 public markets for further investigation: for example, the selected markets should be (i) of a significant size, (ii) with lower customer flows, (iii) having potential patrons in the catchment area, and (iv) of more urgency in needing improvement.
12. A survey on the 15 markets has been conducted on the level of importance attached to various key factors, including convenience, stall situation, commodities sold, facilities, daily management, promotion and overall situation. Stakeholders' satisfaction for these factors has also been evaluated for the selected public markets.
13. These have subsequently helped identify six markets² (which are of different sizes and located in both urban and suburb areas for demonstrative purpose)

² *The methodology used for selecting these six markets is set out in detail in the final report.*

and develop specific improvement plan for each of them. The six markets selected are:

- Tsuen Wan Market (荃灣街市);
- Yau Ma Tei Market (油麻地街市);
- Ngau Chi Wan Market (牛池灣街市);
- Sheung Fung Street Market (雙鳳街街市);
- Lockhart Road Market (駱克道街市); and
- Wing Fong Street Market (榮芳街街市).

The New Design

14. For each of the six selected markets, we have drafted one or two improvement plan(s)³ depending on their actual physical conditions. The proposed new designs improve the physical operating environment, which intend to help enhance the functionality and efficiency of operations for tenants as well as to offer comfortable shopping experience for patrons. The essence of individual improvement plans may be summarised as follows:

- Tsuen Wan Market : Re-zoning of stalls
- Yau Ma Tei Market : Revitalising the under-used space
- Ngau Chi Wan Market : Reconnecting it with the neighbourhood
- Sheung Fung Street Market : Refining the market identity
- Lockhart Road Market : Reprogramming the trade mix
- Wing Fong Street Market : Reconfiguring the layout

15. Tsuen Wan Market is to be re-zoned such that dry goods stalls will be located on the first floor and the fish stalls will be near the loading / unloading area on the ground floor. Street facing stalls will be created at the entrance facing Chung On Street to become more inviting.

16. The new design for Yau Ma Tei Market seeks to revitalise the under-utilised space, including the central void. The unique façade is suggested to be preserved.

17. For Ngau Chi Wan Market, the improvement plan targets to re-connect the market with the vibrant shopping environment nearby. The entrance facing Kam Chi Path, one of the key entrances used by the patrons, is enlarged and street facing stalls are created to attract patronage. The concrete wall facing

³ For cases where two options have been developed, the proposed design option (1) does not involve reduction in the number of occupied stalls. The proposed design option (2), by contrast, would entail altering the number and changing the position of existing stalls (e.g. from ground floor to first floor, or from the middle of an aisle to the end of it ... etc.). New shopping experience will be created through these new designs.

To implement the improvement measures, especially those under the proposed design option (2), some foreseeable challenges exist. We will return to this in paragraphs 23 to 27 below.

Lung Cheung Street will be replaced with a glass wall to further enhance visibility.

18. Sheung Fung Street Market is in a fair condition where relatively slight refinement is required. The height of the walls near the centre of the market is lowered to enhance visibility. The market façade will be modified to be more inviting in order to catch the attention of pedestrians.
19. Located in a commercial district, the focus of Lockhart Road Market is to modify its trade mix to allow more flexibility. The area in between the escalator and the entrance facing Hennessey Road should be utilised as a flea market zone / pop-up retail area so that tenants can rent and sell their goods on promotion. It is also suggested that flexibility should be allowed in diversifying the trade mix of Lockhart Road Market to include light refreshment and food ready for instant consumption.
20. Wing Fong Street Market is re-organised in such a way that the existing loading bay and refuse room will switch their location with one of the entrances so as to capture the patronage from the prime shopping area outside the market.
21. In addition to proposing individual themes for different markets, the consultant has also recommended some general physical improvement items such as lower partition walls, creating storage area for stalls, reconfiguration of floor drain etc. Air conditioning is recommended in some of the markets, e.g. Tsuen Wan Market, Ngau Chi Wan Market and Wing Fong Street Market.
22. The improvement proposals would provide reference for future improvement of other public markets.

Potential Challenges

23. Some of the proposed improved designs entail (a) reduction in the number of stalls and/or (b) changes to the physical position/alignment of existing stalls. In the options with reduced number of stalls, while all tenants can potentially rent at least one stall, the thorny issue will be to determine which tenant(s) should give up any of their stalls if they have more than one at present. The challenges inherent in bringing about such changes should not be underestimated. Where changes to the position / alignment of stalls are involved, the thorny issue is for the redesigned stalls to be reallocated to the tenants, in addition to the question of whether the relocation should entail a consequential change in rent.
24. To implement fundamental changes to the existing layout, temporary closure of the market is likely to become inevitable. Possible demands from tenants include minimising the impact of the improvement works on their business which would require prudent and delicate handling.
25. Taking full advantage of the proposed new features (such as lower stall walls, additional storage space away from their own stalls, reconfigured floor drains, etc.) can lead to a gradual change in tenants' behaviour for maintaining a better operating environment. Tenants' cooperation in adopting new behaviour

and practices is also important, bearing in mind that keeping the common areas of public markets clean and tidy is also beneficial to tenants.

26. Implementation of the improvement measures will entail substantial costs on the part of the Government and may also mean additional operating costs for tenants. In some of the selected markets, the installation of air-conditioning system is recommended. It is suggested that the tenants will have to bear the air-conditioning charges⁴ on a cost-recovery basis.
27. Other constraints may come to light during the detailed design stage, such as the need for additional space to house enhanced electricity equipment; air-conditioning plants; or reconfigured floor drains linking to public sewers etc. There may also be a lack of space to accommodate barrier free access facilities built inside or outside the public markets to up-to-date standards.

Non-physical Improvement Measures

28. It may take time for the physical improvement plans to be fully implemented, as it requires further discussion with affected tenants. Meanwhile, a number of non-physical measures have been identified. These measures are related to the management, hygiene, marketing and promotion of public markets. They are prioritised as follows:

Priority	Measures
Core	Strengthening of Routine Management and Enforcement Work
Quick Win	Enabling Octopus Payment Diversifying / Allowing Flexibility in the Trade Mix Provision of ATM Services Short Term Lease of Promotional Areas Creating a Dedicated Market Website / App Creating a New Icon or Mascot Representing Public Markets
Potential	Organising Skills Upgrade Programme for Tenants Launching Market Membership Scheme Organising Voluntary Price Discount Programmes Creating Notice Boards Dedicated to Promotion and Discount Information Organising Seasonal / Festive Promotion Installation of MTR Saver
Optional	Provision of Washbasins for Hand Washing Publishing a Public Market Photo-book Organising an Exhibition of Public Market Installation of TV Screens Recognising Famous Stalls and Public Markets Promoting Recycling of Food Waste

29. Some of the non-physical improvement measures will incur additional costs and require additional resources for management on the part of the Government. The Government will need to review carefully if existing

⁴ Air-conditioning charges include electricity charges and general maintenance costs.

resources are sufficient to implement the proposed measures. Wherever appropriate, deployment of additional human resources should be considered.

30. Whilst some of the non-physical measures outlined in paragraph 28 above may be implemented separately, greater synergy could be created if these non-physical measures would be combined with changes to physical design/layout as well as enhanced management.

Need for Changes beyond Hardware Improvements

31. Mere improvements to the physical design and layout of public markets would not bring about lasting changes.
32. There is a need for the Government to help foster a “sense of ownership amongst tenants” by creating an “opportunity for tenants’ participation” in the decision-making process of the public markets’ daily management.

Mindset Change

33. As the landlord of the markets, the Food and Environmental Hygiene Department (FEHD) de jure possesses the power to take enforcement actions, terminate tenancies and adjust rentals. However, the powers that FEHD has been exercising are de facto limited. Not all the tenants take ownership of the responsibility to keep the operating environment of public markets decent, clean and tidy. For example, FEHD encountered some difficult cases in which individual tenants consistently ignored the tenancy conditions and extended their business areas without proper authorisation.
34. In taking forward improvement measures such as routine maintenance and consolidation of stalls, FEHD more often than not meets with resistance from tenants with the excuse of disruption to business or potential loss of clientele. In some cases, individual tenants simply refused to allow repair and maintenance works to take place during the operating hours of public markets.
35. FEHD, being a government department, is often expected to be more than a landlord. Frontline staff are for instance expected to show sympathy for tenants (who are perceived to be largely from the grassroots) apart from being fair and open. FEHD’s experience has also shown that enforcement actions were subject to appeals and legal challenges, resulting in formidable workload.
36. Past attempts to adjust rent have not been successful and the rents of public market stalls have been frozen for more than a decade. The disproportionately low rent for some stalls may be one of the factors contributing to the inherent problems of the markets. Some under-utilised stalls are being operated more like a store house.
37. FEHD should take effective enforcement actions stringently. The public should understand the importance of stringent enforcement actions on the part of FEHD as a means to help ensure that public markets are managed in a sustainable manner. In this regard, the provision of clearer conditions in the tenancy agreements for tackling inactive stalls is necessary and should be implemented.

38. In view of the historical background of public markets, it is fully recognised that the above preferred changes to FEHD's management role may be difficult to achieve. Some fundamental mind-set changes are needed.

Management Model

39. For many years, the focus of daily management in public markets lies with maintaining hygiene and basic order for operation, rather than attracting patrons or boosting commercial utilisation. In terms of manpower and expertise, the existing management teams of public markets are less than well placed to serve the function of enhancing the competitiveness of public markets and sustaining further development.
40. We suggest that the Government should look into the feasibility of introducing a new management model for public markets. We have identified a few models for consideration. They include empowering the Market Management Consultative Committee; exploring the use of a Community Management Corporation; or subletting to a single operator.

Preservation of Stalls Selling Traditional Commodities

41. Traditionally, public markets serve as venues for a number of individuals to craft their own traditional trades. The collective heritage value of these individual stalls may be significant albeit intangible and hard to quantify. The role of public markets in preserving stalls selling traditional commodities should be recognised and maintained.
42. To maintain and enhance the role in the preservation of traditional stalls, the Government may consider conducting more promotion and creating and encouraging tradesman stalls in the market. For example, reopening the third floor at Sai Ying Pun Market for selling traditional commodities can be considered as a pilot scheme. Apart from the specified list of tradesman activities, the Government may consider relaxing such list of trades on a case by case basis. To cultivate traditional trades and help preserve the collective heritage value, the Government should give thoughts to the means of achieving this goal in a sustainable manner.

Support from Tenants and the Community

43. Keeping the common areas of public markets clean, tidy and in good order is beneficial to tenants - in fact, tenants are the direct beneficiaries. The successful implementation of physical, non-physical and managerial changes requires the concerted contributions of all stakeholders, including the tenants. The benefits brought about by having improved public markets should be communicated to the community through engaging more promotional and public relations activities.

1 Introduction

1.1 This Study

This Study, commissioned by the Food and Health Bureau (FHB), provides a comprehensive analysis of ways to improve the operating environment of public markets managed by the Food and Environmental Hygiene Department (FEHD).

The objectives of the Study are:

- To tender views on the updated functions and positioning of public markets; and
- To develop proposals for improving the operating environment of these markets; advancing their functionality and competitiveness.

1.1.1 Structure of the Study

The Study scope focuses on four aspects for analysis: i) building up an understanding of the public market sector in Hong Kong, ii) profiling the public markets, iii) creating major improvement plans for selected markets, and subsequently, iv) suggesting routine improvement works (such as easy to administer measures or minor improvements) and measures to preserve market stalls selling traditional commodities.

1.1.2 Methodology

In addition to the publicly available publications on public markets, the Study has applied the following methods for both primary and secondary data collection:

- Desktop study
- Questionnaires
- Site visits
- Stakeholder engagement sessions, focus groups and interviews

In particular, questionnaires provided data for quantitative analysis, while consultations aided qualitative analysis. Site visits and desktop study were also conducted for detailed fact finding.

This Final Report (FR) sets out the findings of the Consultancy Study and the recommended improvement plans to enhance the operating environment of public markets in Hong Kong.

1.2

Current Situation of Public Markets

1.2.1

Background

“Public markets” refer to the markets⁵ managed by FEHD. They are designated under the Tenth Schedule of the Public Health and Municipal Services Ordinance (Chapter 132). Apart from FEHD, other parties such as The Link Real Estate Investment Trust (The Link), Housing Authority (HA) and some private operators also provide market facilities in Hong Kong.

At present, FEHD manages 76 public markets which comprise a total of about 14,000 stalls. These public markets are scattered all over Hong Kong and are mostly found in the district centres. A variety of building designs were adopted, with building types and sizes conforming to the needs at the time of construction. The smallest public market has only 7 stalls, while the largest one boasts over 500 stalls.

The 76 public markets can be broadly categorized by size and location.

Table 1.1 Number of Public Markets by Location and Size

Location	Small Size (<100 stalls)	Medium Size (100 - 250 stalls)	Large Size (>250 stalls)
Urban (Hong Kong Island and Kowloon)	17	17	12
Suburb (the New Territories and Islands)	11	11	8
Total	28	28	20

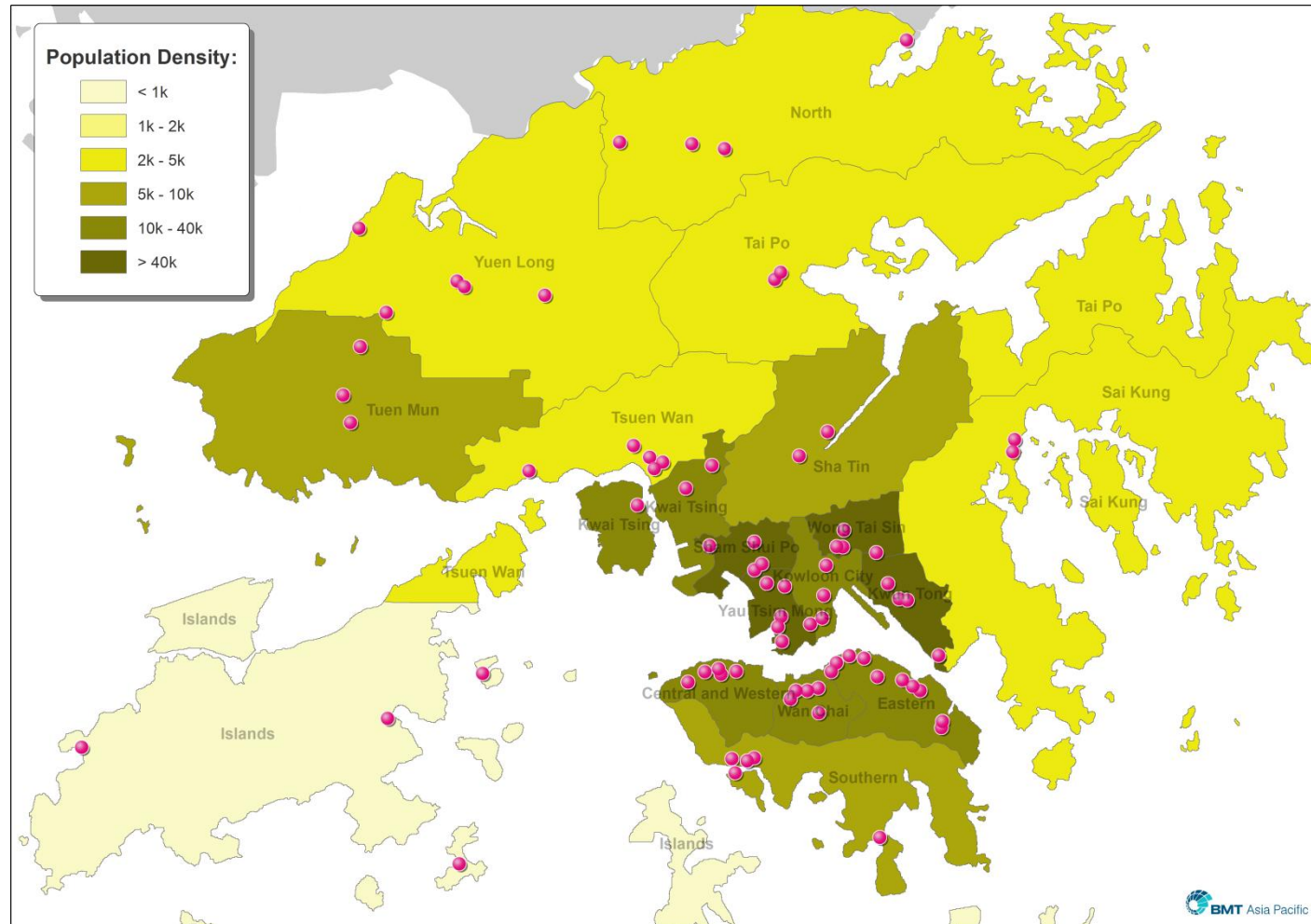
Source: BMT

Public markets typically open from 6 a.m. to 8 p.m. and offer a wide variety of food to local communities. Public markets have become important venues for local households to buy food for daily consumption.

Figure 1.1 shows the location of public markets.

⁵ Markets refer to the selling or offering fresh meat and produce, durable goods and services in a market building.

Figure 1.1 Population Density and Locations of Public Markets managed by FEHD



Source: BMT

Most public markets were built in the 1980s and 1990s. The most recently built public markets, i.e. Wan Chai Market (灣仔街市) and Aldrich Bay Market (愛秩序灣街市), were built in 2008. Today, public markets vary in the condition of their facilities; some newer markets are air-conditioned and well equipped, while older markets face the issue of ageing facilities.

Table 1.2 Establishment Years of the Existing Public Markets Managed by FEHD

Establishment Years	Number of Public Markets
1950s	1
1960s	4
1970s	9
1980s	29
1990s	25
2000s	8
Total	76

Source: BMT compiled from FEHD documents

1.2.2

Current Usage of Public Markets

The overall occupancy rate of public markets has been increasing while, at the same time, the total number of stalls⁶ has been decreasing due to the closure of a couple of non-viable markets. In the last decade, the occupancy rate of public markets increased from 76.0%⁷ in 2004 to 90.8% in 2014, while the total number of stalls decreased from 15,241 to 13,957 during the same period.

Occupancy rate is calculated based on the number of stalls rented out by FEHD. It does not necessarily reflect the number of stalls that are actively in operation. In fact, there are many inactive stalls in some of the FEHD markets with a high occupancy rate such as Tang Lung Chau Market (燈籠洲街市)⁸. Occupancy rate alone, therefore, may not be an accurate indicator when assessing the viability or utilisation of public markets.

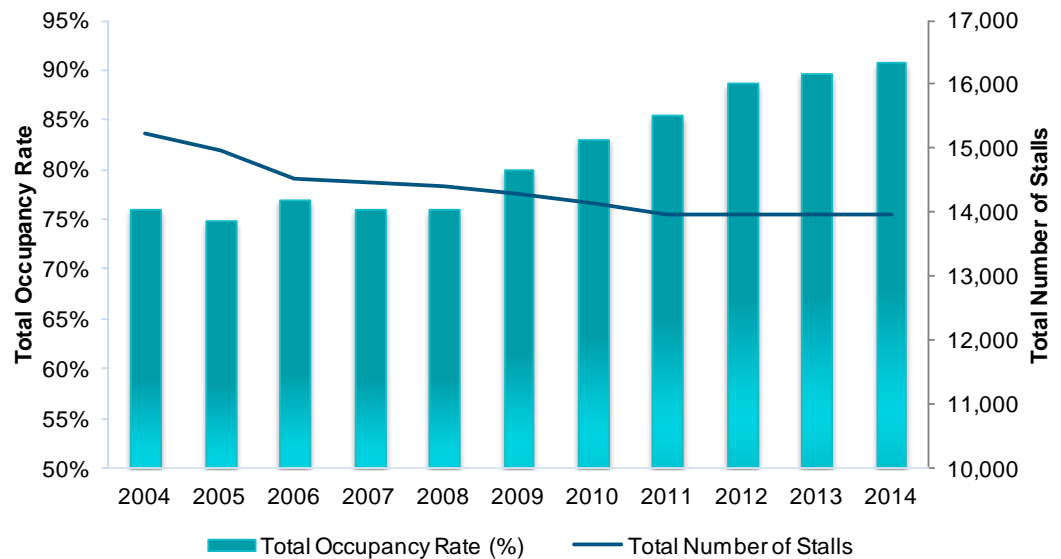
In 1998, due to the then poor state of the economy, the two former Municipal Councils decided to reduce public market rental across-the-board by 30%. Stall rental has since been frozen at the reduced level. Some tenants are paying considerably low rental while tenants renting stalls of similar sizes through open auctions have to pay higher rental.⁹

⁶ The total number of stalls is more than the total number of tenants because some tenants hold more than one stalls. This is allowed under the current policy.

⁷ The occupancy rate and total number of stalls were taken as of 30 June, from 2004 to 2013.

⁸ The occupancy rate of Tang Lung Chau Market stood at 97% as at 30 May 2014.

⁹ As at 31 March 2015, the stalls paying the highest (\$120,000/stall; \$6,455/m²) and the lowest (\$10.34/stall; \$2.35/m²) rental are in Bowrington Road Market (cooked food stall) and Lau Fau Shan Market (fish stall) respectively.

Figure 1.2 Total Occupancy Rate and Number of Market Stalls Managed by FEHD from 2004 to 2013

Source: BMT compiled from FEHD documents

A survey conducted by FEHD in 2009 revealed that the daily patronage per public market was about 7,000. However, great variation of patronage was observed between individual markets. For example, within the same district, Chai Wan Market (柴灣街市) recorded a daily patronage of 18,730 during peak business season while Shau Kei Wan Market (筲箕灣街市) had only 260 patrons. The same situation was observed in Yeung Uk Road Market (楊屋道街市) (29,750 patrons) and Tsuen King Circuit Market (荃景圍街市) (680 patrons) in Tsuen Wan.

1.2.3

Competition

Public markets, as a part of the wider traditional market industry, offer a broad range of products to customers at reasonable prices. Apart from **other traditional markets**, public markets are facing competition from some **large grocery retailers (supermarkets)**, **limited assortment discounters** and **specialist grocery stores** which also adopt a low cost strategy.

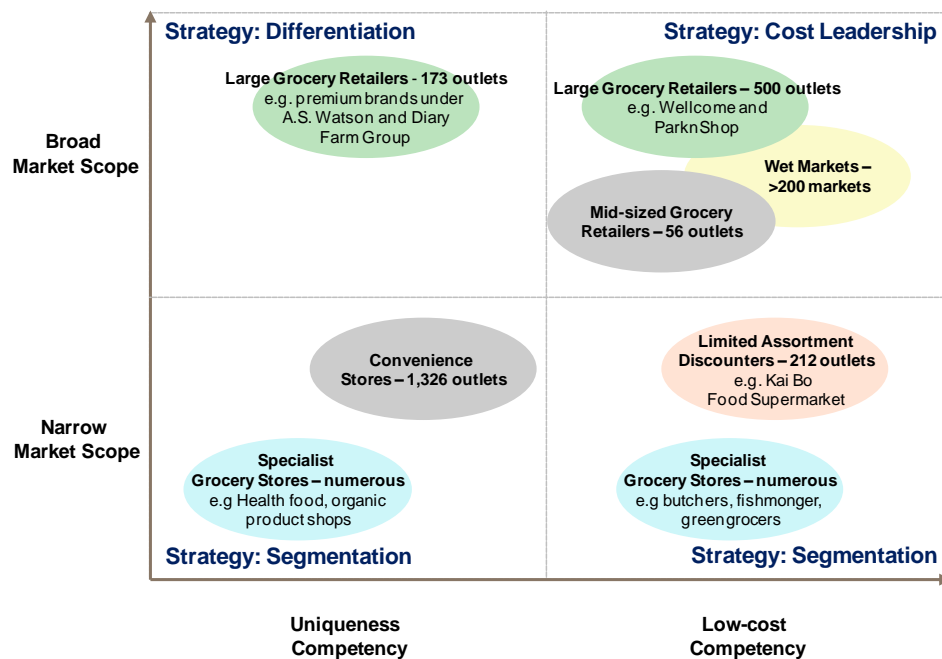
- Public markets compete with other traditional markets and modern supermarkets. There are about 200 markets in Hong Kong. Apart from the 76 public markets managed by FEHD (40%), there are more than 90¹⁰ markets owned and managed by The Link (47%), 20 managed by HA (10%) and the rest are owned by other private developers (3%). *They sell similar products at varying prices as set by individual stall tenants. The scale of public market is in general larger than that of other markets and in many cases provide more choices.*

¹⁰ Fresh Markets, The Link, retrieved January 2014 <<http://www.thelinkreit.com/EN/properties/Pages/Market.aspx>>

- Large grocery retailers (supermarkets), such as Wellcome and ParknShop, compete with public markets/other markets on products such as meat (fresh, chilled and frozen), vegetables, fruits and eggs, etc. However, they are different in the sense that *public markets/other markets offer a large variety of food items that supermarket do not offer, such as live chicken, full range of seafood, fresh-cut poultry, herbs, hand-made bean curd, dried food, preserved food, etc, while supermarkets offer full range of packaged food and non-food items produced locally and internationally.*
- Limited assortment discounters, such as Kai Bo Food Supermarket, sell fresh fruits, vegetables and meat, as well as frozen food and packaged food. *While the variety of products they sell is far less than that in supermarkets and traditional markets, some of them are able to sell at very competitive prices and pose strong competition to traditional markets.*
- Some of the specialist grocery stores are also in competition with traditional markets. This is especially the case for butchers, fishmongers, greengrocers who adopt a low cost strategy and are located in close vicinity to traditional markets.

There are grocery retailers who are less relevant to the competition against traditional markets, such as convenience stores and mid-sized grocery retailers. They usually do not sell fresh produce or are single outlet stores located in rural areas which pose very limited impact on traditional markets.

Figure 1.3 Positioning of Traditional Markets in the Grocery Sector



Source: Study Team Analysis; store numbers from Consumer Council and “Key Statistics on Business Performance and Operating Characteristics of the Import/Export, Wholesale and Retail Trades, and Accommodation and Food Services Sectors in 2012” published by C&SD

1.2.4**Other Factors Affecting the Patronage of Markets**

In early years, public markets were provided to resite hawkers who would otherwise be trading on-street causing environmental nuisance and obstruction to pedestrians and vehicular traffic. Hence the older markets were developed with their design and layout reflecting the then pattern of hawking activities. The trade mix of some markets may not cater for the local community's need today well enough because it has been set due to historical legacy.

The eating habits of the public of Hong Kong have also changed significantly. Eating out has become much more common, as witnessed by the increase in the number of food premises, from around 5,800 in March 1988 to around 13,100 in June 2014. People who eat out naturally are less likely to patronise markets.

1.3**SWOT Analysis of Public Markets**

An evaluation of public markets with respect to their Strengths, Weaknesses, Opportunities and Threats (SWOT) is conducted and illustrated in the following table. The SWOT analysis indicates that public markets possess some unique advantages and create a special shopping experience for customers; however improvement in facilities and the shopping environment could deliver great benefits.

Strengths

- Food provided is perceived to be fresh, due to the high rate of product turnover;
- Prices of food are affordable to the grassroots and low-income families;
- Usually located in good locations, being at the centre of the districts;
- Wide range of food and non-food items to be selected; some traditional commodities (i.e. live chickens, wrapped bean curds, joss paper, goldfish and flowers) are available only in traditional markets but not supermarkets;
- Offer choices. There are more than one stall selling the same type of food, thus customers can shop from stall to stall to compare product prices and quality;
- Flexible in the sense that customers can decide the quantity of food to be purchased and bargaining is usually allowed;
- Stall owners usually have good product knowledge and can provide cooking tips. A cosy ambience facilitates communication and sustains relationship on a person-to-person basis;
- Offer a sense of belonging to the community. Public markets are places where special bonds between stall owners and customers can be easily created.

Weaknesses

- Ageing facilities at some of the public markets and lack of reprovisioning sites for improvement projects.
 - 79% of market tenants are paying less than the prevailing rentals of similar stalls in FEHD's markets¹¹. Not only has this resulted in an operating deficit of public markets, but also it may have adversely affected the operating environment of public markets. Tenants paying low stall rentals may lack the motivation to engage in active trading and provide quality services. They would also have no reason to surrender a stall given its minuscule rental charged. The situation may not present a level-playing field as tenants who entered the markets through open auctions in recent years had to bid on the upset price as in footnote 9. Such disparity might have discouraged potential tenants from renting market stalls via open auctions.
 - Some tenants are reluctant to support market improvement works for fear of affecting their businesses (e.g. disruption of business during the construction period). They also make little effort to make their individual stalls appealing as a shopping venue, by say upgrading the display of their goods;
 - Shorter business hours than those for supermarkets, which is especially unfavourable for double income families as they can hardly pay visits to public markets during normal business hour;
 - Less comfortable environment – usually noisy and crowded;
 - Hygiene condition is not as good as that of supermarkets; floors are often wet and lack of concerted efforts to keep toilets in a sanitary condition;
 - In general, stall owners are less professional in marketing their products and services.
 - FEHD staff's expertise is in food and environmental hygiene. Without any training on entrepreneurship, they could hardly switch on their alertness to business opportunities and lack professional expertise in promoting retail business.
-

¹¹ Generally, the upset price of bidding of stalls of FEHD's markets is set by the Rating and Valuation Department, with reference to the auction results of similar stalls in the same market and other markets, trade permitted for operation, the size and layout of the stall, the location of the stall within the market and the location of the market and make necessary adjustments. These upset prices were unfortunately called by the name "Open Market Rentals", which gave a false impression that they were set with reference to the rentals of nearby private properties.

Opportunities

- Growing population and strong economic situation means greater demand for food in general;
- Rising health consciousness drives customers to buy fresh products which are found in public markets;
- The diet habit and custom make public markets unique and hence more competitive in terms of their exclusive provision of some particular products such as live chickens, handmade bean curds, which are popular especially to the local Chinese families.
- The introduction of light refreshment stalls, bakery stalls and service trade stalls in public markets attracts more patrons to the public markets.
- There exists room for improving or rejuvenating public markets image which will help attract patrons.

Threats

- Keen competition from supermarkets such as Parkshop and Wellcome and limited assortment discounters such as Kai Bo Food Supermarket, which employed traditional market tactics by providing fresh fruits, vegetables and seafood in a more pleasant and comfortable environment at a low price, and offering shop-to-home delivery services.
 - Growing awareness in food safety may lead to stricter monitoring of the grocery sector. For example, the Food Safety Ordinance which came into full operation in February 2012 requires any person who acquires from or is supplied by food wholesalers in Hong Kong (including market stall tenants) to keep transaction records of the businesses from which he acquired the food.
 - Changing customer habits may influence purchase. For example, following the outbreak of avian flu, customers are getting used to consuming chilled poultry, which are sold in both traditional markets and supermarkets. Public markets and other traditional markets have no advantage in selling chilled poultry, as compared to live poultry, which can only be found in traditional markets.
 - The rise of online shopping may reduce the demand for public market services, but the effect should not be strong as Hong Kong customers generally prefer purchasing fresh provisions by first-hand experience.
-

1.4 Review of the Positioning and Functions of Public Markets

The positioning and functions of public markets developed alongside the economic and social conditions of Hong Kong. The initial positioning and function of public markets was set as a means of re-siting on-street hawkers in order to improve environmental hygiene and support the hawker policy. Street hawkers were encouraged to move into public markets; enabling the implementation of measures to improve street cleanliness and alleviate street obstruction problems. Since the issuing of new hawker licences under normal circumstances was stopped in the 1970s, the function of re-siting on-street hawkers is no longer valid¹².

1.4.1 Recent Review in 2009

In 2009, the Government conducted a review on the positioning and functions of public markets. The review involved consultation of various stakeholders, such as the Market Management Consultative Committees (MMCCs)¹³, market trader associations and representatives of the trade. Ideas raised during this consultation exercise supported the public markets' image as "community facilities". They are also a cheap source of fresh food that helps maintain the stability of fresh food prices.

However, a public market is by nature different from community facilities for which commercial considerations are not a major concern. The stalls in public markets are let out by open auction, where bidding is driven by market behaviour and potential tenants' consideration of business factors. As far as price is concerned, tenants of public markets are free to set their own prices for the goods they sell. The Government has no control over the price of the goods sold in public markets, and therefore cannot guarantee that the goods sold in public markets would be cheaper than those outside public markets.

1.4.2 Current Positioning and Functions of Public Markets

The LegCo Paper CB (2) 1830/13-14(02) released in June 2014 specified the positioning and functions of public markets:

1. "one of the major sources of fresh food provisions for the general public in the community"; and
2. "also provide employment opportunities for the general public, meeting their livelihood needs."

¹² "The Positioning, Functions and Usage of Public Markets" (ACFEH Paper 08/2009), published by Advisory Council on Food and Environmental Hygiene, dated September 2009.
<http://www.fhb.gov.hk/download/committees/board/doc/2009/paper20090908_99.pdf>

¹³ Membership of a Market Management Consultative Committee consists of FEHD market management representatives, District Council members, market tenant representatives, market management contractor / cleansing contractor and security services contractor and representatives of the Architectural Services Department, Electrical and Mechanical Services Department or other departments, as and when required.

In comparison, other market operators such as the HA and The Link set different aims or positioning:

- **HA:**

While there is no explicit mention of the positioning of markets provided by HA, according to the 2011/12 Annual Report, HA “provides a full range of retail and community facilities to complement and enhance the lives of public housing tenants” – The markets provided target the residents of public housing estates and should complement and enhance their livelihood.

- **The Link:**

The markets are integrated with retail facilities to “provide the community with their daily necessities”¹⁴. Although not mentioned directly, The Link as a listed company needs to report to its shareholders on its business performance.

1.5 Future Positioning and Functions of Public Markets

1.5.1 Positioning and Functions

Public markets are positioned to be **one of the major sources of fresh food provisions and goods for the general public**. For members of the public who patronise public markets, this important function of public markets is unquestionable. Public markets are expected to continue to serve this function in the future. While employment is not the aim for setting up public markets, it is widely accepted that **public markets are providing employment opportunities**, especially to the grassroots. The above were echoed in FEHD’s review on the positioning, functions and usage of public markets, conducted in 2009.

A clean and hygienic environment is pivotal to both the patrons and tenants of public markets. FEHD should continue its regular inspection, monitoring, and maintenance of the facilities at public markets and implement improvement measures for certain public markets when needed.

1.5.2 Other Views Regarding the Positioning and Functions of Public Markets Markets as Public Resources to be Used Efficiently

There is a view that as public markets are public resources, it is important to ensure that their operation represents an efficient use of the public resources. In this regard, it is suggested that the Government, as the manager of public markets, should not only be responsible for the provision of public market facilities and services, but also be responsible for an efficient use of public resources (including land resources).

¹⁴ *Fresh Markets, The Link*, retrieved January 2014 <<http://www.thelinkreit.com/EN/properties/Pages/Market.aspx>>

In other words, public markets, most of which are situated at sought after locations, should generate at least a reasonable degree of patronage in order to justify their use of scarce and valuable land resources.

Perception of Public Markets as a Means to Stabilise Food Price

The public markets managed by FEHD may have been inaccurately perceived as offering goods cheaper than market facilities run by other parties or supermarkets and hence contributing to maintaining price stability of fresh food.

Despite the low rentals paid by the tenants of public markets, no significant price difference has been observed in the public markets with tenants who pay very different rents. Tenants of public markets are free to determine and adjust the prices of their goods with regard to such market forces as supply and demand, as well as their operating costs (including transportation costs, rentals, staff salaries, etc.). The Government does not control the prices of the goods sold in public markets.

Likewise, there exist a number of cases where fresh provision retail stores mushroomed in the vicinity of public markets, such as Yeung Uk Road Market (楊屋道街市) in Tsuen Wan and San Hui Market (新墟街市) in Tuen Mun. These retail stores, despite paying higher market rents, sell similar goods at similar prices when compared to the stalls of the nearby public markets. As such, rents are not the key determinants in setting prices of the good sold at the public markets.

Perception of Public Markets as Social Welfare for Tenants

It is worth noting that during the course of the Study, some tenants perceived public markets as a kind of welfare provision and go on to cite this as an argument for subsidising public market operations. However, the following aspects differentiate the provision of public markets from other welfare provision by the Government:

- Tenants in public markets are running their own businesses on a purely commercial basis, and there is no control on the price of their commodities.
- Before letting out public market stalls, no means tests or assessments have been conducted to judge the eligibility of bidders. As such, public markets are intrinsically different from welfare items such as public housing, social security assistance and other subsidies.

Public Markets' Manager's Perspective

FEHD acts as the landlord of public markets and are responsible for managing the operation of the markets. However, so far it cannot effectively use the tools which commercial landlords use to effectively manage and operate the public markets. These tools include for example the abilities to adjust rentals and to terminate tenancies when required. On the contrary, FEHD as an enforcement agency, is expected to be a "good landlord" and to minimise hardship to the tenants, taking into consideration their generally grassroots background. The conflicting role and expectation may make it difficult to live up to the public expectation that the Government should make good use of markets as a valuable public resource.

Ability to Adjust Rentals

The rentals for public market stalls have been frozen since 1998 and the majority of public market tenants are paying considerably low rents. The adverse effects of low rental lie far beyond an operating deficit of public markets. Tenants who entered the markets through open auctions in recent years had to bid on the upset price of the prevailing rentals of similar stalls in FEHD's markets. This has resulted in unfair competition, rendering the FEHD's public markets not a level playing field. Such disparity might have discouraged potential tenants from renting market stalls via open auctions.

The management of public markets by FEHD has all along recorded a deficit. In the past five years (i.e. from 2008/09 to 2012/13), public markets have been operating in an average deficit of \$186 million annually indicating public markets' weak position in financial performance. In the past few years, the Government has attempted to come up with a rental adjustment mechanism. Unless there is a proper rental adjustment mechanism, the intention for valuable resources in many public markets to meet productive use and achieve the intended efficacy will not be feasible.

A level playing field in renting public market facilities as a use of public resources may help drive continued improvements in services that would enhance customer satisfaction, to the benefit of all stakeholders who have an interest in keeping public markets vibrant. The low rental for many of the stalls may be one of the factors contributing to the inherent problems of the markets. To better manage the markets, the Government should duly address this issue.

Ability to Terminate Tenancies

The Government should enforce termination of the tenancies of public markets stalls which breach the terms of the tenancy agreements (according to the prevailing regulations). Besides, the Government as the landlord should be given the right to terminate the tenancies of some of the public markets stalls when there is a need:

- to give room for the implementation of improvement measures (e.g. retrofitting of air-conditioning systems);
- for closure of public markets which are not viable and to release valuable land resources for better public uses.

FEHD may legally terminate tenancy agreements of stalls unilaterally by giving tenants appropriate prior notice. However, according to FEHD, such termination is often subject to criticism by the public, including the Legislative Council and District Councils for various reasons. The difficulty in termination is also amplified by tenants resorting to appeal mechanisms, giving rise to lengthy processing of resolution. FEHD lacks means to effectively deter tenants from breaching tenancy terms.

It is recommended that the Government should:

(a) step up enforcement in markets against breaches, e.g., inactive trading/using stalls as storage areas, trading space exceeding designated areas, cleanliness offences;

(b) lift management of public markets with the objective of improving their vibrancy. To this end, more promotion and regular upkeep of public markets are called for. To further enhance management and improve vibrancy, it is also suggested that the Government should review the existing management model, the details of which will be featured in Chapter 11.

1.5.3

Sustainable Development

The physical facilities and other non-physical aspects, including daily management of public markets should be improved. Many public markets face the issue of aging facilities, hence various improvements are needed. Rejuvenating them will help attract a larger number of patrons. The Government should also examine the viability of those public markets that have low occupancy rates (e.g. Tsuen King Circuit Market and Shau Kei Wan Market), which may be attributable to an oversupply of market facilities or competition from on-street stores in the community, inconvenient locations and poor accessibility, and/or transformation of the catchment areas from residential areas to business or industrial areas. Wherever appropriate, the Government should consider reallocating public market resources and closing non-viable markets to ensure prudent use of public resources.

On the other hand, in order for public markets to sustain their long-term development, the prolonged rental freeze should be critically reviewed.

Finally, it is important to emphasise that both the public market manager and the tenants should work together to make better use of public markets. Without either one's participation and concerted efforts, any future improvement or development plans will be less likely to succeed.

2 Proposing Six Public Markets for Improvement

2.1 Improvement Objectives

For the purposes of this Study, 6 markets are selected for potential improvement. Improvement measures are proposed for these selected markets as prototypes and these measures will act as reference for future improvement plans at other public markets. A number of key improvement objectives have been set for the improvement plan to encourage efficient use of public resources. Key objectives include:

- **OBJ1:** To attract more patrons;
- **OBJ2:** To improve market facilities; and
- **OBJ3:** To serve demonstrative purposes

It was observed during site visits that some public markets performed well with a large numbers of customers frequenting the stalls. Examples of such markets included the Yeung Uk Road Market (楊屋道街市), San Hui Market (新墟街市) and Pei Ho Street Market (北河街街市). Therefore although a few minor facility-related issues were found to exist at these markets, they are not considered to be of high priority for improvement under the key objectives of this Study.

2.2 Potential Improvement Targets

2.2.1 Methodology for Selection

Based on the key objectives for improvement described above, the study team has designed a set of high level criteria to prioritise and shortlist the public markets for further investigation:

- **Size** – selected markets should be of a significant size (corresponds to OBJ3);
- **Customer flow** – selected markets should be those with lower customer flows (corresponds to OBJ1);
- **Facilities** – selected markets should have facilities with more urgent need of improvement (correspond to OBJ2); and
- **Innate conditions (Presence of potential patrons & Accessibility)** – selected markets should be those with more potential patrons in their catchment area and be convenient to access (correspond to OBJ1 and OBJ3).

Prior to the Study, a major improvement plan had already been scheduled for Haiphong Road Temporary Market (海防道臨時街市), and Tai Wai Market (大圍街市) was scheduled to be closed temporarily to carry out ceiling repair works. Hence these two markets were not included in the Study.

Altogether, 13 public markets have been shortlisted for further investigation. Additionally, two more markets were included for the following special reasons:

- **Aldrich Bay Market (愛秩序灣街市)** – this public market has relatively up-to-date facilities but still few patrons (as a special case to provide insights for boosting / maximising patronage).
- **Ngau Tau Kok Market (牛頭角街市)** – this public market has an urgent need to improve its insufficient electricity supply, which has caused the freezing of a large number of stalls (57 stalls or 12% of the total number of stalls were frozen as of 31 August 2014 and these stalls cannot be let out despite the high patronage of the market).

With the addition of these special cases; 15 shortlisted public markets remain for further screening.

2.2.2

Profile of the 15 Shortlisted Markets

The profiles of the 15 shortlisted public markets are presented below. A detailed survey was carried out to investigate key characteristics of the shortlisted public markets, taking into account the perspectives of key stakeholders, i.e., stall tenants (supply) and patrons/non-patrons (demand).

Figure 2.1 Profile of Shortlisted Markets for Survey

	Suburb	Urban
Large-sized	<ul style="list-style-type: none"> Tung Yick Tsuen Wan 	<ul style="list-style-type: none"> Ngau Tau Kok Ngau Chi Wan Kowloon City Bowrington Road
Medium-sized	<ul style="list-style-type: none"> Heung Che Street Wing Fong Street 	<ul style="list-style-type: none"> Fa Yuen Street Yau Ma Tei Lockhart Road Quarry Bay Sheung Wan
Small-sized		<ul style="list-style-type: none"> Aldrich Bay Sheung Fung Street

Source: BMT

2.3 Questionnaire Survey

A questionnaire survey was conducted in June 2014 for the 15 shortlisted markets. Over 1,100 face-to-face interviews were conducted. Key results are presented as follows.

2.3.1 Factors Affecting Patronage and Operating Environment

In the survey, stall tenants and patrons were asked to rate how important the following key factors are in affecting each specific public markets and how satisfied they were respectively. Non-patrons were asked to rate the key factors for public markets in general.

- Convenience (方便就腳);
- Stall situation (檔位) – tenants / Commodities sold (貨品供應) – patrons and non-patrons;
- Facilities (設施);
- Management (管理);
- Promotion (宣傳); and
- Overall tenant situation (整體檔戶情況)

The scores of importance and satisfaction were rated on a five point scale ranging from *not important / not satisfied at all* to *extremely important / satisfied*. The results from respondents were averaged to identify an importance and satisfaction score for each factor. The factors which were rated more important than the others by various groups of respondents are shown in the following table.

Table 2.1 Key Factors Affecting Tenants, Patrons and Non-patrons to Operate or Shop at Public Markets

	Tenants	Patrons	Non-patrons
Convenience (方便就腳)	4.19	4.16	4.03
Stall situation (檔位)	4.09	N.A.	N.A.
Commodities sold (貨品供應)	N.A.	4.14	4.08
Facilities (設施)	4.07	3.85	3.79
Daily management (管理)	4.13	3.87	3.79
Promotion (宣傳)	3.68	3.30	3.24
Overall tenant situation (整體檔戶情況)	3.83	3.77	3.77

Source: BMT

2.3.2

Areas to be Improved

As seen in table 2.1, the key reasons for patrons to shop in public markets are “convenience” and “commodities sold”. Survey results showed that patrons also rated the performance of the respective public markets higher for these factors than the others.

However, patrons were **less satisfied with the factors of “facilities”, “daily management” and “promotion”**. Among which **“facilities” and “daily management”** were considered to be more important in their decisions to shop in public markets. Similar results were obtained from both tenants and non-patrons.

“Facilities” and “daily management” – factors considered to be of relatively high importance but relatively low satisfaction levels – therefore reflected the more imminent needs for future improvement for all groups of stakeholders.

Table 2.2 Satisfaction Levels Rated by Tenants, Patrons and Non-patrons

	Tenants	Patrons	Non-patrons
Convenience (方便就腳)	3.53	3.93	3.51
Stall situation (檔位)	3.33	N.A.	N.A.
Commodities sold (貨品供應)	N.A.	3.48	3.51
Facilities (設施)	3.17	3.37	3.41
Daily management (管理)	3.22	3.23	3.33
Promotion (宣傳)	2.67	2.86	2.94
Overall tenant situation (整體檔戶情況)	3.34	3.46	3.55

Source: BMT

2.3.3

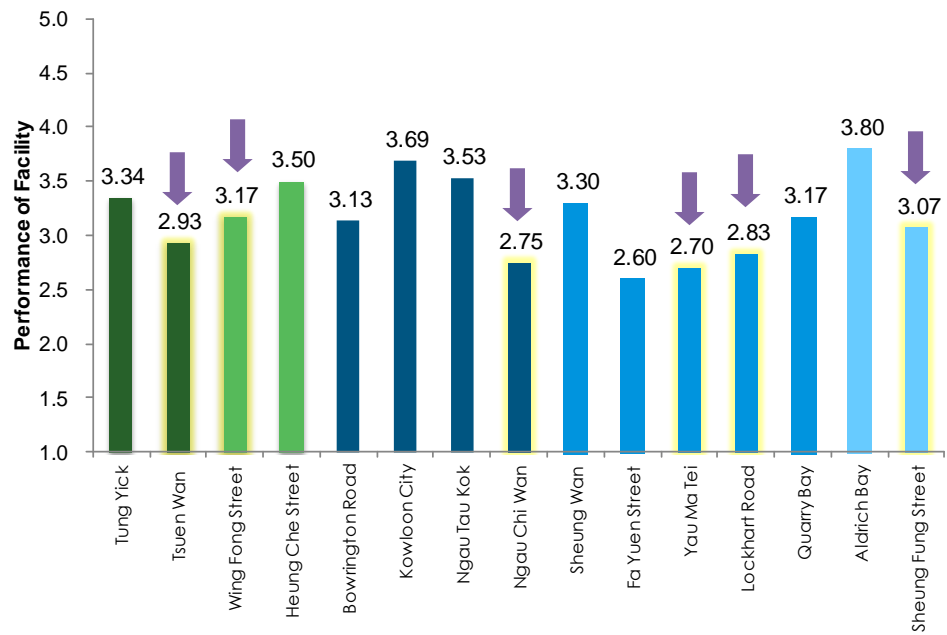
Final List of Six Public Markets for Improvement

Figure 2.2 to Figure 2.5 summarise the satisfaction levels for facilities and management as rated by tenants and patrons for the shortlisted public markets.

The performance ratings of facilities varied for each market. The best rated market in terms of facilities, Aldrich Bay Market, was given an average score of 3.94, while Ngau Chi Wan Market was rated the worst with an average score of 2.77. In general, facilities ratings for the urban and medium sized markets were not as high as the other markets – all of which scored lower than the average.

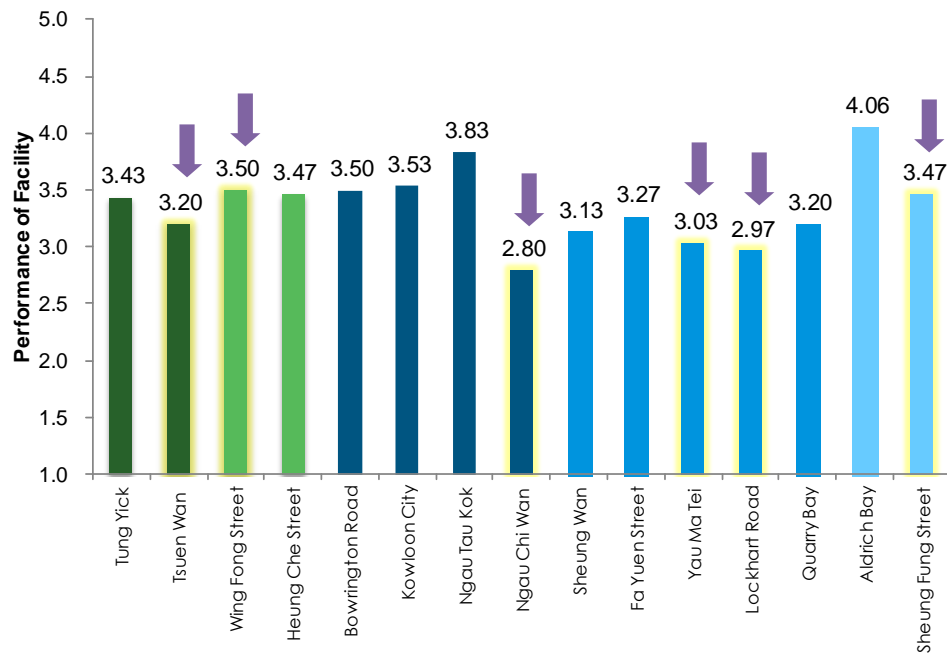
Ratings for the aspect of daily management in the shortlisted markets were rather consistent. For tenants’ ratings, only Lockhart Road Market and Fa Yuen Street Market scored slightly below 3 pts (which is considered acceptable), the others scored above 3 pts. For patrons’ ratings, only Ngau Tau Kok Market scored below 3 pts (i.e., at 2.97 pts).

Figure 2.2 Tenants' Satisfaction with "Facilities" at the Shortlisted Markets



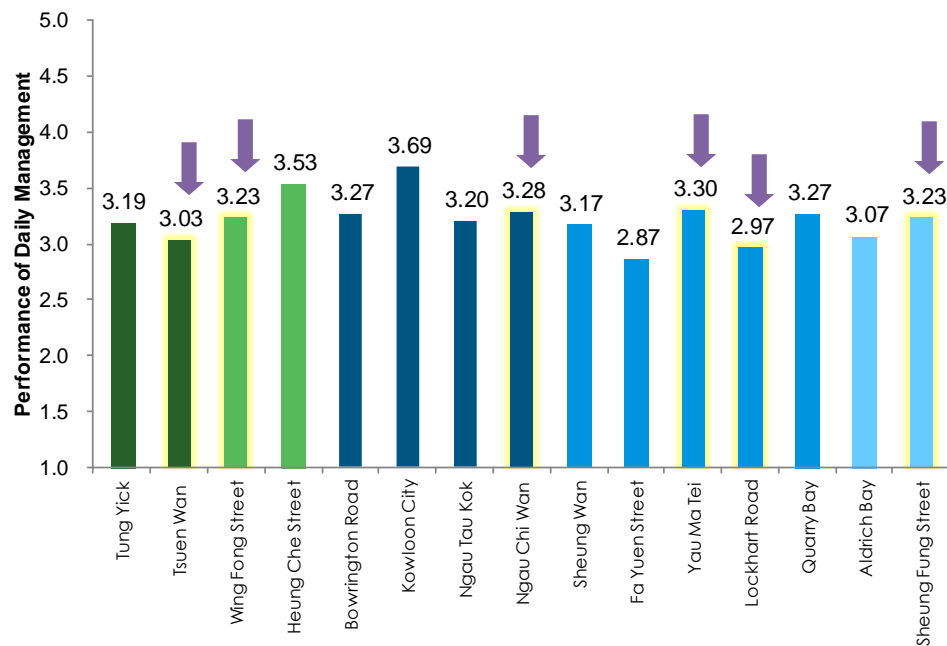
Source: BMT

Figure 2.3 Patrons' Satisfaction with "Facilities" at the Shortlisted Markets



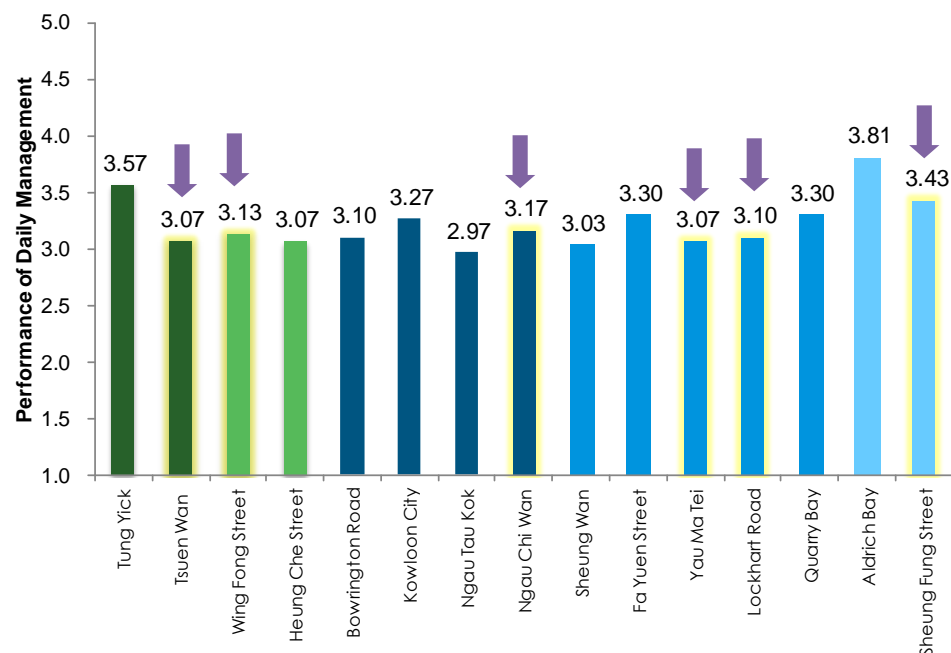
Source: BMT

Figure 2.4 Tenants’ Satisfaction with “Daily Management” at the Shortlisted Markets



Source: BMT

Figure 2.5 Patrons’ Satisfaction with “Daily Management” at the Shortlisted Markets



Source: BMT

In terms of distribution of the shortlisted markets according to their location as well as size of the market, the combination is illustrated in the following table.

Table 2.3 Number of Shortlisted Public Markets by Location and Size

Location	Size of Market		
	Small	Medium	Large
Urban (Hong Kong Island and Kowloon)	2	5	4
Suburb (the New Territories and Islands)	0	2	2
Total	2	7	6

Source: BMT

One market will be nominated from each of the groups in the previous table, with exception that two will be nominated from the “urban and medium sized” group as it has the largest number of shortlisted markets. Summarising the results, the following 6 markets are finally nominated for further study. The list includes the worst performing markets from each of the above-mentioned market groups.

- Urban and large sized: **Ngau Chi Wan Market (牛池灣街市)**⁵
- Suburb and large sized: **Tsuen Wan Market (荃灣街市)**⁶
- Urban and medium sized: **Lockhart Road Market (駱克道街市) and Yau Ma Tei Market (油麻地街市)**⁷
- Suburb and medium sized: **Wing Fong Street Market (榮芳街街市)**⁸
- Urban and small sized: **Sheung Fung Street Market (雙鳳街街市)**⁹

¹⁵ In terms of facilities, Ngau Chi Wan Market, rated 2.75 pts by tenants and 2.80 pts by patrons, is on average the worst performer within all shortlisted markets. Other markets within the same group have their facilities performance ratings well above Ngau Chi Wan.

Given that both markets perform close to or better than “neutral” of 3 pts with regard to daily management (Ngau Tau Kok Market rated 3.20 pts and 2.97 pts by tenants and patrons respectively & Ngau Chi Wan Market rated 3.28 pts and 3.17 pts), Ngau Chi Wan Market should be chosen due to its much worse performance in terms of facilities.

¹⁶ Tsuen Wan Market is rated lower than Tung Yick Market in both facilities and daily management by both tenants and patrons.

¹⁷ On average, Yau Ma Tei Market (rated 2.70 pts by tenants and 3.03 pts by patrons) and Lockhart Road Market (rated 2.83 pts and 2.97 pts) are rated the lowest in terms of facilities.

Although tenants rated Fa Yuen Street Market (2.60 pts) lower than Yau Ma Tei Market (2.70 pts) and Lockhart Road Market (2.83 pts) in terms of facilities, Fa Yuen Street Market was scored higher taking into account the view of patrons as well.

Given that the three markets on average perform better than “neutral” of 3 pts with regard to daily management (Fa Yuen Street Market (3.08 pts), Yau Ma Tei Market (3.18 pts) and Lockhart Road Market (3.03 pts)), Yau Ma Tei Market and Lockhart Road Market should be chosen due to their worse performance in terms of facilities.

¹⁸ Wing Fong Street Market is rated lower than Heung Che Street Market in both facilities and daily management.

¹⁹ Sheung Fung Street Market is rated lower than Aldrich Bay Market in both facilities and management.

3 Case Studies

This chapter provides an overview of the market improvement plans in different economies, namely Hong Kong, Singapore and Taiwan. Improvement measures, both physical and non-physical, adopted by markets in these economies are investigated. In particular, the interim arrangements (if any) for tenants affected by the improvement projects have also been studied.

3.1 Hong Kong

Apart from public markets, there are a number of privately managed markets which have been improved in recent years. Notable ones include those managed by The Link. Tai Yuen Market and Tin Shui Market were identified for case studies.

As the first fresh market asset enhancement project by The Link, Tai Yuen Market was considered a pioneering project – the model for other fresh market enhancement projects. As for Tin Shui Market, it was newly renovated and managed by a single operator hired by The Link. The following table summarises the improvement plans for Tai Yuen Market and Tin Shui Market.

Table 3.1 Summary of Tai Yuen Market Enhancement Project

Aspects	Details
Year of establishment	1980
Duration	Roughly 3 years, including 2 years of preparation
Number of stalls after enhancement	47
Key enhancement measures	
- Facility related improvement	<ul style="list-style-type: none"> • Redesigned layout for better accessibility and stall visibility <ul style="list-style-type: none"> o Open design with slightly zigzag aisles to increase visibility o Redesigned main entrance facing bus terminal o Separate store rooms created o Large stall size • Centralised air-conditioning • Re-tiling using higher quality tiles • Extra washbasin installed at the entrance • Clear way-finding system • Standardised logo except for brand owners • Additional considerations for stalls of different trades <ul style="list-style-type: none"> o Water taps built for vegetable stalls o Underground water pipes and pumps built to circulate salt water to seafood stalls o Drainage built inside stalls selling wet goods and at stall frontline

	<ul style="list-style-type: none"> o Relocating stalls selling live poultry close to loading bay o Separate ventilation systems, centralised LPG system and security systems for cooking studio and restaurant
	<ul style="list-style-type: none"> • Organic farming garden at rooftop
- Non-facility related improvement	<ul style="list-style-type: none"> • Octopus card processors installed at stalls • A clean line maintained at the stall frontage • Ambassadors hired to provide customer service • Regular promotional activities such as weekly special deals and gift redemption upon purchase • Provision of ATM services • Participation in food recycling programme • Book publication - "New Generation of Market - Tai Yuen Market"

Source: *The Link*

Table 3.2 Summary of Tin Shui Market Enhancement Project

Aspects	Details
Year of establishment	1993
Duration	More than 1 year
Number of stalls after enhancement	68
Key enhancement measures	
- Facility related improvement	<ul style="list-style-type: none"> • Opened up and uncluttered the stall layout <ul style="list-style-type: none"> o Open design with low stall walls o Island design which allow larger frontage for goods display o Some sideways stalls converted to street shops o Separate store rooms created o Large stall size • Centralised air-conditioning • Re-tiling using higher quality tiles • CCTV system installed • Standardised logo • Additional considerations for stalls of different trades <ul style="list-style-type: none"> o Fresh water made available inside stalls o Drainage installed at wet goods stalls instead of aisles to avoid tenants wetting the floor o LED lighting installed for stalls, with different colour of light shed to allow best visual effect of the goods sold o Special ventilation system designed at poultry stalls to eliminate odour

-
- Non-facility related improvement
 - Expanded type of trade permissible, e.g. pop-up retail.
 - Standardised decoration and supplies
 - o Standardized plastic bag racks/covers
 - o Towels were provided at seafood stalls
 - o Standardised aprons
 - o Standardised price tags
 - Market DJ introduced to promote goods sold
 - Reward card membership scheme introduced to encourage spending
 - Tenant skill upgrading, e.g. staff to share publicity and promotion skills with tenants
 - Octopus card processors installed at stalls which are connected to the electronic weighing scales used
 - Price monitoring committee set up to research on food price; price control in place to ensure the prices are cheapest within Tin Shui Wai
 - Stringent management adopted with cleanliness and hygiene as the top priorities
 - Cleaning machines in place to clean and dry floor frequently
 - Incentive and penalty scheme to track tenants' service quality
 - Adequate amount of human resources
-

Source: *The Link*

3.1.1

Interim Arrangements

A number of measures have been implemented to minimise the disruption caused by the enhancement works. For instance,

- At Tin Shui Market, all tenancy contracts were terminated before the enhancement works for the sake of easy administration. However, former tenants were given priority in signing new tenancy contracts after the enhancement works.
- The main enhancement works were kept to a short period of two months and six months for Tin Shui Market and Tai Yuen Market respectively.
- To ensure continuity of business, most stall tenants were relocated to a temporary market to carry on their business during the enhancement works of Tai Yuen Market. However, for the case of Tin Shui Market, the market was closed completely during the main enhancement works.
- Tai Yuen Market, in order to retain tenants, kept rental fees at the same levels as before the enhancement. The fees will be subject to review in three years' time. However, for the case of Tin Shui Market, new rental fees are adopted under new contract terms after renovation.

3.2 Singapore

Similar to Hong Kong, the early generations of markets and hawker centres were constructed to resettle street hawkers into purpose-built buildings with proper sanitation and amenities. There are 107 hawker centres in Singapore, which house about 15,000 stalls altogether.

Although hawker centres are owned by different government units, they are regulated, developed and managed by the National Environmental Agency (NEA). The NEA's roles include the management of tenancies, licences and public health aspects of the centres. Additionally, NEA also oversees the upgrading of markets and hawker centres. They maintain regular dialogue with the hawker associations to resolve problems pertaining to their centres.

By the 1990s, due to wear and tear most of these centres were in poor physical condition. Starting from 2001, 106 hawker centres have been upgraded under the Hawker Centres Upgrading Programme (HUP). Complete reconfiguration or rebuilding was performed on 38 of the hawker centres.

The upgrading works for Adam Food Centre and Block 6 Tanjong Pagar Plaza were summarised to demonstrate the scope of works covered in HUP.

Table 3.3 Summary of Adam Food Centre Enhancement Project

Aspects	Details
Year of establishment	1974
Number of stalls	32
Key enhancement measures	
- Facility related improvement	<ul style="list-style-type: none"> Enhanced accessibility, especially for the elderly and wheel-chair bound Better ventilation in the centre and improved natural lighting Facilitation of fume discharge- improved ventilation to stalls Minimised disruption in the event of drain blockage/clogs Aesthetics and safety enhanced with hidden meters Bigger refuse disposal area allowing a bigger working area Increased toilet facilities, including provision of a handicapped toilet Toilet designed to allow natural ventilation and lighting. Better aesthetics Increased and more flexible seating capacity Provision of al fresco dining Improved ambience with natural surroundings Increased environmental friendliness with usage of solar power and a more coordinated recycling programme More efficient table cleaning system

Source: National Environment Agency, Singapore

Table 3.4 Summary of Block 6 Tanjong Pagar Plaza Upgrading

Aspects	Details
Year of establishment	1977
Number of stalls after upgrade	104 (decreased from the original 160)
Key enhancement measures	
- Facility related improvement	<ul style="list-style-type: none"> • Re-aligning of stalls • Widening of passageways • Increase of stall size: <ul style="list-style-type: none"> o Area of cooked food stalls increased from 8.4-21.0 m² to 9.0-22.8 m² o Area of market lock-up stalls increased from 10.7 - 21.0 m² to 13.5-25.0 m² o Area of market slab stalls increased from 3.24 m² to 6.72 m² • Installation of jack roof to allow better ventilation • Adoption of brighter tones and colours to add vibrancy • Skylights have been installed in the centres • Replacement of all plumbing and underground sanitary systems • Re-wiring and upgrading of electrical load • New fire-safety provisions • New mechanical exhaust system for cooked food stalls • Provision of new tables and stools for food centre • Central freezer areas and a central wash area were set up • Upgraded toilet facilities • New roller shutters for cooked food and lock-up stalls • Replacement of floor and wall tiles for all stalls and common areas • Establishing a heritage wall

Source: National Environment Agency, Singapore

Apart from the HUP, the Singapore Government also works on other projects to provide better hawker centre services. Examples are quoted as follows:

Table 3.5 Summary of Non-facility Related Improvement

Aspects	Details
Skills upgrading	<ul style="list-style-type: none"> • Developed jointly by the Singapore Workforce Development Agency (WDA) and NEA to raise service standards and upgrade skills in the Food and Beverage industry. Successful completion of each course earns them a Workforce Skills Qualification (WSQ) Statement of Attainment. By 2008, 5,000 hawkers had received national certification for skills under the Food and Beverage WSQ.

Hygiene conditions	<ul style="list-style-type: none"> • Spring cleaned four times a year. During one of the sessions, the high areas such as ceilings, beams and exhaust ducts are also cleaned.
MyHawkers.sg website	<ul style="list-style-type: none"> • An interactive web portal that offers the latest happenings and information on hawker centres and food stalls.
Publication	<ul style="list-style-type: none"> • Published "Singapore Hawker Centres - People, Places, Food" as a mean for promotion
Fringe activities	<ul style="list-style-type: none"> • Fringe activities are organised by both NEA and trade associations. Examples of major activities include: <ul style="list-style-type: none"> o NEA partnered the National Arts Council (NAC) to bring the arts into hawker centres through the four-week "Arts Where We Eat" programme o NEA actively participates in the annual Singapore Food Festival, and organises different events such as "<i>Hawker Food Challenge</i>", where Michelin-starred celebrity chef Gordon Ramsay was challenged to pit against top three Singapore hawker food dishes voted by the citizens • NEA encourages hawker associations to organise fringe activities, such as busking and flea markets. A Q&A guidebook was produced to help grassroots organisations and hawker associations understand the procedures and requirements for implementing these activities. There is a list of buskers and event organisers in the guidebook.

Source: National Environment Agency, Singapore

3.2.1

Interim Arrangements for Affected Hawkers under HUP

During the HUP, hawker centres were closed with rents suspended. Hawkers could choose to exit the trade or return to the hawker centre after upgrading. The Singapore Government announced on 1 July 2001²⁰ an enhanced package for affected hawkers:

- Cash grant for hawkers giving up their stalls and exiting the trade
- Conditional removal allowance for hawkers who wanted to return to their upgraded, re-configured or re-built centres
- Rental of alternative stalls during HUP

Independent of the enhanced package, each affected hawker can decide if a temporary market is needed. Temporary markets of different sizes could then be set up according to the needs of the hawkers.

Rental adjustment was applied after HUP. At Block 6 Tanjong Pagar Plaza a 20% increase in rent was reported along with a 30% increase in fees for cleaning services.

3.3

Taiwan

Some traditional markets in Taiwan are publicly owned while some are owned by the private sector. Overall there are 615 public markets in Taiwan. In view of the

²⁰ News release published by NEA on 17th October 2001 < <http://goo.gl/vmGelF>>

ageing facilities and decreasing number of patrons in some public markets, the Taiwan Government launched two campaigns, namely:

- Traditional Market Improvement Plan – which involved upgrading of market facilities, and
- Traditional Market Competitiveness Enhancement Campaign – which sought to improve public markets’ competitiveness and attract more patrons.

Under the first improvement plan, the Taiwan Government identified 500 public markets for improvement, which were markets assessed as “dangerous building blocks”, having “an unhygienic environment” and “potential for a better and cleaner image”. Markets found to have “difficulties in reaching development consensus”, “land use issues” and “unauthorised by the landlord” were excluded from the plan. The following table summarises the two campaigns.

Table 3.6 Summary of Market Improvement Campaigns in Taiwan

Campaign	Improvement Details
Traditional Market Improvement Plan (Facility related improvement)	<ul style="list-style-type: none"> • Specially designed roof that allows better ventilation. Skylight is installed • Lighting system covered with aluminium cases • Re-roofing • Rooftop waterproofing refurbishment • Heat insulation refurbishment • Switch box refurbishment • Firefighting equipment upgrade and refurbishment • Water tower refurbishment • Bright coloured entrances to add vibrancy • Stalls are aligned to form corridors and island-like clusters. The latter allows more space for display. The back walls are low for better visual effect • Specially designed ceiling which is durable, sound-absorbing and heat insulated • Bright colour decoration for aesthetic purposes • Signboards are standardised • Display desk is coated with stainless steel for better durability and ease of cleaning. The desk is designed with a height of 70cm – 100 cm so that customers can see the food displayed easily • The aisles were paved with non-slippery granite tiles • Extra wash basins were installed
Traditional Market Competitiveness Enhancement Campaign (Non-facility related improvement)	<ul style="list-style-type: none"> • Encouraging stalls to become model stalls • Nurturing talents for traditional markets • Launching the certification of “excellent markets” • Organising themed marketing activities at model markets • Launching the certification of “famous stalls” • Creating model “famous stalls” • Organising exhibition activities

-
- Promoting exchange activities between business operations
 - Organising entrepreneurship courses
 - Assisting in matching resources for entrepreneurs
 - Counselling for entrepreneurs during their initial business operation
 - Issuing exclusive traditional markets publications
 - Nurturing second-hand goods markets
 - Launching green initiatives
 - Strengthening the online marketing portal and enriching the information available
 - Additional resources for managing traditional market websites
 - Encouraging the installation of enterprise resources management system, supply chain management system and customer relationship management system
 - Assisting in the establishment of e-trading platform
-

Source: Ministry of Economic Affairs, Taiwan

3.4 Key Success Factors

A number of key success factors can be summarised from the preceding case studies. These factors can be considered when formulating improvement plans for Hong Kong's public markets.

- Good management contributes significantly to the success of an improvement plan. No matter how sophisticated the design, without quality management in place, the market can still be wet, slippery, and unhygienic. The facilities will also wear out easily without proper care and attention. This is why the operator of Tin Shui Market in Hong Kong adopts a strict management approach on hygiene and individual tenant's service quality to provide a pleasant shopping environment. For example, no goods are allowed to be displayed outside the stall area; staffs use cleaning machines to clean up the floor during the day so that the floor would not stay wet after cleaning; staffs survey the market and pick up garbage once dropped on the floor. Efforts are also made to promote the market through incentivising and penalising tenants for good and poor service respectively.
- Early engagement of tenants in devising the improvement plan is the best way to gain support for the latter finalised improvement proposals. Singapore Government made efforts to involve hawkers in the HUP. Hawker's views were conveyed through hawker representatives and taken into consideration in the public consultation process.
- Regular review of improvement is needed to allow difficulties to be solved and ensure successful implementation. In Taiwan, the Ministry of Economic Affairs established a mechanism for monitoring the progress of the improvement plan:

- Regional / provincial review sessions were held regularly for front line staff to report on difficulties encountered during implementation and to identify potential solutions.
- Each improvement case was handled by a dedicated team, who conducted weekly internal reviews to track the progress of improvement works.
- Government officials worked with local township mayors to resolve difficulties encountered in individual markets.
- Cases where progress lagged significantly behind schedule were treated as exceptional cases. Exceptional cases were handled directly by the head of department.

3.4.1

Other Implications

The case studies demonstrated the improvement plans for different markets in different parts of the world. For these improvement plans to be carried out smoothly, they must be supported by sufficient power, flexibility and resources in implementation and operation. These aspects observed in privately managed markets are summarised as follows with comparison to the situation facing public markets.

Aspects	Private Markets	Public Markets
Strict management of markets	<p>For privately managed markets, the commercial landlords possess full discretionary power which grants them flexibility. The commercial landlords can excise their power to terminate tenancy agreement where appropriate, for examples, before renovation and upon breach of contract.</p> <p>This gives the private managers more flexibility to alter the market's layout, stall locations, stall number and stall sizes. The private managers can also effectively adopt a stringent management with penalty system.</p>	<p>Public markets are regulated under the Public Markets Regulations (Cap. 132BO), which do not provide the Government with the same flexibility as the commercial landlords. E.g., tenants may appeal to the Municipal Services Appeals Board against the Director of Food and Environmental Hygiene's decision to terminate the lease.</p>
Adequate and suitable management staff	<p>Staff with retail and marketing expertise is hired to formulate unique marketing and promotion measures for the private markets.</p> <p>Despite a relatively small size, adequate resources are ensured to provide quality service</p>	<p>Apart from cleaning and security staff, adequate and suitable staff is needed for daily management of the markets, such as strict enforcement of the terms on the tenancy agreements.</p> <p>Specialising in environment hygiene, FEHD staff lacks the retail and marketing expertise to respond to market changes (e.g. changing of trade mix in response to the patrons' preference, holding market-specific promotional activities).</p>
Financial viability	<p>For private markets, rental and air conditioning fees are adjusted regularly against the cost of operation</p>	<p>An imbalance of resources is observed in public market management. This is due to the disconnection between resources</p>

	<p>to ensure the viability of the market.</p> <p>The financial resources required for improving the market facility and service are often recovered through a higher rental fee.</p>	<p>injected and rents charged. FEHD relies on the bidding of extra financial resources, which are not always available, to implement improvement works and initiatives. However, those resources injected in the past could hardly be recovered given the fact that rentals of public market stalls have been frozen since 1998. Indeed, many of the market stalls are paying rentals which are below the average level charged for other public market stalls.</p> <p>The financial viability of public markets is an important issue to consider, especially when the Government must commit public funds for the commercial operation of its tenants.</p>
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4 Public Market Improvement Plans

4.1 Background of the Six Selected Markets

The background of the six selected markets are summarised as follows. Information and statistics were taken as at 30 June 2014.

4.1.1 Tsuen Wan Market

Tsuen Wan Market occupies a site of 3,646m² laid out in a rectangular shape. Built in 1981, the two-storey market building was originally designed to accommodate 381 stalls. Details of Tsuen Wan Market are summarised in the following table.

Table 4.1 Details of Tsuen Wan Market

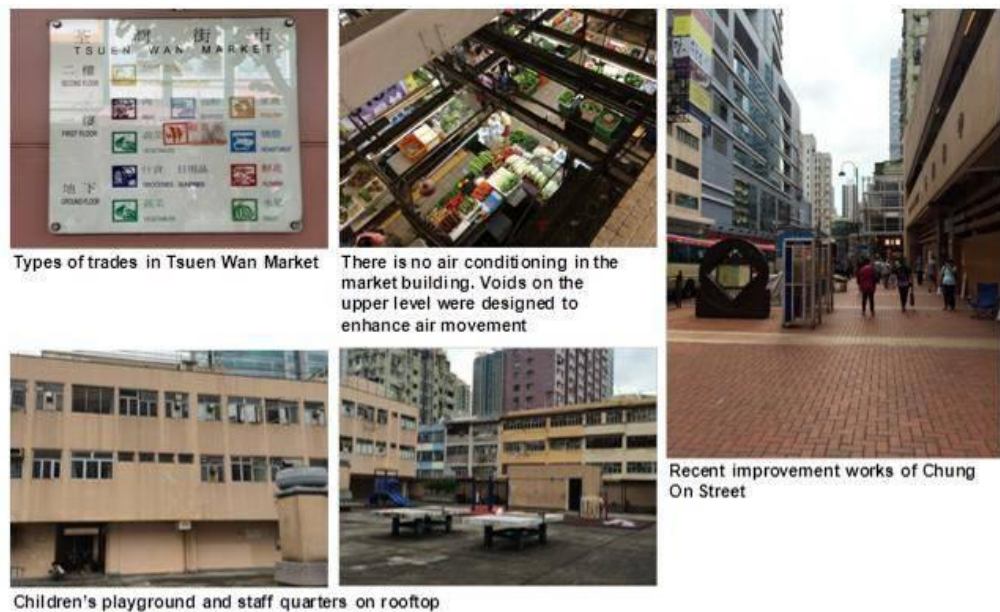
Aspects	Details
Year	1981
Land site area	3,646m ²
Land use zoning	Government, Institution or Community ²¹
Number of stalls	381
- G/F	327
- 1/F	54
Ventilation system	Mechanical (no air-conditioning installed)
Occupancy rate	95%
Daily management (In-house / Outsourced)	In-house

Source: FEHD; PlanD

Tsuen Wan Market is highly accessible by public transport, including red and green minibus routes to Shatin, Tsing Yi, Kwun Tong and Sheung Wan, etc. The market is about 200m from Tsuen Wan MTR Station; which is only a 5 to 10 minutes' walk.

²¹ According to the approved Tsuen Wan Outline Zoning Plan (OZP) No. S/TW/31, the site has a land use zoning of "Government, Institution or Community", under which it will "facilitate serving the needs of the local residents and/or a wider district, region or the territory". The OZP also quoted a maximum permissible GFA of 15,171m² on site with a building of up to two storeys inclusive of car park (except when the development parameters of the existing building exceed those).

Figure 4.1 Snapshots of Tsuen Wan Market



Types of trades in Tsuen Wan Market

There is no air conditioning in the market building. Voids on the upper level were designed to enhance air movement

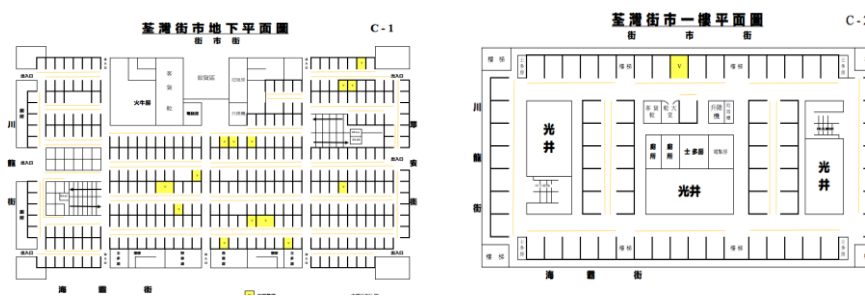
Recent improvement works of Chung On Street

Children's playground and staff quarters on rooftop

The ground level of the market adopts a “gridiron” design with aisles in between two rows of stalls. Stalls are largely built “back-to-back” with one edge of the stall as the store front for serving patrons.

There are a total 381 stalls in Tsuen Wan Market, 327 of which are located on the ground floor and the remainder on the first floor. The first floor has three voids which were designed to strengthen air ventilation inside the market, hence fewer stalls were allotted. The size of stalls on the ground floor is small, with an average of less than 4m². Stalls on the first floor are larger with an average size of 18m².

Figure 4.2 Internal Layout of Tsuen Wan Market



Floor layout (G/F) – layout in a “gridiron” design, packed with large amount of stalls

Floor layout (1/F) – less number of stalls

There are two sets of escalators at both ends of the market, staircases at the corners of the building and a customers’ lift to connect the ground and first floors. However, the amount of customer flow on the first floor is significantly less.

The aisles on the ground floor are narrow and crowded. Together with the wet floor, stuffy air and odour; the market does not offer a pleasant shopping experience.

4.1.2

Yau Ma Tei Market

Built in 1957, the three-storey Yau Ma Tei Market is easily distinguished by its simple and functional design. It provides 144 stalls of different trades. 86 stalls are located on the ground floor while the remaining 58 are located on the first floor. Former staff quarters are found on the second floor and are currently vacant.

Yau Ma Tei Market is on the Antiquities and Monuments Office's list of targets which heritage value will be assessed. Details of Yau Ma Tei Market are summarised as follows:

Table 4.2 Details of Yau Ma Tei Market

Aspects	Details
Year	1957
Land site area	1,650m ²
Land use zoning	Government, Institution or Community ²²
Number of stalls	144
- G/F	86
- 1/F	58
Ventilation system	Mechanical (no air-conditioning installed)
Occupancy rate	94%
Daily management (In-house / Outsourced)	Outsourced

Source: FEHD; PlanD

Yau Ma Tei Market is located about 500m from the Yau Ma Tei MTR Station, which is a 10 to 15 minutes' walk.

Licensed hawker stalls are found outside Yau Ma Tei Market on Reclamation Street and Saigon Street. These licensed hawkers are the major competitors to the market tenants. Yau Ma Tei Market is close to two tourist destinations, namely the Jade Market and Temple Street.

²² The market occupies a site area of 1,650m². The Draft Yau Ma Tei Outline Zoning Plan No. SK2/22 has zoned the site for "Government, Institution or Community" use. According to the OZP, the maximum building height permissible on site is four storeys

Figure 4.3 Yau Ma Tei Market

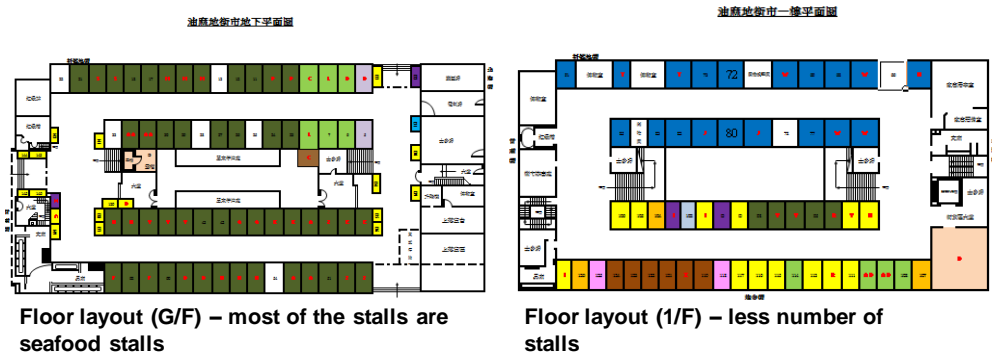


Yau Ma Tei Market

Distinguished window series

Stalls at Yau Ma Tei Market are arranged in an inner and outer rectangle. There are four stalls taking up space at the entrance of Kansu Street, and another two occupying space at the entrance facing Reclamation Street.

Figure 4.4 Internal Layout of Yau Ma Tei Market



Floor layout (G/F) – most of the stalls are seafood stalls

Floor layout (1/F) – less number of stalls

There is a pair of staircases close to the ends of the market building. No escalator or elevator is provided for patrons' use. However, Yau Ma Tei Market has a small communal courtyard used for parking bicycles.

It was observed during site visits that significantly fewer patrons visited stalls on the first floor. While the vacancy rate was low, it appeared to be very quiet as many of the stalls were either used for storage purposes or not in operation.

4.1.3

Ngau Chi Wan Market

Built in 1986, the Ngau Chi Wan Market is considered of large scale, currently accommodating 402 stalls with an occupancy rate of 95%. Fish, live poultry and vegetable stalls are located on the ground level while dry goods stalls and meat stalls are found on the upper level of the market.

Key features of Ngau Chi Wan Market are summarised in the following table.

Table 4.3 Key Features of Ngau Chi Wan Market

Aspects	Details
Year	1986
Land site area	7,273m ²
Land use zoning	Government, Institution or Community ²³
Number of stalls	402
- G/F	207
- 1/F	180
- 2/F	15
Ventilation system	Mechanical (no air-conditioning installed)
Occupancy rate	95%
Daily management (In-house / Outsourced)	Outsourced

Source: FEHD; PlanD

The accessibility of Ngau Chi Wan Market is good. The main entrance is located at Clear Water Bay Road adjacent to Choi Hung MTR Station. The mini bus station for commuting between Choi Hung MTR Station and Sai Kung is also in close proximity to the market. Furthermore, there is a bridge on the first floor of the market connecting to Ping Shek Estate. One entrance connects the market to Kam Chi Path where various fresh provision stalls are found.

²³ The complex, where Ngau Chi Wan Market is located in, is zoned "Government, Institution or Community" on the Approved Ngau Chi Wan Outline Zoning Plan No. S/K12/16.

Figure 4.5 Snapshots of Ngau Chi Wan Market



Main entrance of Ngau Chi Wan Market adjacent to Choi Hung MTR Station.



Bridge connecting the upper level of the market to Ping Shek Estate.



The podium open space on 2/F.



Various equipments installed, such as vents, ducts and jet fan.

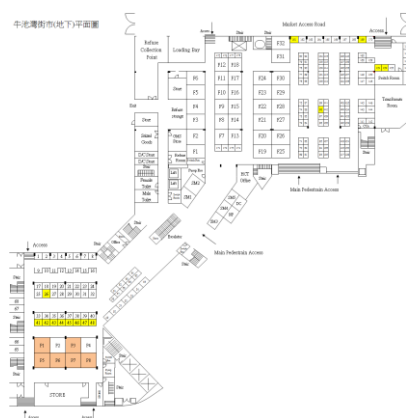


Stalls and retail shops on Kam Chi Path.

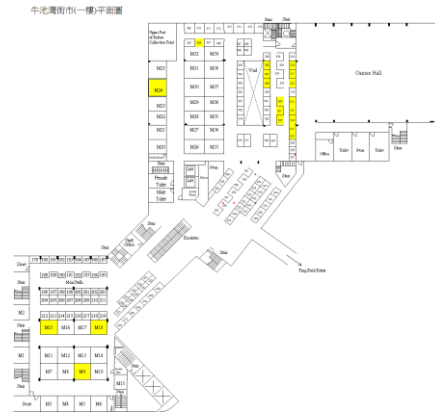
Like many other public market, the layout of the stalls generally adopts a “gridiron” design. Aisles are provided between the rows of stalls. Aisles in some parts of the market are rather narrow due to stall operators taking up aisle space for displaying of goods.

The size of dry goods and vegetable stalls are generally smaller than the meat stalls. The average size of a dry goods/vegetable stall is around 2.4m² while the average size of a meat stall can go up to 13.4m². The floor plate is large, however the way finding system is not very clear.

Figure 4.6 Internal Layout of Ngau Chi Wan Market



Floor layout (G/F)



Floor layout (1/F)

Escalators are located in the middle section serving both wings of the market. A lot of equipment such as jet fans, vents and ducts are found attached to the ceiling of the first floor. Together with the wet floor, stuffy air and odour, the market does not offer a pleasant shopping experience.

4.1.4

Sheung Fung Street Market

Sheung Fung Street Market opened in 1989 and has a total of 71 stalls. Stalls selling seafood, fish, meat and vegetables are located on the ground floor while dry goods and live poultry are sold on the first floor, accessible via an escalator and staircases. Key features of Sheung Fung Street Market are summarised in the following table.

Table 4.4 Key Features of Sheung Fung Street Market

Aspects	Details
Year	1989
Land site area	1,738m ²
Land use zoning	Government, Institution or Community ²⁴
Number of stalls	71
- G/F	42
- 1/F	29
Ventilation system	Market Economic Air Treatment (MEAT) System (no air-conditioning installed)
Occupancy rate	100%
Daily management (In-house / Outsourced)	Outsourced

Source: FEHD; PlanD

The main entrance to Sheung Fung Street Market is located at the junction of Sheung Fung Street and Fei Fung Street. The market is about 10 minutes by foot from Wong Tai Sin MTR Station. There are also mini bus stops along Shatin Pass Road near the MTR Station, commuting to Shatin Pass Estate, Tsz Oi Court, Chuk Yuen Estate and Tsz Wan Shan.

²⁴ Draft Tsz Wan Shan, Diamond Hill and San Po Kong Outline Zoning Plan No. S/K11/26

Figure 4.7 Snapshots of Sheung Fung Street Market



Sheung Fung Street Market façade.
The two-floor market is located below a public car park.



Spacious foyer and entrance area at Sheung Fung Street and Fei Fung Street.



Outsourced staff keeping the floor clean and dry.



The only live poultry stall remained on the upper level of the market.



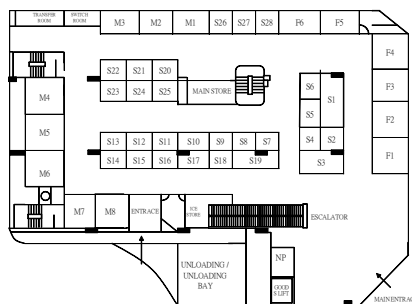
Dry goods on the upper level of the market.



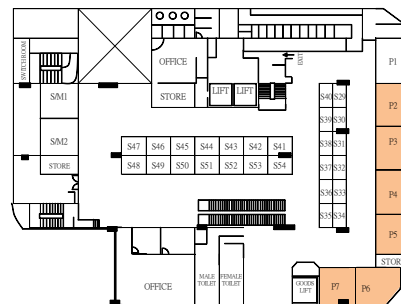
A meat stall on the ground level.

The design layout of Sheung Fung Street Market is simple and of relatively small size. About 60% of the stalls are located on the ground floor of the market. The stalls are distributed along the periphery of the building with three rows of stalls in the centre. The aisles on the ground level are generally clean and dry, although some areas near the entrance are narrow due to the stalls extending their storefront for display.

Figure 4.8 Internal Layout of Sheung Fung Street Market



Floor layout (G/F) – accommodating mainly wet goods stalls, fish stalls, meat stalls and fruit stalls



Floor layout (1/F) – mainly dry goods stalls. Six unoccupied former poultry stalls

An escalator is provided near the main entrance of the public market. The first floor has only 29 stalls and is much quieter with less customer flow than the ground floor. This is partly due to the presence of unoccupied former poultry stalls.

Among the six public market improvement targets, the size of a vegetable/fruit and dry goods stall at Sheung Fung Street Market is relatively large, with an average size of 6.5m² and 4.9m² respectively. Stall size for fish or meat averaged at 12.0m².

4.1.5

Lockhart Road Market

Lockhart Road Market is a medium sized market built in 1987. It is designed to accommodate 166 stalls at full capacity, including 19 cooked food stalls. Occupancy rate of the market currently stands at 88%. 52 stalls are provided on ground level, less than the number of stalls on the upper level (i.e. 95). Stalls selling seafood, meat and vegetables are located on the ground floor while dry goods and poultry stalls are located on the first floor.

Table 4.5 Key Features of Lockhart Road Market

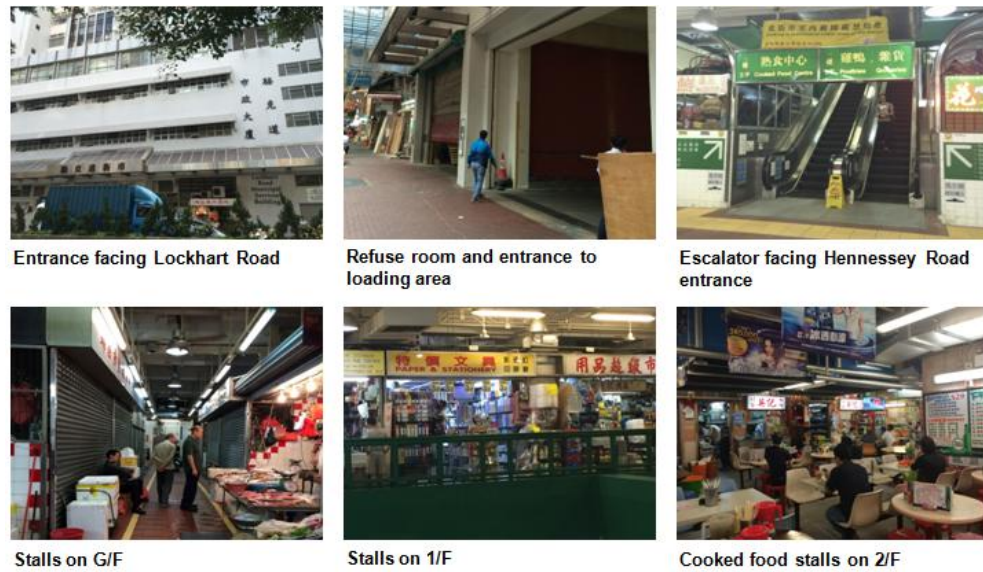
Aspects	Details
Year	1987
Land site area	2,085m ²
Land use zoning	Government, Institution or Community ²⁵
Number of stalls	166
- G/F	52
- 1/F	95
- 2/F	19
Ventilation system	Market Economic Air Treatment (MEAT) System (air-conditioning installed at cooked food centre)
Occupancy rate	88%
Daily management (In-house / Outsourced)	Outsourced

Source: FEHD; PlanD

Lockhart Road Market is located in the centre of Wan Chai, which is a vibrant and mixed-use district with a large residential and working population. The market is a five minute walk from the Wan Chai MTR Station. Bus stops are conveniently located near the market on Hennessy Road. Both Hennessy Road and Lockhart Road are major east-west running roads connecting between Admiralty and Causeway Bay.

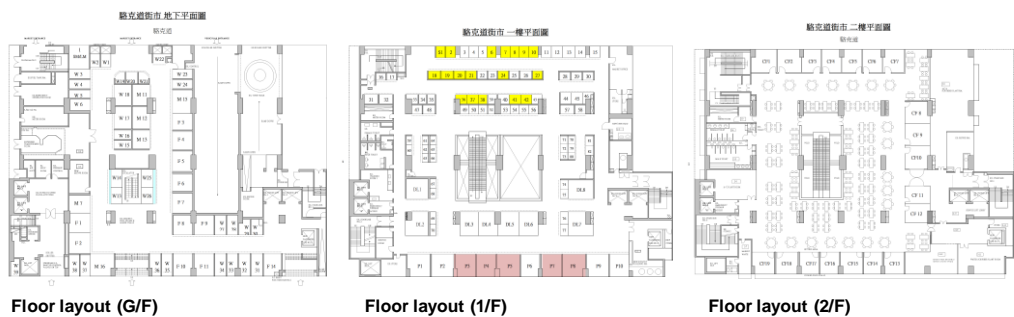
²⁵ Draft Wan Chai Outline Zoning Plan No. S/H5/27.

Figure 4.9 Snapshots of Lockhart Road Market



Stalls on the ground floor are generally located along the periphery of the walls. Stalls on the first and second floor are aligned to surround the escalator area. However, stalls at the back rows on the first floor are not visible from the escalator area.

Figure 4.10 Internal Layout of Lockhart Road Market



Compared to other selected markets, the size of stalls at Lockhart Road Market is moderate. The size of a vegetable/fruit and dry goods stall at the market has an average size of 5.9m² and 3.5m² respectively. Stall size for fish or meat is averaged at 12.6m², while that of poultry stall is 13.2m². The cooked food stalls have relatively large stall size of 13.0m².

4.1.6

Wing Fong Street Market

Built in 1982, Wing Fong Street Market is single floor market with a design capacity of 112 stalls. A playground and toilets are provided on the rooftop of the market building. The current occupancy stands at 95%.

Table 4.6 Key Features of Wing Fong Street Market

Aspects	Details
Year	1982
Land site area	1,709m ²
Land use zoning	Government, Institution or Community ²⁶
Number of stalls	112
- G/F	112
Ventilation system	Mechanical (no air-conditioning installed)
Occupancy rate	95%
Daily management (In-house / Outsourced)	In-house

Source: FEHD; PlanD

Wing Fong Street Market is located at the periphery of the residential area facing the schools, thus the pedestrian flow is not high. There are five entrances to the market along Wing Fong Street and Yan Fong Street. However, these entrances are inconveniently located at the far end of the street away from major estates in the region.

²⁶ Draft Kwai Chung Outline Zoning Plan No. S/KC/28.

Figure 4.11 Snapshots of Wing Fong Street Market



Market entrance at Wing Fong Street



Children's playground on roof top



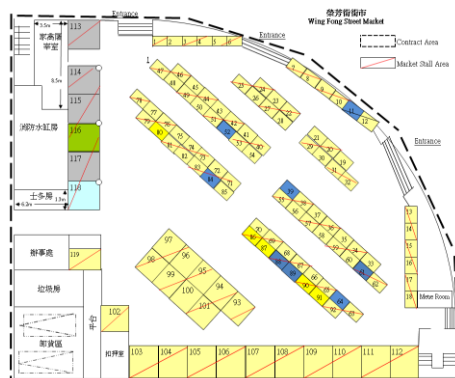
Loading bay facing Yan Fong Street



The aisles in the market are relatively wide and generally not too wet

Most of the stalls inside Wing Fong Street Market are aligned in diagonal rows facing Wing Fong Street entrances. Larger stalls are located along the walls. The aisles in Wing Fong Street Market are generally less congested than other selected markets. It is comfortable to stroll around inside the market.

Figure 4.12 Internal Layout of Wing Fong Street Market



Floor layout (G/F)

The size of stalls at Wing Fong Street Market is moderate among the six selected markets. The size of a vegetable/fruit stall is relatively small, with an average size of 3.9m². Stall size for fish or meat averaged at 12.3m², while poultry stalls averaged at 14.6m².

4.2 Identifying Key Improvement Needs

The public market survey conducted by the Consultant has provided inputs in identifying the improvement needs. The improvement needs reflected in survey results were summarised in table 4.7.

Table 4.7 Survey Results Showing Potential Improvement Priorities of the Six Selected Markets

	Tsuen Wan Market	Yau Ma Tei Market	Ngau Chi Wan Market	Sheung Fung Street Market	Lockhart Road Market	Wing Fong Street Market
Convenience		✓	✓	✓ ✓		
Stall Situation						
Stall Size	✓		✓ ✓	✓	✓	
Size of Frontage	✓		✓ ✓	✓		
Close to Entrance/Escalator		✓	✓	✓		
Commodities Sold						
Variety		✓ ✓		✓	✓ ✓	
Price					✓ ✓	
Freshness						
Facilities						
Market Layout	✓	✓	✓ ✓		✓ ✓	
Aisle Width	✓ ✓	✓	✓ ✓			
Lighting	✓	✓	✓	✓		
A/C or Ventilation	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓
Toilet Facilities	✓ ✓	✓ ✓	✓ ✓ ✓		✓ ✓ ✓	
Car Parking / Loading Facilities	✓	✓ ✓	✓ ✓		✓ ✓	✓
Daily Management						
Public Areas Hygiene	✓ ✓	✓ ✓			✓	
Toilet Facilities Hygiene	✓	✓ ✓			✓ ✓	
Business Hour						
Promotion						
Internal	✓	✓	✓ ✓	✓	✓ ✓	
External	✓ ✓	✓ ✓	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓	
Overall Tenant Situation						
Service Attitude	✓					
Stall Decoration	✓		✓			
Stall Lighting	✓		✓			

Note: The table summarises the improvement needs identified during the public market survey. The larger the number of ticks represents the higher the improvement priority for that particular aspect in the specific market. Note that the survey results serve as one of the inputs to the improvement plans apart from findings from focus groups and site visits.

Apart from the public market survey, the Consultant has conducted site visits and focus group discussion for each of the six selected markets to collect further information and supplement the findings from survey.

There are some general issues identified, which may also be observed at other public markets:

- Ventilation is the most frequently mentioned issue for the six selected markets. Some tenants and patrons reflected the concern of Tsuen Wan Market and Ngau Chi Wan Market having stagnant air concentrated at the market; the environment is not airy especially during the high temperature seasons. For Lockhart Road Market and Sheung Fung Street Market where Market Economic Air Treatment (MEAT) Systems are in place, some tenants consider that improvement works are required to enhance circulation.
- Toilet facilities are another concern from tenant's point of view. In general there are not enough toilet cubicles and the toilet facilities should be upgraded.
- The loading bays are inadequate, especially in Yau Ma Tei Market and Lockhart Road Market. Unloading of goods at the passenger entrance was observed during site visit.
- Stalls are too small (except for the meat/ seafood sections) for goods to be displayed. In Ngau Chi Wan Market, the average stall size for dry goods is only 2.13m². The small stall size does not allow sufficient space for storage and tenants are forced to pile their goods up high. Stall spaces are particularly cramped for vegetable stalls and dry goods stalls.



Tight Space

- Markets are characterised by long and very narrow aisles, which do not provide good shopping experience for patrons.



Narrow Passageway

- The floors in the seafood section were generally wet and in some cases the tiles were slippery. The hygiene condition of common area is of patrons' concern.



Wet Floor

- Former poultry stalls are vacant and stalls in some markets have been rented to tenants for storage purposes. In Yau Ma Tei Market and Lockhart Road Market, the issue of non-operating stalls is prevalent. These vacant/inactive stalls may affect the shopping ambience inside the public markets and the variety of commodities sold.



Empty Stalls

- The building façades of some public markets are not distinctive, such as Tsuen Wan Market and Sheung Fung Street Market. The former is in brown colour theme and the latter share the same colour theme with the public car park above.
- Some markets have their main entrance facing quiet places while loading bay facing the more vibrant retail areas. Wing Fong Street Market is an example where its main entrance is facing a school.

4.3 General Improvement Concept

Considering the improvement needs identified, the Consultant has established some general improvement concept which will be adopted, where appropriate, in the improvement proposals of individual markets that follow.

4.3.1 Stall Configuration

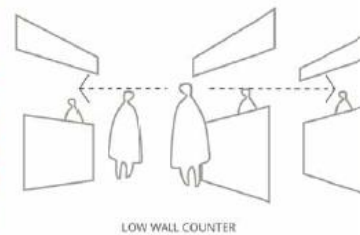
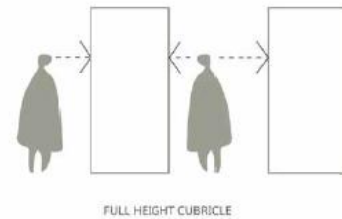
The existing stalls in the selected markets are enclosed by high walls (more than 2m) and stall covers. Tenants tend to hang various items on the wall and store goods on stall tops. This is not only a potential fire hazard, but also reduces visibility. The reduced visibility, together with the inadequate way-finding system, creates a somewhat maze-like environment for patrons browsing in the market.

It is suggested that the height of the walls be reduced to 1.4m. After reduction of wall height, storage on stall tops (or anywhere above 1.4m) must be strictly prohibited so as to keep the earned visibility. Such open design allows the patron to browse across the aisles to see what different stalls are selling.

The following figure illustrates the difference between high and low stall walls.

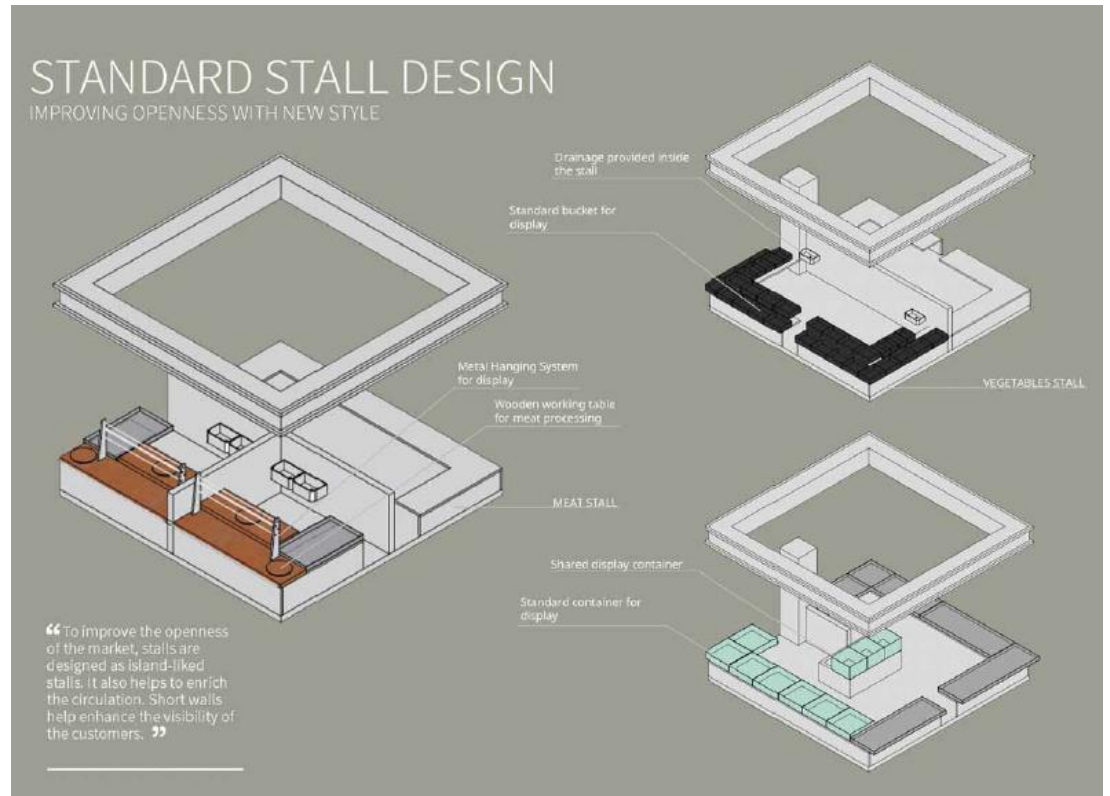
STALL CONFIGURATION

FROM MAZE TO LIGHTNESS



Where appropriate, the stall size is enlarged to match with the updated standard set by FEHD. A standard stall design encompassing the concept of low stall walls and standardised lighting are suggested to be adopted.

The display shelves are suggested to keep in single or double layers in line with the idea to enhance visibility. Stall designs for meat, seafood and vegetables stalls are shown in the following figure.



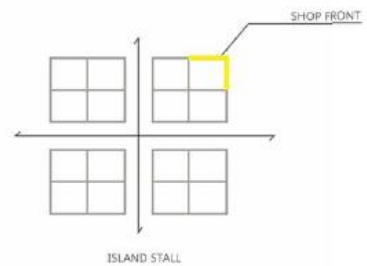
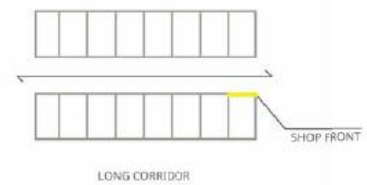
4.3.2

Layout

As mentioned, the markets are characterised by long and very narrow aisles, which are cramped and provide insufficient space for goods display. The new design suggests adopting an “island” design, where small clusters of four or six stalls are grouped together to allow more room for displaying goods.

LAYOUT

FROM LONG CORRIDOR TO ISLAND STALL



4.3.3

Schematic Mechanical Ventilation and Air Conditioning (MVAC) System

To cater for concerns over the poor ventilation and unpleasant odour of some markets, it is suggested that the MVAC system should be designed so that the supply air ducts (SAD) are located in the aisles while the exhaust air ducts (EAD) are located in the stalls. This arrangement allows a smoother circulation of air, such that patrons walking along the aisles can enjoy fresh air flowing from the aisles to the stalls such that patrons will be less likely to smell the sometimes unpleasant odour of the stalls.

SCHEMATIC MVAC

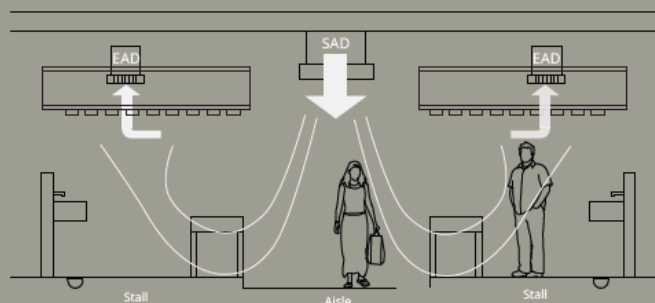
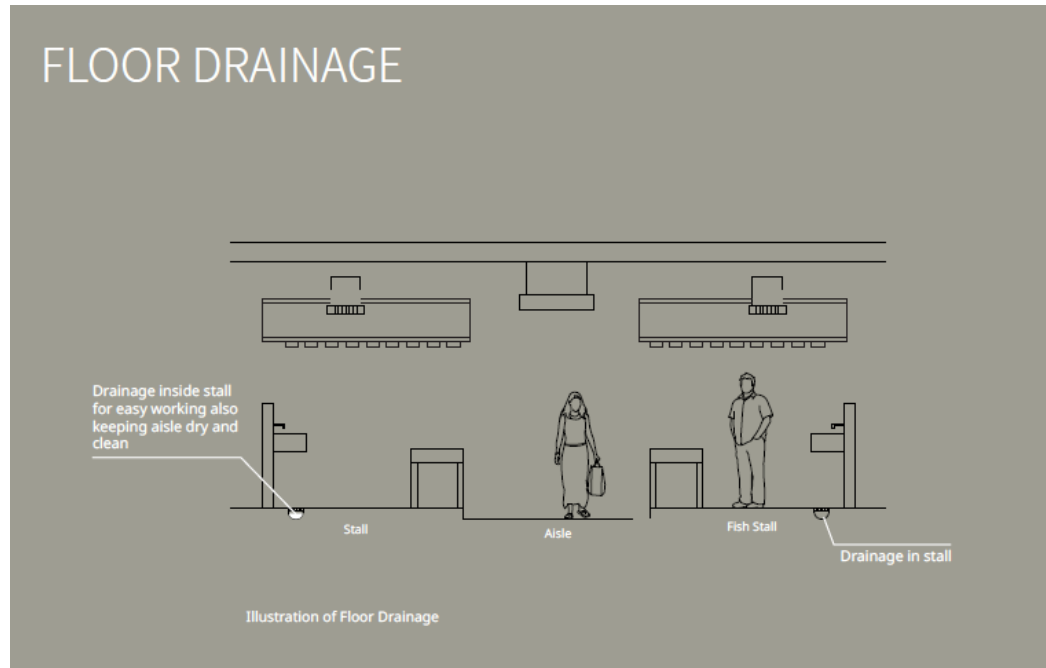


Illustration of MVAC System

4.3.4**Floor Drainage**

The existing drainage system may attract tenants to discharge water into the drains on the passageways, resulting in wet and slippery passageways. It is suggested that for trades involving frequent use of water, such as seafood and vegetables, the floor drain should be placed inside individual stalls so that tenants can evacuate water without wetting the passageways. By placing the drainage inside the stalls, tenants will take better care of it and dispose of waste water appropriately to avoid drain blockage.

**4.3.5****General Configuration****Storage**

At the moment, all goods / trading articles have to be stored within the stall areas rented by the tenants. Owing to the small stall size, some tenants have to rent an extra stall to store their goods / trading articles, thereby creating inactive stalls. In some cases, tenants place their goods / trading articles outside the inactive stalls; adversely affecting the overall shopping ambience. It is suggested that, where possible, to revitalise former poultry stalls for additional storage space.

GENERAL CONFIGURATION

STORAGE



CONVERT VACANT STALLS AS STORAGE FOR EXISTING TENANTS



FORMAL STORAGE SEPERATED FROM THE STALLS

Signboard

The signboards of stalls are in different styles and some stalls even have their signboard missing. The signboard should be standardised to create a sense of tidiness and clearness.

GENERAL CONFIGURATION

SIGNBOARD STANDARDIZATION



SIGNBOARDS ARE IN DIFFERENT STYLE SOME STALLS EVEN DO NOT HAVE A SIGNBOARD



STANDARIZING SIGNBOARD CREATE A SCENCE OF TIDY AND CLEARNESS

Way-finding System

The way-finding system is vague and not helpful in search of different commodities sold. In large markets, patrons may get confused easily. The way-finding system should be improved together with a clear stall numbering system.

GENERAL CONFIGURATION

WAYFINDING SYSTEM



WAYFINDING SYSTEM IS CONFUSING



IMPROVE WAYFINDING SYSTEM FOR CUSTOMERS IN GETTING THEIR DESIRE TYPES OF GOODS



TENANTS MADE THEIR OWN NOTICES



CREATE CLEAR, EYECATCHING AND SYSTEMATIC WAYFINDING SYSTEM

CCTV System

CCTV system should be installed for better security.

Toilet Facilities

The toilet facilities in public markets are dimly lit, some with wet floors and unpleasant odours. The toilet facilities should be expanded and upgraded such that they become more patrons friendly.

GENERAL CONFIGURATION

TOILET UPGRADE



TOILET IN MARKETS ARE DIMMED AND SMELLY



TOILET IN MARKET AS A CUSTOMERS SERVICE SHOULD BE BRIGHT AND WELCOMING

4.4 Six Improvement Proposals

The Consultant has come up with improvement proposals for each of the six selected markets. The proposals improve the physical operating environment, which intend to help enhance the functionality and efficiency of operations for tenants as well as to offer comfortable shopping experience for patrons. The essence of individual improvement proposals may be summarised as follows:

- Tsuen Wan Market : **Rezoning of stalls**
- Yau Ma Tei Market : **Revitalising** the underused spaces
- Ngau Chi Wan Market : **Reconnecting** it with the neighbourhood
- Sheung Fung Street Market : **Refining** the market identity
- Lockhart Road Market : **Reprogramming** the trade mix
- Wing Fong Street Market : **Reconfiguring** the layout

Through various consultation exercises and survey, the Consultant reckons that stall size is an important element that requires improvement. Increasing stall size would involve substantial changes to the number of stalls. Depending on the situation facing different markets, the Consultant has drafted one or two improvement plan(s) for each of the selected markets:

Option (1) aims to keep the number of stalls unchanged while offering an enhanced physical environment.

Option (2) presents a “vision plan” which involves major changes in stall configuration according to the updated standard.

Both options will be subject to validation and changes in the detailed design stage, and upon further discussion with tenants. The improvement proposals for the six selected markets are presented in the following chapters. The full design proposal is found in **Appendix A**.

5 Tsuen Wan Market: Rezoning

5.1 Introduction

Tsuen Wan Market is situated at a highly accessible location with relatively large number of patrons as compared to other selected market. However, the existing market facilities are aging and inadequate. The existing layout of Tsuen Wan Market has over 80% of its stalls cramped on the ground floor creating an unfavourable environment with small stall sizes and narrow aisles. The high stall walls block the air circulation and result in poor ventilation. To relieve the situation, the Consultant recommends rezoning some of the market stalls on the ground floor.

Two improvement options have been proposed for Tsuen Wan Market.

5.2 Option 1

Option 1 lists out the areas of improvement without significant changes to the number and size of the stalls. The feasibility of these suggestions should be further assessed in the detailed design stage.

5.2.1 Layout

Under Option 1, the stall size remains unchanged. To rezone the market, the siu-mei / lo mei stalls, fish stalls, meat stalls and poultry stalls on the first floor are relocated to the ground floor while, some wet goods stalls and the dry goods stalls will be moved to the first floor. The existing balcony / goods transportation aisles at the back of the stalls on the first floor left unused by the tenants will be removed to extend the interior space. A new storage area will be created on the first floor by using space left from the ex-poultry stalls.

Table 5.1 Number of Stalls by Trade under Option 1, Tsuen Wan Market

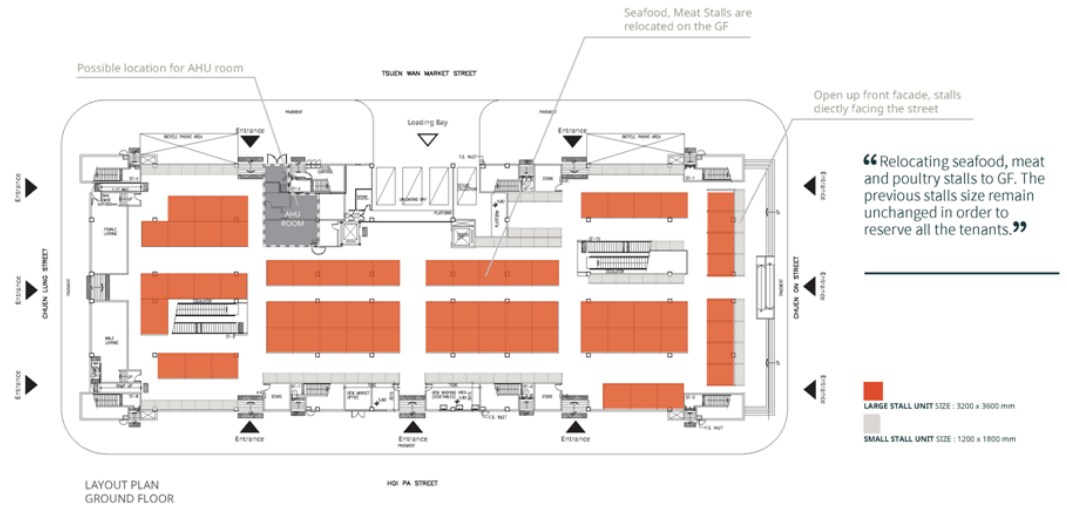
Trades	Existing	Option 1
G/F		
(No. of market stalls occupied)	309	126
Food related dry goods	157	/
Food related wet goods	37	42
Fruits	38	38
Non-food related dry goods	59	/
Non-food related wet goods	18	/
Seafood	/	20
Meat	/	21
Poultry	/	3
Siu Mei/Lo Mei	/	2
Storage	3	/
Vacant	16	15*
1/F		
(No. of market stalls occupied)	52	235

Seafood	20	/
Food related wet goods	5	/
Meat	21	/
Non-food related wet goods	1	19
Poultry	3	/
Siu Mei / Lo Mei	2	/
Non-food related dry goods	/	59
Food related dry goods	/	157
Fruits	/	/
Storage	/	136
Vacant	1	61*
Total no. of market stalls occupied (excl. storage)	361	361
Total no. of stalls	381 (incl. 3 storage)	565 (incl. 128 storage)

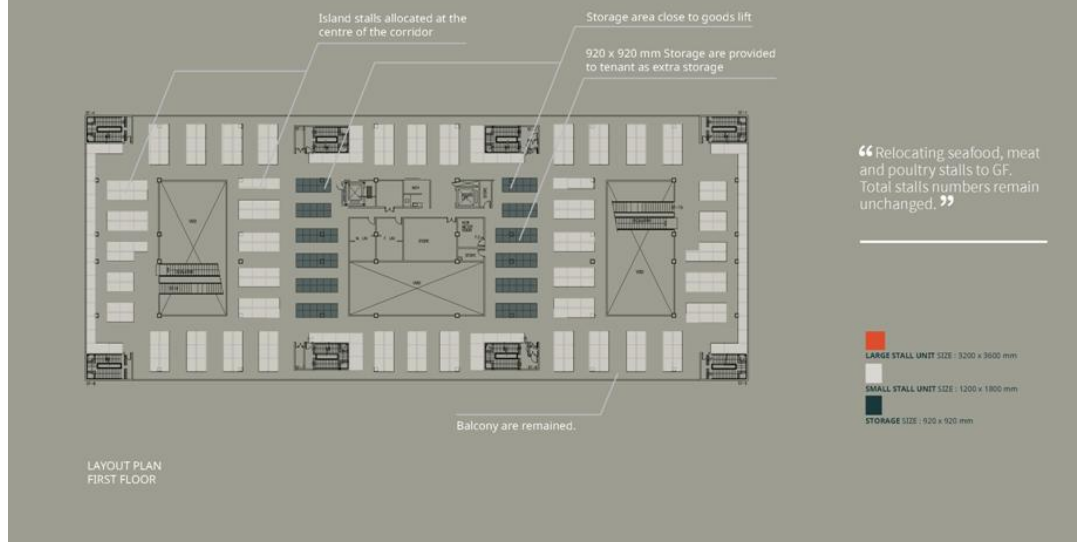
Note: * By rezoning, there are 70 additional market stalls created, which can be rented by new/existing tenants.

Figure 5.1 Layout Design of Ground Floor and First Floor, Tsuen Wan Market under Option 1

GROUND FLOOR NEW LAYOUT 1



FIRST FLOOR NEW LAYOUT 1





It is worth noting that by re-arranging the stalls, the number of stalls available increases with additional storage area provided. Therefore, there is room for potential enlargement of stall size upon confirming the actual number of stalls required during the detailed design stage.

5.2.2 Stall Configuration

Although stall size will not be changed, wherever possible, the high walls and wire mesh enclosing the stalls should be modified to low walls (i.e., 1.4 metre high) to avoid potential fire hazards and enhance visibility of the market, provided sufficient storage space can be made available so that the impact on the daily operation will be reduced to minimal. The zone above 1.4 metre and below the overhead signage should be kept clear with additional storage space provided under this layout to meet tenants' storage need.

5.2.3 MVAC System

The MVAC system will have to be improved. Various stakeholders reflected in survey and focus group that an air conditioning system is needed. The arrangement of air ducts has been discussed in section 4.3.3.

The existing configuration should allow the cooling tower to be installed on the rooftop, by modifying and utilising space above the void. Space will be required for the new transformer room. Due to the proximity of other buildings in the neighbourhood, noise and steam from cooling towers may be a nuisance to the residents. For similar cases in other public markets, a shed is built to cover the towers to minimise the impact; the practicality of this measure will be subjected to further study in later stages.

Even under Option 1, air conditioning system should still be installed to enhance the environment of Tsuen Wan Market especially during the high temperature seasons.

5.2.4 Escalator

Tsuen Wan Market has two escalators in separate places. However, both of them go upwards. Escalators which go downwards need to be installed, which will replace the staircases adjacent to the escalators which go upwards to create a better circulation of patrons. Also, there is a step in front of the escalators which may trip the patrons who are not attentive. It is suggested that the step should be modified / replaced as a ramp.

5.2.5 Toilet Facilities

It has been reflected in the survey that there is insufficient toilet cubicles. The usage of toilet facilities is especially high during the weekend by domestic helpers in the neighbourhood. As mentioned in section 4.3.5, the toilet facilities should be upgraded, e.g., by installing sufficient number of cubicles. In case there is not enough room for enlarging both of the toilets, one potential solution is to increase the number of cubicles for the female toilet, while reducing those in the male toilet.

5.2.6 Façade

The existing brown façade design should be enhanced to increase the visibility of market on the street level.

Figure 5.2 Façade



Market façade not distinctive



Examples of building with sharp colours, representative icon or large outdoor signboards help improve visual identity

5.2.7 Other Facilities

In order to enhance the operating environment and shopping experience, other facilities such as CCTV systems, fire safety installation (FSI) provision, loading and unloading bays, BFA, lighting and flooring should also be provided or upgraded.

5.3 Option 2

Option 2 improves the physical setting, in particular the stall configuration and alignment. Key aspects that have been improved are summarised as follows.

5.3.1 Stall Configuration

The existing size of stalls in Tsuen Wan Market is much smaller than the latest standard. For example, the existing vegetable stalls have an average stall size of 3.61m² compared to the latest standard of 6.75m² (2.7m x 2.5m). Stall sizes should be enlarged to meet the current design standard. However, it is recognised that in order to increase stall size there must be a decrease in the number of stalls. Attention has been paid to the actual number of tenants when drafting Option 2.

The following table shows the number of stalls required if each of the existing tenants can rent one enlarged stall or more than one enlarged stall according to the types of trades they are currently engaging in.

The design proposal allows 215 enlarged stalls, so that each tenant can rent one stall.

As mentioned earlier, standard stall configuration with low stall walls should be adopted.

Table 5.2 Number of Stalls Required by Trades, Tsuen Wan Market

Trades	Existing	Number of Stalls Required		Option 2
		One Tenant One Stall*	Additional Stalls Assigned for Tenants of Multiple Trades	
G/F				
(No. of market stalls occupied)	309	164	175	129
Food related dry goods	157	70	77	70
Food related wet goods	37	19	20	19
Fruits	38	17	19	17
Non-food related dry goods	59	46	47	11
Non-food related wet goods	18	12	12	12
Seafood	/	/	/	/
Meat	/	/	/	/
Poultry	/	/	/	/
Siu Mei / Lo Mei	/	/	/	/
Storage stalls	3	/	/	/
Vacant	16	/	/	/
1/F				
(No. of market stalls occupied)	52	50	50	86
Seafood	20	20	20	20
Food related wet goods	5	5	5	5
Meat	21	19	19	19
Non-food related wet goods	1	1	1	1
Poultry	3	3	3	3
Siu Mei / Lo Mei	2	2	2	2
Non-food related dry goods	/	/	/	36
Food related dry goods	/	/	/	/
Fruits	/	/	/	/
Storage	/	/	/	/
Vacant	1	/	/	/
Total no. of market stalls occupied (excl. storage)	361	214	225	215
Total no. of stalls	381 (incl. 3 storage)	214	225	215

Note: There are 12 former poultry stalls on 1/F not counted in the existing layout.

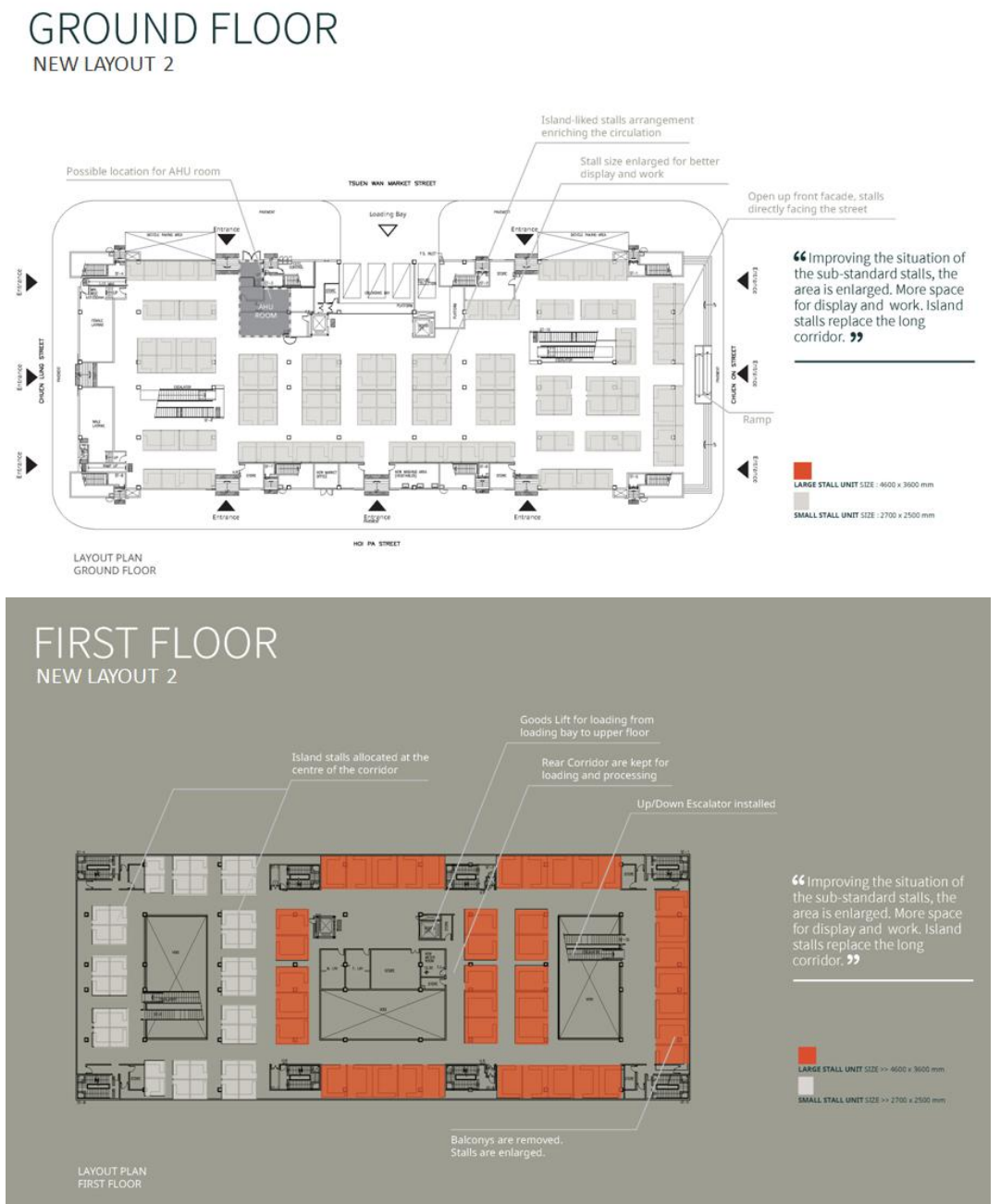
* If the tenant owns stalls of more than one trade, a stall of trade with larger size is allocated.

5.3.2

Layout

The entrance facing Chung On Street should be enlarged. The entrance will feature a mostly open design with street facing stalls located at the entrance to encourage shoppers to enter. The new layout strives to keep as many trades and tenants as possible on the same floors that they are located in the existing design. However, to improve the existing cramped environment on the ground floor, stalls selling non-food related dry goods are recommended to be relocated to the first floor.

Figure 5.3 Layout Design of Ground Floor and First Floor, Tsuen Wan Market under Option 2



- 5.3.3** **MVAC System**
Refer to section 5.2.3.
- 5.3.4** **Escalator**
Refer to section 5.2.4.
- 5.3.5** **Toilet Facilities**
Refer to section 5.2.5.
- 5.3.6** **Façade**
Refer to section 5.2.6.
- 5.3.7** **Other Facilities**
Refer to section 5.2.7.

6 Yau Ma Tei Market: Revitalising

6.1 Introduction

Yau Ma Tei Market is located at a vibrant retail area offering many fresh provisions. There are numerous licensed hawkers stalls found outside the market on Reclamation Street and Saigon Street. To increase the competitiveness of tenants inside the market, the Consultant has drafted improvement proposals in an attempt to increase stall visibility at street level.

Similar to Tsuen Wan Market, two improvement options have been proposed for Yau Ma Tei Market.

6.2 Option 1

Option 1 lists out the areas of improvement without changes to the number and size of the stalls. However, the feasibility of these suggestions should be further confirmed in the detailed design stage.

6.2.1 Layout

Stall sizes remain unchanged but the layout of stalls will be rearranged to allow for opening up of the central void and building façade.

Table 6.1 Number of Stalls by Trades under Option 1, Yau Ma Tei Market

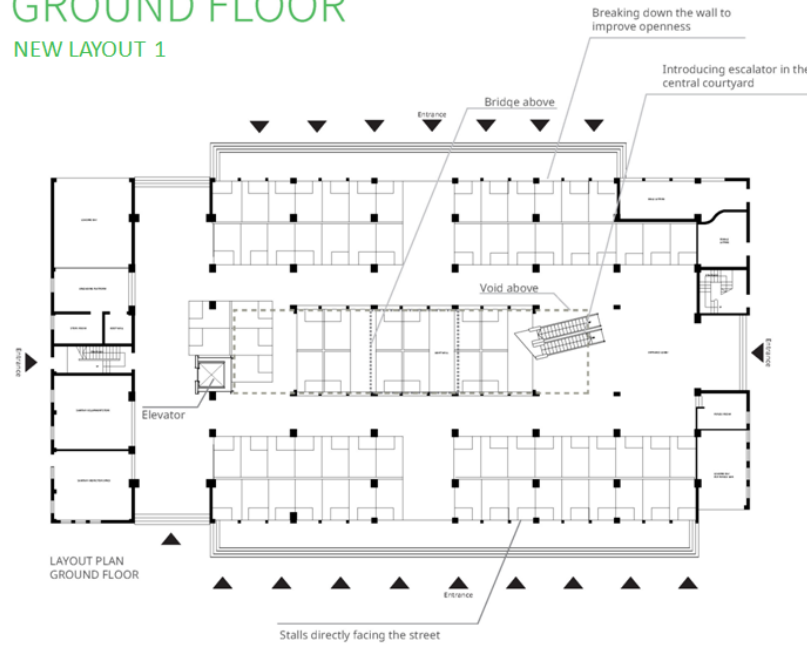
Trades	Existing Layout	Option 1
G/F		
<i>(No. of market stalls occupied)</i>	79	63
Seafood	49	54
Food Related Dry Goods	3	/
Fruits	3	3
Vegetables	5	5
Food Related Wet Goods	18	/
Ice stall	1	1
Storage	1	15
Vacant	5	/
1/F		
<i>(No. of market stalls occupied)</i>	56	72
Seafood	5	/
Food Related Wet Goods	1	19
Food Related Dry Goods	6	9
Non-food Related Dry Goods	2	2
Poultry	19	19
Fresh Beef	3	
Fresh Meat	13	20
Fresh Pork	4	
Frozen Meat	2	2
Ice stall	1	1
Storage	/	3

Vacant	3	/
Total no. of market stalls occupied (excl. storage)	135	135
Total no. of stalls	144	153

Figure 6.1 Layout Design of Ground Floor and First Floor, Yau Ma Tei Market under Option 1

GROUND FLOOR

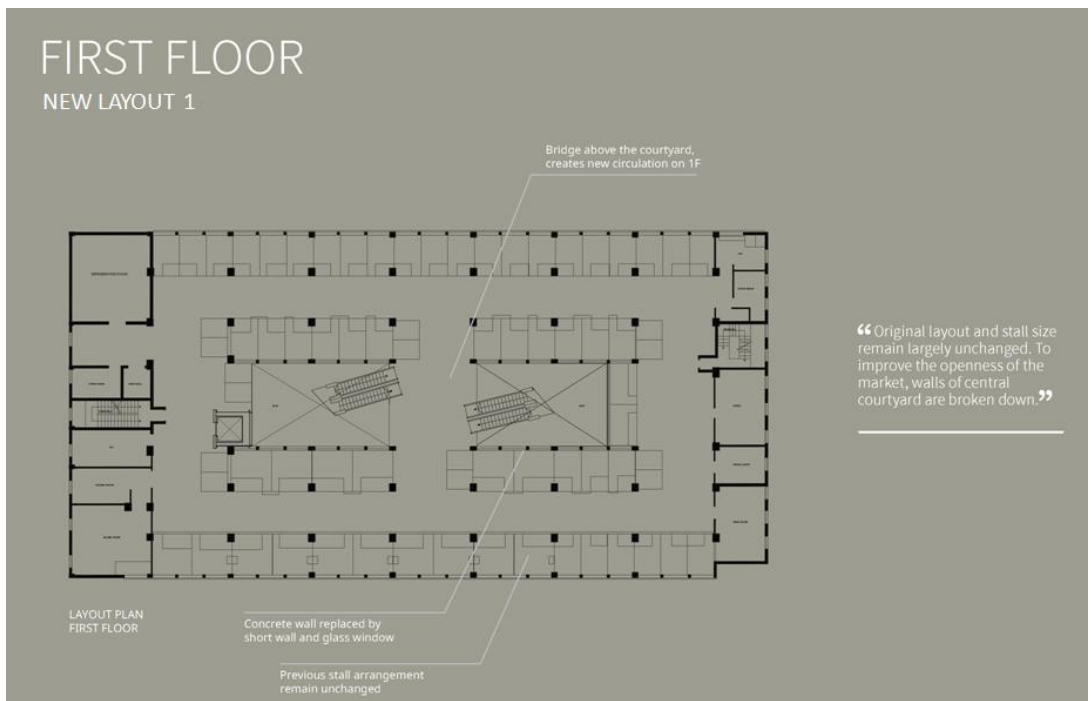
NEW LAYOUT 1



“Original layout and stall size remain largely unchanged. To improve the openness of the market, two sides of walls are broken down in order to create interaction between the market and streets.”

FIRST FLOOR

NEW LAYOUT 1



“Original layout and stall size remain largely unchanged. To improve the openness of the market, walls of central courtyard are broken down.”

6.2.2

Stall Configuration

Although stall sizes will not be changed, where possible, the high walls and wire mesh enclosing the stalls are suggested to be replaced by low walls (i.e., 1.4 metre high) to avoid potential fire hazards and enhance visibility of the market, provided that sufficient storage space can be made available to minimize the impact on daily operations. The zone above 1.4 metre and below the overhead signage should be kept clear.

6.2.3 MVAC System

The MVAC system will have to be improved. With an open design, it is suggested that the Government may investigate the use of a MEAT system to enhance ventilation in the market. The arrangement of air ducts has been discussed in section 4.3.3. The cost-effectiveness of installing a MEAT system will have to be considered under the open design given high capital cost will be involved.

6.2.4 Escalator

At the moment, there are no escalators in Yau Ma Tei Market. It is suggested that an escalator should replace the existing main staircase, bringing more patronage to the first floor of the market.

6.2.5 Cargo Lift

The existing lift cage is inefficient at moving goods from the loading area to the first floor. It is suggested the lift cage be replaced by a modern cargo lift, with modifications to the lift shaft which will not affect the size of tenant stalls.

6.2.6 Toilet Facilities

It has been reflected in the survey that the number of toilet cubicles are inadequate. The toilet facilities should be upgraded, e.g., by installing sufficient number of cubicles.

6.2.7 Other Facilities

In order to enhance the operating environment and shopping experience, other facilities such as CCTV systems, FSI provision, loading and unloading bays, BFA, lighting and flooring should also be provided or upgraded.

6.3

Option 2

6.3.1

Stall Configuration

Although the market stalls size in Yau Ma Tei Market is larger than that in Tsuen Wan Market, it is still below the current standard. For example, the existing seafood stalls have an average stall size of 9.5m² compared to the current standard of 16.56m² (4.6m x 3.6m). Accordingly it is recommended that the stall size should be enlarged. In order to increase stall size there must be a decrease in the number of stalls. Again, attention has been paid to the actual number of tenants when drafting Option 2.

The new design proposal allows 101 enlarged stalls, such that each of the tenants can rent at least one stall. It is suggested that the height of the walls at the stalls be reduced to 1.4m.

Table 6.2 Number of Stalls Required by Trade, Yau Ma Tei Market

Trades	Existing	Number of Stalls Required		Option 2
		One Tenant One Stall*	Additional Stalls Assigned for Tenants of Multiple Trades	
G/F				
(No. of market stalls occupied)	79	56	59	56
Seafood	49	30	30	30
Food related dry goods	3	3	3	3
Fruits	3	2	3	2
Vegetables	5	4	4	4
Food Related Wet goods	18	17	18	17
Ice stall	1	/	1	/
Storage	1	/	/	2
Vacant	5	/	/	/
1/F				
(No. of market stalls occupied)	56	41	45	43
Seafood	5	4	4	4
Food related wet goods	1	1	1	1
Food related dry goods	6	5	5	5
Non-food related dry goods	2	2	2	2
Poultry	19	14	14	14
Fresh beef	3	3	3	
Fresh meat	13	9	12	16
Fresh pork	4	3	3	
Frozen meat	2	/	/	/
Ice stall	1	/	1	1
Storage	/	/	/	/
Vacant	3	/	/	/
Total no. of market stalls occupied (excl. storage)	135	97	104	99
Total no. of stalls	144	97	104	101

* If the tenant owns stalls of more than one trade, a stall of trade with larger size is allocated.

6.3.2

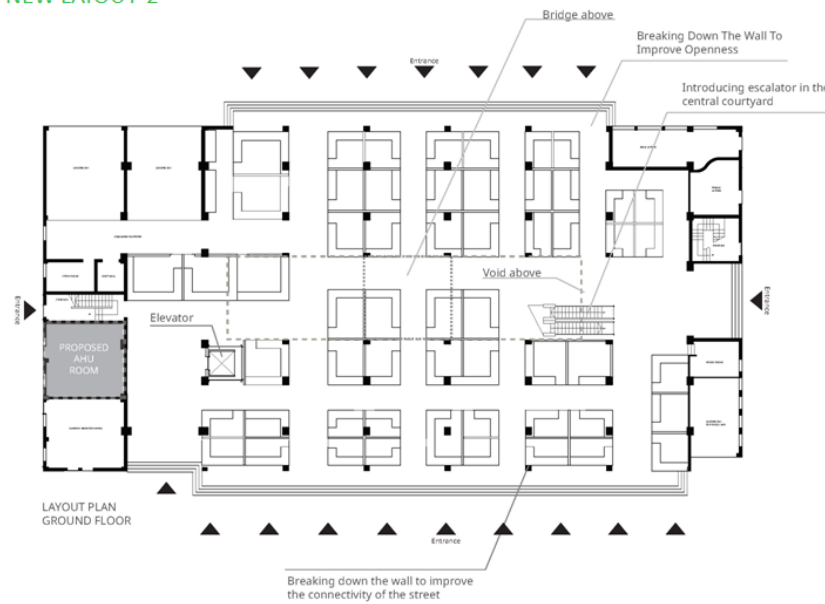
Layout

Option 2 adopts a more open design on the ground floor by removing two of the enclosing walls so that some of the market stalls become street facing stalls. This design is more inviting although it accommodates fewer stalls. The void is also removed to provide more space.

Figure 6.2 Layout Design of Ground Floor and First Floor, Yau Ma Tei Market under Option 2

GROUND FLOOR

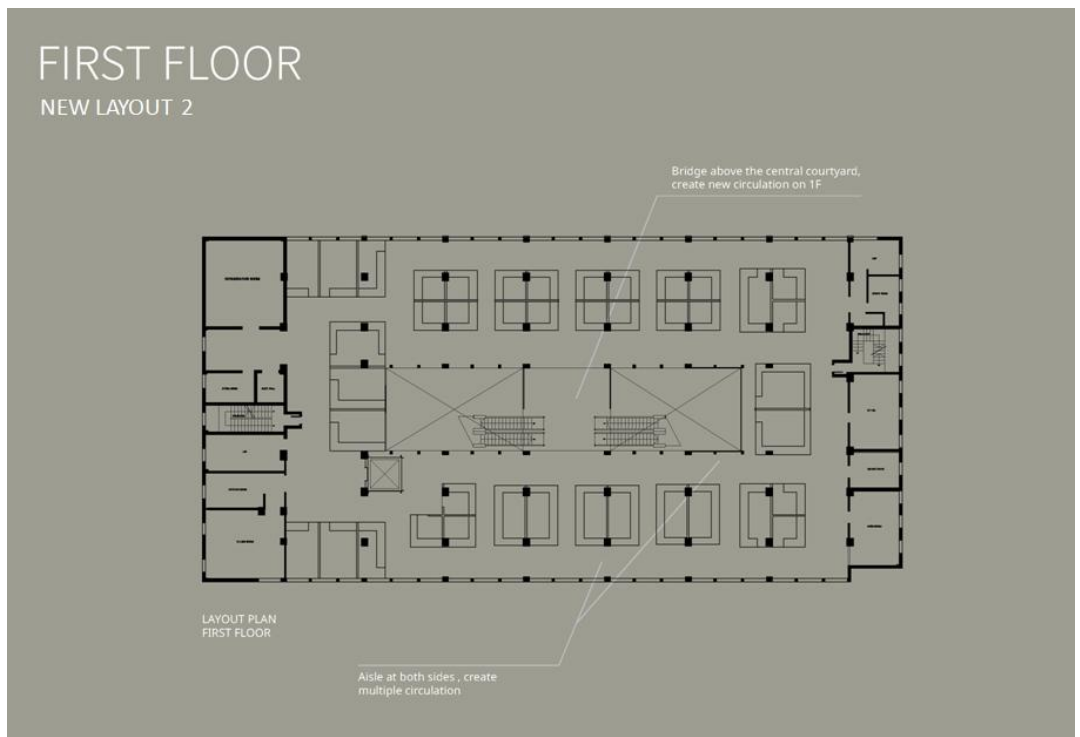
NEW LAYOUT 2



“To improve the openness of the market, two sides of walls are broken down in order to create interaction between the market and street.”

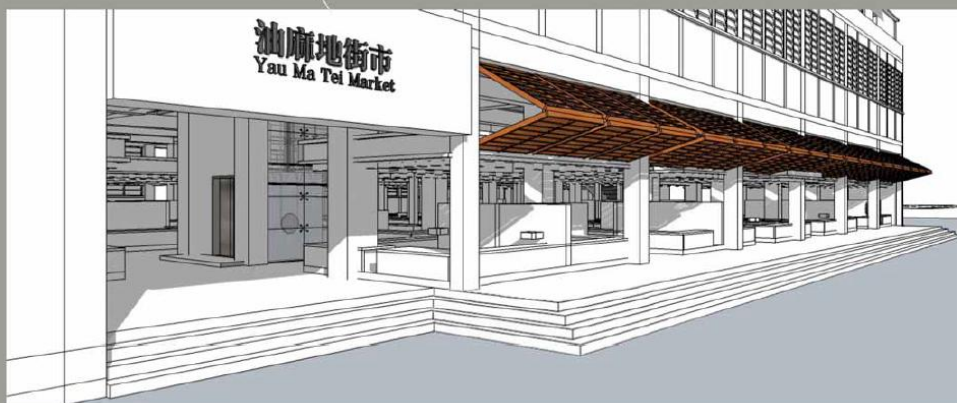
FIRST FLOOR

NEW LAYOUT 2



FACADE MODIFICATION

STALLS FACING STREET

Entrance Facing
Reclamation Street, across Kam Su Street

**Note that at the moment level difference exists between the street and the ground floor of the market and hence stair steps might be required at the entrance. The possibility of eliminating the level difference may be investigated during the stage of detailed design.*

Presently, the staff quarters on the second floor is left unused. The vacant second floor is re-vitalised under the design proposal. Two potential directions are possible:

- To be used as an extension of public market and accommodate stalls selling meat or dry goods. Patrons mentioned in survey and focus group that they wish to see more meat and dry goods stalls in the market.
- To come up with a separate project under the theme of “food culture”. The Government can invite proposals from single operators. Possible business lines under the theme of food culture may include restaurants, indoor farming, stalls for selling handcrafts and farmers’ produce.



6.3.3 MVAC System

Refer to section 6.2.3.

6.3.4 Escalator

At the moment, there are no escalators in Yau Ma Tei Market. It is suggested that an escalator should replace the existing main staircase, bringing more patronage to the first and second floors.

6.3.5 Cargo Lift

Refer to section 6.2.4.

6.3.6 Loading and Unloading Bays

The loading bay should be enlarged without altering its original location. The existing entrance facing Battery Street will be displaced to allow for the space required.

6.3.7 Toilet Facilities

Refer to section 6.2.5.

6.3.8 Façade

Yau Ma Tei Market has a unique façade which is suggested to be preserved in both of the design proposals.

6.3.9 Other Facilities

Refer to section 6.2.6.

7 Ngau Chi Wan Market: Reconnecting

7.1 Introduction

Ngau Chi Wan Market has a convenient location and serves relatively large number of patrons. One of the side entrances faces Kam Chi Path is a vibrant shopping area. To capture more patrons, the Consultant has designed proposals to enlarge and enhance the entrance to better connect with the neighbourhood.

The recommended improvement framework for Ngau Chi Wan Market aims to keep the number of stalls unchanged while offering an enhanced physical environment.

7.2 Recommended Improvement Framework

7.2.1 Layout

The stall sizes remain unchanged. An “Island” design is recommended, grouping some stalls in islands of four stalls to enhance circulation of patrons.

Two entrances are modified:

- The entrance facing Kam Chi Path is enlarged to invite more patrons to the market. Some stalls are then aligned facing the enlarged Kam Chi Path entrance.
- The concrete wall next to side entrance facing Lung Cheung Road is replaced with a glass wall to enhance openness.

Table 7.1 Number of Stalls by Trades, Ngau Chi Wan Market

Trades	Existing	New Layout
G/F		
(No. of market stalls occupied)	205	205
Seafood	31	31
Non-food related wet goods	37	37
Food related wet goods	110	110
Siu Mei / Lo Mei	5	5
Food related dry goods	9	9
Non-food related dry goods	8	8
Poultry	2	2
Newspaper	1	1
Tradesman	1	1
Ice stall	1	1
Storage	/	13
Vacant	2	/
1/F		
(No. of market stalls occupied)	163	163
Food related dry goods	35	35
Food related wet goods	2	2
Meat	36	36
Non-food related dry goods	87	87
Non-food related wet goods	3	3
Storage	/	11
Vacant	17	/
Total no. of market stalls occupied (excl. storage)	368	368
Total no. of stalls	387	392

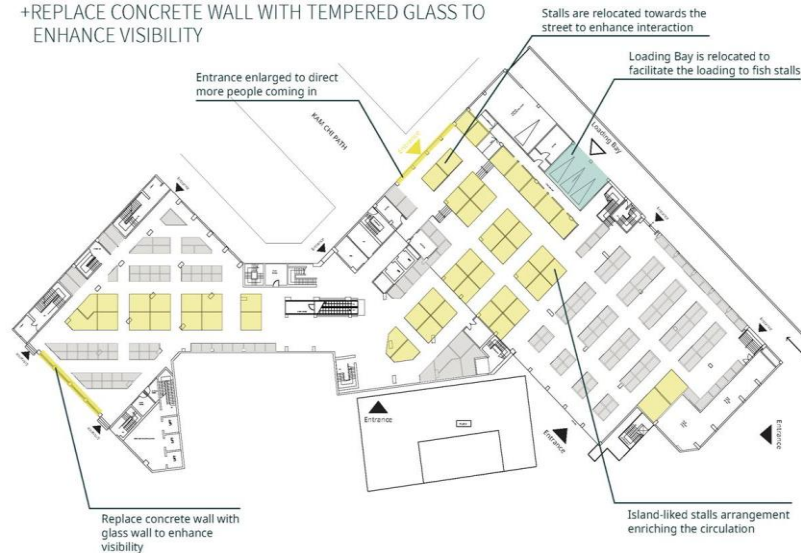
Note: There are 6 former poultry stalls on G/F not counted in the existing layout.

Figure 7.1 Layout Design for Ground Floor and First Floor, Ngau Chi Wan Market

GROUND FLOOR

NEW LAYOUT

- +WIDEN ACCESS TO KAM CHI PATH
- +BREAK DOWN CORRIDOR INTO ISLANDS
- +REPLACE CONCRETE WALL WITH TEMPERED GLASS TO ENHANCE VISIBILITY



“Open up entrance facing Kam Chi Path to enhance interaction with street. Installing tempered glass wall to improve the visibility. Island stalls replace the elongated corridor.”

LARGE STALL UNIT SIZE -> 3400 x 2850 mm
SMALL STALL UNIT SIZE -> 1200 x 1600 mm

LAYOUT PLAN
GROUND FLOOR

FIRST FLOOR

NEW LAYOUT

- +BREAK DOWN CORRIDOR INTO ISLANDS
- +REPLACE CONCRETE WALL WITH TEMPERED GLASS FACADE TO ENHANCE VISIBILITY



“Open up entrance facing Kam Chi Path to enhance interaction with street. Installing tempered glass wall to improve the visibility. Island stalls replace the elongated corridor.”

LARGE STALL UNIT SIZE -> 3400 x 2850 mm
SMALL STALL UNIT SIZE -> 1200 x 1600 mm

LAYOUT PLAN
FIRST FLOOR

ENTRANCE

RECONNECT THE NEIGHBOURHOOD

Entrance facing Kam Chi Path



“Entrance is enlarged to draw people from Kam Chi Path. Stalls are facing the street to increase interaction.”

FACADE

RECONNECT THE NEIGHBOURHOOD

Facade facing Lung Cheung Road



“Concrete wall is replaced by tempered glass window to enhance the visibility and to draw people coming in.”

Where possible, the Government may consider lowering the height of the walls at the stalls to 1.4m to avoid fire risk caused by stock piling and improve openness, provided that sufficient storage space can be made available to minimise the impact on daily operations.

7.2.2 MVAC System

Stakeholders reflected in the survey that they were not satisfied with the performance of the MVAC system and an air conditioning system is needed to regulate the temperature inside the market and cooked food centre.

The existing configuration should allow the cooling tower to be installed on the rooftop. Space will be required for the new transformer room.

7.2.3 Escalator

There is a pair of escalators in Ngau Chi Wan Market. There is a step in front of the escalators which may trip the patrons who are not attentive. It is suggested that the step be modified / replaced as a ramp.

Figure 7.2 Escalator



**Stair Step in front of the Escalators
(Ngau Chi Wan Market)**



**Ramp in front of the Escalators
(Sheung Fung Street Market)**

7.2.4 Toilet Facilities

The survey revealed that both tenants and patrons were not satisfied with the toilet facilities. Due to the large number of tenants and patrons, it is suggested that the toilet facilities be upgraded to include more cubicles. The exact number will need to be confirmed during the stage of detailed design. In case there is not enough room for enlarging both lavatories, one potential solution is to increase the number of cubicles for the female toilet, while reducing those in the male toilet.

7.2.5 Façade

Glass façade could be introduced to replace the concrete walls on the first floor facing Lung Cheung Road and Kam Chi Path. This enhances the openness and makes the market more inviting.

7.2.6 Other Facilities

In order to enhance the operating environment and shopping experience, other facilities such as CCTV systems, FSI provision, loading and unloading bays, BFA, lighting and flooring should also be provided or upgraded.

8 Sheung Fung Street Market: Refining

8.1 Introduction

Sheung Fung Street Market is in fair condition. The size of market stalls is relatively large and has a MEAT system in place. Therefore, in terms of facilities, only slight refinement is needed.

Sheung Fung Street Market mainly serves the local residents living near the market. The appearance of the market is not distinctive even though an icon is already attached to the façade. In order to attract more patronage, the façade should be enhanced and some non-physical improvements are required, which will be discussed in Chapter 11.

The recommended improvement framework for Sheung Fung Street Market aims to keep the number of stalls unchanged while offering an enhanced physical environment.

8.2 Recommended Improvement Framework

8.2.1 Layout

The stall sizes are still relatively large when compared to many other public markets though still falling short of meeting the prevailing standard. It is suggested that no major changes are to be made on the existing layout. The following table shows a summary of the stalls by trade. There are six former poultry stalls which can be converted to storage stalls.

The height of the walls at the stalls near the centre of the market could be reduced to 1.4m to avoid fire risk caused by stock piling and improve openness.

Table 8.1 Number of Stalls by Trade, Sheung Fung Street Market

Trades	Existing	New Layout
G/F		
(No. of market stalls occupied)	42	42
Seafood	6	6
Food related wet goods	19	19
Fruits	5	5
Meat	8	8
Non-food related wet goods	1	1
Food related dry goods	1	1
Newspaper	1	1
Ice stall	1	1
Storage	/	/
Vacant	/	/
1/F		
(No. of market stalls occupied)	29	29

Food related dry goods	11	11
Non-food related dry goods	15	15
Poultry	1	1
Siu Mei / Lo Mei	2	2
Storage	/	6
Vacant	/	/
Total no. of market stalls occupied (excl. storage)	71	71
Total no. of stalls	71	77

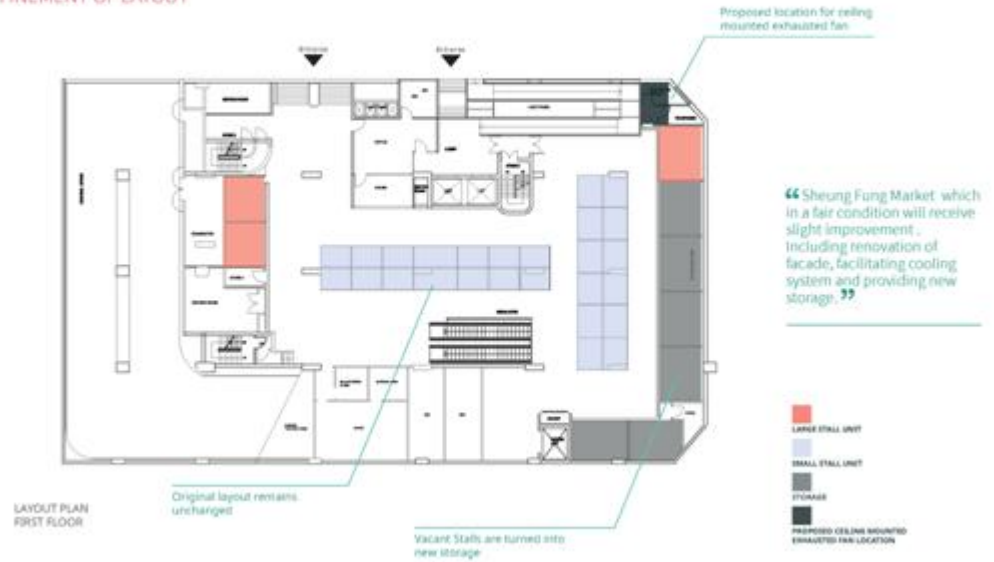
Note: There are 6 former poultry stalls on 1/F not counted in the existing layout.

Figure 8.1 Layout Plan of Sheung Fung Street Market



FIRST FLOOR

NEW LAYOUT
+REFINEMENT OF LAYOUT



8.2.2

MVAC System

As the MEAT system is already in place, Sheung Fung Street Market is less in need of an air-conditioning system as compared to other public markets with a mechanical ventilation system.

The outlets of the existing MEAT system should be relocated and windshields should be installed to satisfy different needs of the stalls. The ceiling mounted exhausted fan could be installed above the poultry stalls to enhance ventilation.

Figure 8.2 MVAC System

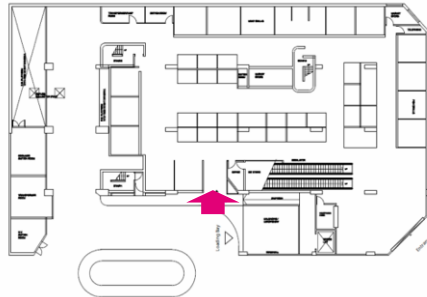


The existing outlets blocked to avoid direct blowing of wind onto fresh food

8.2.3 Windshield

A concrete windshield should be installed at the entrance next to the loading bay to prevent goods being damaged by strong wind blowing from outside.

Figure 8.3 Location of Proposed Windshield



Entrance where windshield should be installed

8.2.4 Façade

The existing market façade is not distinctive or even identified with a market icon. The façade should be enhanced to strengthen the market's identity.

Figure 8.4 Façade



Market façade not distinctive



Examples of building with sharp colours, representative icon or large outdoor signboards help improve visual identity

8.2.5 Other Facilities

In order to enhance the operating environment and shopping experience, other facilities such as CCTV systems, toilet facilities, FSI provision, loading and unloading bays, BFA, flooring and lighting should also be provided or upgraded.

9 Lockhart Road Market: Reprogramming

9.1 Introduction

Lockhart Road Market is located at a mixed-use district with both residential and working population. The market does not have a large patronage. The new Wan Chai Market is also located within a 10 minute walk.

The stalls on the ground floor of the market are relatively large while some on the second floor are small. The market section has a MEAT system in place while the cooked food centre is installed with an air conditioning system. The recommended improvement framework for Lockhart Road Market aims to keep the number of stalls unchanged while offering an enhanced physical environment.

To capture potential patrons, the Consultant has made proposals to enhance the façade. Also, the list of trade in the market is suggested to be re-programmed to stay responsive to retail market changes. For example, promotional area should be introduced and more flexibility should be allowed in changing the type of trade. These non-physical measures will be discussed in Chapter 11.

9.2 Recommended Improvement Framework

9.2.1 Stall Configuration

It is suggested that no major changes are to be made on the existing stall size of Lockhart Road Market. There are former poultry stalls and vacant stalls which can be converted to storage stalls. The following table shows a summary of the stalls by trade.

The height of the walls at the stalls near the centre of the market could be reduced to 1.4m to avoid fire risk caused by stock piling and improve openness.

For the cooked food centre, stall size and size of dining area could be kept unchanged.

Table 9.1 Number of Stalls by Trades, Lockhart Road Market

Trades	Existing	New Layout
G/F		
(No. of market stalls occupied)	50	50
Seafood	12	12
Food related wet goods	21	21
Fruits	7	7
Meat	5	5
Non-food related wet goods	4	4
Siu Mei / Lo Mei	1	1
Storage	/	1
Vacant	2	/
1/F		
(No. of market stalls occupied)	71	71
Food related dry goods	8	8
Non-food related dry goods	58	58
Poultry	5	5
Food related wet goods	/	/
Storage	6	40
Vacant	18	/
Total no. of market stalls occupied (excl. storage)	121	121
Total no. of stalls	147	162

Note: There are 5 former poultry stalls on 1/F not counted in the existing layout.

9.2.2

Layout

The entrance facing Hennessey Road is recommended to be enlarged to attract more patrons. The wall next to Hennessey Road entrance should be replaced with a lower wall and glass windows to enhance openness.

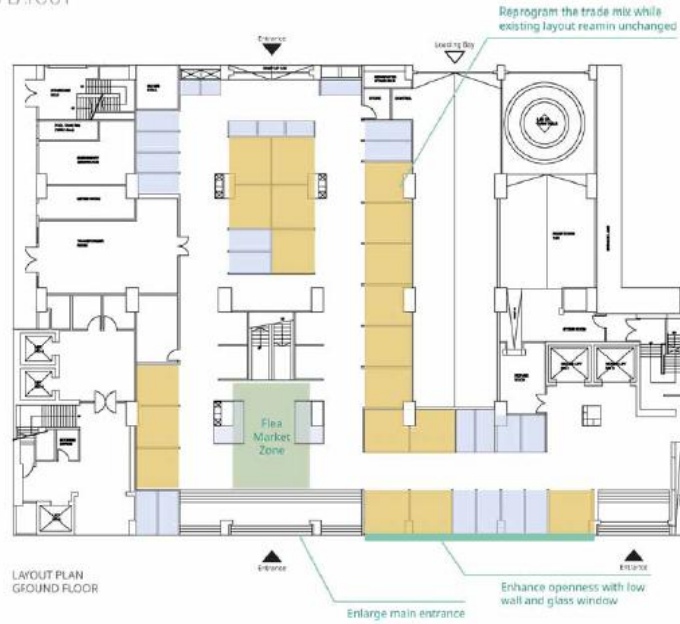
The area in between the escalator and the entrance facing Hennessey Road should be utilised as a flea market zone / pop-up retail area so that tenants can rent and sell their goods on promotion. It is also suggested that flexibility should be allowed in diversifying the trade mix of Lockhart Road Market. Lockhart Road Market, serving not only residents but also working population nearby, may serve the demand for light refreshment and food that are ready for consumption especially from the working population.

The list of trades on the first floor should be reprogrammed such that the storage stalls are grouped at location away from the prime shopping area. The former poultry stalls could be re-sized to form storage stalls.

Figure 9.1 Layout Plan of Lockhart Road Market

GROUND FLOOR

NEW LAYOUT

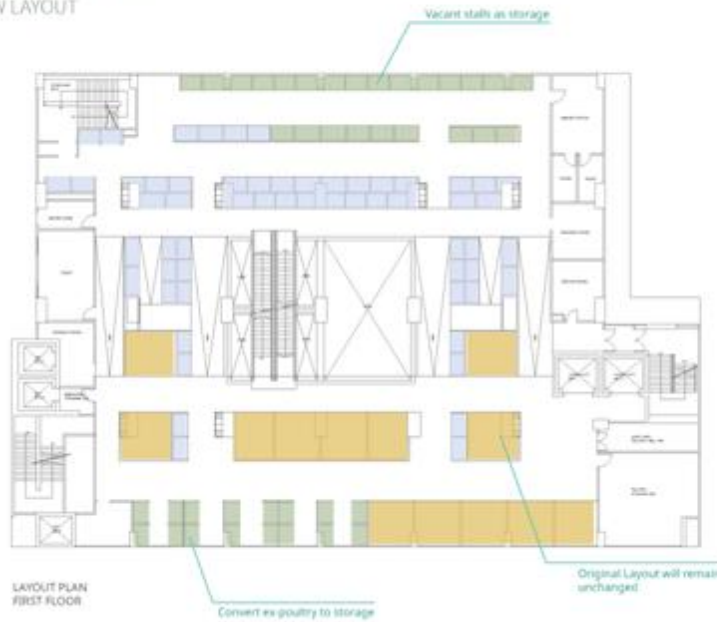


“Lockhart Road Market will be reprogrammed with the trade mix. Other physical improvements includes renovation of facade, enlarging main entrance.”

■ LARGE STALL UNIT
■ SMALL STALL UNIT

FIRST FLOOR

NEW LAYOUT



“Lockhart Road Market will be reprogrammed with the trade mix. Other physical improvements includes renovation of facade, enlarging main entrance.”

■ LARGE STALL UNIT
■ SMALL STALL UNIT
■ STORAGE



9.2.3 MVAC System

The Lockhart Road Market has a MEAT system in place, and is hence less in need of an air-conditioning system as compared to other public markets with a mechanical ventilation system installed.

Tenants commented that the MEAT system functions ineffectively on the ground floor and that the hot air from the heavily trafficked Hennessey Road flows into the market. Windshields could be installed to the entrances to relieve the situation.

For cooked food centre, an air conditioning system has already been installed and no major replacement is required.

9.2.4 Toilet Facilities

It has been reflected in the survey that the number of toilet cubicles are inadequate. The toilet facilities should be upgraded, e.g., by installing sufficient number of cubicles. The exact number will need to be confirmed during the detailed design stage. In case there is not enough room for enlarging both lavatories, one potential solution is to increase the number of cubicles for the female toilet, while reducing those in the male toilet.

9.2.5 Loading and Unloading bays

The size of the existing loading bay is inadequate and has to be enlarged. The size required will need to be confirmed during the stage of detailed design.

9.2.6 Other Facilities

In order to enhance the operating environment and shopping experience, other facilities such as CCTV systems, FSI provision, BFA, lighting and flooring should also be provided or upgraded.

10 Wing Fong Street Market: Reorganising

10.1 Introduction

Wing Fong Street Market is located at the periphery of the residential area and facing schools along Wing Fong Street, where pedestrian flow is not high. On the other hand, Shing Fong Street and Che Fong Street near the market are very vibrant with stalls and shops selling fresh provisions.

The Consultant has drafted an improvement plan with the intent to re-organise the main entrance and loading area so as to capture the patrons walking from the vibrant area. The recommended improvement framework for Wing Fong Street Market aims to keep the number of stalls unchanged while offering an enhanced physical environment.

10.2 Recommended Improvement Framework

10.2.1 Stall Configuration

No major changes are to be made on the existing stall size. The following table shows a summary of the stalls by trade.

Table 10.1 Number of Stalls by Trade, Wing Fong Street Market

Trades	Existing	New Layout
G/F		
(No. of market stalls occupied)	106	106
Dry goods	56	56
Fresh Meat	5	5
Frozen Meat	3	3
Frozen Poultry	1	1
Fruit	14	14
Live Poultry	1	1
Seafood	10	10
Siu Mei / Lo Mei	2	2
Wet goods	13	13
Ice stall	1	1
Storage	/	/
Vacant	6	6
Total no. of market stalls occupied (excl. storage)	106	106
Total no. of stalls	112	112

Note: There are 4 former poultry stalls not counted in the existing layout.

10.2.2

Layout

The loading area and refuse room facing Yan Fong Street are to be converted into a new entrance for bringing in more patrons. On the other hand, the loading bay and refuse room should be relocated facing Wing Fong Street.

As a result of the change, some stalls are re-aligned to utilise the space next to the new entrance.

Figure 10.1 Layout Plan of Wing Fong Street Market





10.2.3 MVAC System

The ventilation system will need to be replaced with an air conditioning system. In case an air conditioning system is to be installed, the air handling unit could take up space at the former poultry stalls, the water tower could be placed on the rooftop above the market. Space will be required for the new transformer room.

10.2.4 Façade

The existing market façade is not distinctive. The façade should be enhanced, for example by placing outdoor signboards, to strengthen the market's identity.

10.2.5 Other facilities

In order to enhance the operating environment and shopping experience, other facilities such as CCTV systems, toilet facilities, FSI provision, BFA, flooring and lighting should also be provided or upgraded.

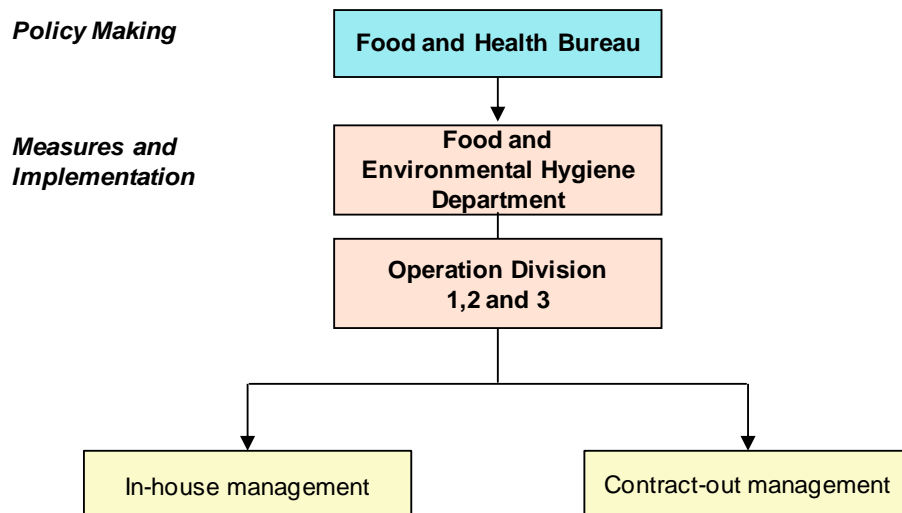
11 Management Mode and Non-physical Improvement Measures

11.1 Existing Policy and Management

At the time when most of the existing public markets were built, the top priority then was to re-site as many on-street hawkers as the markets could take in. This had shaped the design and layout of the public markets as how they appear today.

The initial administrative function has not only shaped the building design and interior layout of many public markets, but also affected their focus of daily management – e.g., maintaining hygiene and basic order for operation forms the key focus for daily management, instead of attracting patrons or boosting commercial utilisation.

Figure 11.1 Existing Management Structure



As shown in Figure 11.1, there are two existing modes of management for the public markets managed by FEHD, namely “in-house management” and “contract-out management”. One of the key responsibilities for the market management teams is to implement policy by carrying out daily management duties assigned by the Government. These market management teams are also expected to recommend and devise plans to improve the *management* and *viability* of public markets, and ultimately their duty is to ensure the normal operation of the markets and keep the markets clean. According to FHB/FEHD, the key roles and accountabilities of these two management teams are summarised as follows:

- In-house Management

Under the in-house model, a market is usually managed by a market assistant, assisted by a workman, and the market assistant will oversee a security guard and a cleansing contract. The market assistant’s main concern is to maintain the basic

operation, order and cleanliness of the market. He patrols the market, acts on tenancy infringements, handles enquiries/complaints, distributes demand notes for market rental and ensures their settlement, etc. The market assistant does not have any expertise in managing commercial operations.

At the district level, there are one to four overseers who pay regular visits to all the markets in the districts to monitor the work of the market assistants. They help investigate the more difficult complaints, monitor progress of the maintenance and improvement works of the market, and process various case work, such as applications for transfer or succession of tenancy, renovation of stalls, change of trade, etc. Again, overseers do not have expertise in running commercial complexes, and their major concern is to ensure basic orderly operation of the market. Also, the time they can afford to spend on each market is limited.

- **Contract-out Management**

Under the contract-out mode, FEHD does not have on-the-ground staff in the markets. There are two contracts, one on management and one on security guard services. Under the management contract, the contractors provide personnel to man most of the markets. They patrol the markets in peak trading hours, ensure compliance with tenancy and legislation, prevent obstructions, issue verbal warnings, clean the market, forward fitting out applications for vetting, do minor repair and maintenance works, handle complaints and enquiries and monitor the security guards. Again the personnel is more focused on ensuring basic orderly operation of the market.

At the district level, there is a Market Task Force, comprising an overseer and three to four foremen who pay visits to all the markets in the district with enforcement as one of their major duties.

11.1.1

Current Challenges and Constraints

Resources Spent on the Management of Markets

Under in-house management, a single staff at relatively front line level is tasked to look after a market which may have hundreds of stalls. According to FEHD, the behaviour and practices of tenants have rendered the day-to-day management and enforcement by FEHD difficult. For example, tenants often find means to circumvent the tenancy conditions through unauthorised extension of their business areas. FEHD market staff reflected that their workload is heavy with various requests from tenants, patrons and the general public.

In taking forward improvement measures such as routine maintenance and consolidation of stalls, FEHD met with resistance from tenants on grounds of temporary disruption of their business or long-term relocation resulting in loss of their clientele. For example, some tenants refused to let the works department undertake the repair and maintenance works during the operating hours of public markets.

As reflected by FEHD, both in-house and contract-out management teams may be inadequately staffed and do not have the relevant commercial expertise, nor are they rewarded for improving the viability of the market. In addition, according to FEHD staff, their attempts to take enforcement actions are subject to tedious

procedures, appeals and legal challenges, which would add on to the already heavy workload. It is therefore unlikely for them to spend further efforts to seek ways to enhance the viability of a market.

It can be seen from the above that the market management teams lack the manpower and motivation to improve the markets' viability, especially when the daily management of different public markets has already become such a challenging task.

Rental

FEHD's attempts to adjust rental have not been successful and the market rentals have been frozen for more than a decade. The low rental for many of the stalls may be a cause for many of the inherent problems of the markets, including unlevel playing field and higher possibility of subletting market stalls for financial gains.

Public Expectation

FEHD's management roles have been subject to many constraints. While it is the landlord and enforcement agency of the markets, FEHD being a Government department, is often expected to show sympathy for tenants who are perceived to be grass roots. The dual and conflicting roles of FEHD have often caused pressure on FEHD staff in striking a balance in ambivalent situations.

The public should understand the importance for FEHD to take stringent enforcement actions in order to manage public markets in a sustainable manner. In regard to termination of inactive tenancy, it is necessary to spell out clearly in existing tenancy agreements as to what constitutes active operations. For those who fail to meet the requirements, they should leave the market in order to make available valuable public resources for other interested parties.

11.2

Need for Change of Management Model

In view of the historical background of public markets, it is fully recognised that the above preferred changes to FEHD's management role may be difficult to achieve. Some fundamental mind-set changes are needed. In order to create motivation for public markets to continuously improve in a sustainable manner, it is suggested to consider creating a "sense of ownership" and "opportunity for tenants' participation" associated with the public markets' daily management.

For private market operators, their motivation to improve market facilities is often to increase the trading volume in the markets so that they will have the opportunity to increase rents and hence their revenue. The markets run by private companies are generally founded for-profit to "generate income for entrepreneurs and their employees"²⁷ and offer "products and services that are valued in the marketplace,

²⁷ <http://smallbusiness.chron.com/non-profit-organization-vs-profit-organization-4150.html>

choosing to distribute profits between owners, employees, shareholders and the business itself²⁸.

Private market operators are often very customer oriented (e.g. “customer is king”) and provide higher level of service quality. They constantly ensure their markets sell products and services that meet customers need at a price that customers are willing to pay. Therefore, with the motivation of profit-making, private market operators always look for means to enhance their competitiveness in both product varieties and service quality.

The stakeholders of public markets, on the other hand, do not possess adequate motivation in improving the markets. As mentioned earlier, the management teams are not rewarded for improving viability and their workload is heavy. The tenants do not take ownership to help keep the operating environment decent, clean, neat and tidy, even though such environment is beneficial to them.

We need to find a way to modify the public market management model to allow for tenants and stakeholders in the community to develop a sense of ownership over the public market business so as to voluntarily make greater contribution at the implementation level of market management. However, this is possible only if the existing management model is revamped to allow tenants’ participation.

A mechanism has to be created to enable tenants as a key driving force to influence the operating environment improvements of public markets. It is suggested that the Government should conduct another study to investigate in detail the feasibility of introducing a new management model for the public markets.

It is worth emphasising that in creating the opportunity for participation in the decision-making process by tenants and relevant stakeholders, their roles, responsibilities and the resources availability / constraints will have to be clearly defined.

11.2.1

A New Management Model

Mere improvements to the physical aspects of public markets will not bring about lasting changes. The management of the public markets has to be improved to achieve sound governance alongside with the physical aspects of the public markets to ensure sustainable development of the markets.

The following provides a preliminary assessment of various principles to be considered for further investigation.

²⁸ <http://smallbusiness.chron.com/non-profit-organization-vs-profit-organization-4150.html>

a) Higher participation of tenants

It is important to foster a “sense of ownership amongst tenants” and an “opportunity for tenants’ participation” in the decision-making process of the public markets’ day-to-day management.

The existing Market Management Consultative Committee (MMCC) serves mainly for advisory purposes. The main duties of MMCC are to provide advice on improving the management and business environment of public markets, devise promotion plans and provide input for improving the facilities for the disabled persons in public markets. More details of MMCC are set out in Appendix B.

One possible option to allow higher participation of the tenants²⁹ is to empower the MMCC to make decisions in relation to daily management issues, under a pre-defined scope such as the selection of cleaning services, application of trade mix change and seasonal promotion events.

In considering ways to empower the MMCC, one should also note that the tenants may not have the time and motivation to fully participate in the MMCC. Also, the level of participation of MMCC in the selection of contractors will need to be carefully studied to ensure a fair selection.

b) Higher participation of local community

Apart from tenants, participations of local community and district councillors are as important.

Through sharing responsibility, and at the same time sense of ownership, higher flexibility and more business opportunities will be opened up³⁰.

c) Increasing business sense

A sustainable business model should be adopted in reviewing the management of market³¹. The power to negotiate rentals, choose both the trade mix and tenants, and to retain only tenants that are actively conducting business are all crucial in promoting the viability of the market.

²⁹ As the existing MMCC was formed for advisory purposes, its nature is changed after empowerment. The Government is suggested to dismiss the existing MMCC and form a new committee through open election. As such the election procedure of representatives of Owners’ Corporation may worth to be investigated. To improve the representativeness of the new committee, the Government may consider increasing the number of tenant representatives in the committee.

³⁰ One option is to form a corporation comprising district councillors, local residents and Government representative to make decisions on daily management and handle financial issues. However, to pursue this option, complicated legal and financial issues have to be resolved first.

³¹ FEHD may consider letting out the stalls in a market to a single operator, e.g. private, co-operative, NGO, who can then run the market like a private market. But as the existing Public Market Ordinance does not allow a single operator, the ordinance will have to be revised before such option could be achieved.

It is worth noting that the above are only general principles suggested. The list of possible options is non-exhaustible. No options are perfect. They all have pros and cons. The level of tenants' involvement (i.e. duties and liabilities) in the new management body can be varied to suit actual needs and preferences – more models could be “invented”. The possible options of new proposed management models have to be further studied and the subject of further consultation with the tenants.

The following table provides a broad-brush comparison amongst some potential management models and the existing one, on their key characteristics as well as their pros and cons.

	Existing	Empowered MMCC	Community Management Corporation	Single Operator
Government Involvement in Daily Management	High			Low
Tenants' Participation in Daily Management	Low			It depends*
Financial Dependency on Government	Fully Dependent	Fully Dependent	Partially Dependent / Independent through recovering management fee	Independent
Party Enforcing Contract Terms with Individual Stalls	FEHD	FEHD	FEHD	Single operator, whose performance is monitored by the Government.
Pros	<ul style="list-style-type: none"> Decision bounded by the Government with the interests as an owner Ease of administration Absence of conflict of interests 	<ul style="list-style-type: none"> Increasing tenants' sense of ownership through greater participation Only little to moderate changes to the existing management model are required 	<ul style="list-style-type: none"> Higher flexibility and more business opportunities opened up through shared responsibility Government keeps her voting right 	<ul style="list-style-type: none"> High efficiency in improving the market operating environment Overall financial viability of the market can be ensured Ease of administration for the Government if successfully implemented
Cons	<ul style="list-style-type: none"> Lack of motivation for improvement Lack of retail expertise and market sense 	<ul style="list-style-type: none"> Pre-defined scope of decision making of MMCC may not be flexible enough Tenants may not have the time and motivation to fully participate in the MMCC 	<ul style="list-style-type: none"> Complicated legal, financial and administrative arrangements 	<ul style="list-style-type: none"> Stall rent will be increased, especially for those enjoying concessionary rental fees Public Market Regulation will have to be revised

Note: * If tenants form a co-operative to take up the role as the single operator, tenant's participation is high.

11.3 Non-physical Improvement Measures

The Consultant identified many non-physical measures to help improve the operating and shopping environment of the public markets. These measures are related to management, hygiene, marketing and promotion of public markets. Some of these may be common and applicable to all of the public markets shortlisted. The measures are broadly categorized into four groups as described in the following sections.

It is worth noting that, while these non-physical measures can be implemented separately; a much greater synergy can be created by implementing a combination of physical design, management and the non-physical aspects that contribute to the overall operating environment. In some cases, non-physical measures can only produce maximum potential benefit if physical measures are in place. Without the physical measures, some non-physical measure may only generate limited improvement. Therefore, it is important for the physical improvement measures to be implemented together with the non-physical measures, otherwise the results may not be effective.

11.3.1 Strengthening of Routine Management and Enforcement Work

A1. Strengthening of Routine Management and Enforcement Work

Eliminating Inactive Stalls

As identified in the public market survey, a large variety of goods provided at public markets is a key factor for attracting customers. However, site visits to different public markets revealed that a number of the stalls were inactive and used as storage space only, thus drastically reducing the choices and variety of goods sold in the markets. Stricter enforcement has to be carried out to eliminate the inactive stalls. Most of the tenants who attended our focus group discussion showed support to a review of the operational status of current market stalls. It will also be one of the preparation tasks for implementing the physical improvement plan. However, this requires a review of the tenancy clauses to define active operation.

Keeping Common Areas Clear

A "Yellow Line Scheme" has been adopted in many public markets. During the Consultant's site visits, it was observed that many tenants displayed their goods beyond the "Yellow Line", creating obstructions and in some cases safety concerns although a sanction system is already in place and that tenancy agreement will be terminated if 4 convicted offences have been registered in one year or 3 warning letters for breach of tenancy in 6 months. FEHD shall ensure stricter enforcement of tenancy terms which requires tenants to keep the common areas clear. More surprise checks should be conducted and warnings should be issued for non-compliance. However, this would require sustained effort on a scale much wider than the existing deployment of staff.

Enforcement needs to be supported by a variety of methods. For example, the relevant fine upon prosecution should be reviewed to ensure that it has sufficient deterrent effect. Additional resources, such as dedicated inspection teams, should be deployed on top of the existing resources.

Keeping the Markets Clean and Dry

Wet markets are often stereotyped as dirty and wet. While the physical improvement plan has incorporated measures (such as relocating drainage and gutters inside stalls) to help keep the markets clean and dry, it is suggested that FEHD clean the market buildings more frequently to remove dust and dirt visible to the naked eyes. Also, apart from keeping the markets clean, more initiatives have to be taken to keep the market dry especially in the seafood and wet goods section.

11.3.2

Enhancing Shopping Experience

B1. Enabling Octopus Payment

Electronic payment methods have become common in Hong Kong. The widespread installation of octopus facilities in markets would increase convenience for patrons, eliminating the need to bring coins to the markets. This will also benefit tenants because transactions can be recorded automatically by the octopus system. In fact, some public market stalls have already installed octopus card processors. However, the installation of the octopus facilities may bring along rental fees and charges may be imposed for each transaction.

B2. Diversifying / Allowing Flexibility in the Trade Mix

The existing trade mix does not allow much flexibility which is detrimental to the development of business opportunities for tenants, especially those with innovative ideas. This situation has arisen due to a preference for ease of administration and to protect the interests of other tenants. With this principle being kept, the application mechanism for tenants to change their trades should be reviewed and relaxed where possible to allow tenants to be responsive to the market trends and customers' needs.

As well as providing flexibility, each market's trade mix should be reviewed regularly and diversification actively pursued. For example, Lockhart Road Market in Wan Chai is serving a mixed working and residential populations. Therefore stalls selling light refreshment and food that are ready for consumption would be appropriate to serve the demand especially from the working population. The Government may also consider introducing pop-up retail area which allows the renting of stall / area in short term tenancy to attract patronage. A pop-up retail area is proposed for Lockhart Road Market to utilise the space near the escalator and attract patronage.

Apart from individual tenants, the Government may also consider working with NGOs to utilise the vacant stalls. For example, a "Venture Street for Youngsters" could be set up at public markets, with special arrangements for short-term tenancies and discounted rent. This can encourage more youngsters to work and shop in public markets and enhance market vibrancy.

Availability of vacant stalls is a pre-requisite for the additional trades and / or potential NGO projects.

B3. Provision of Washbasins for Hand Washing

Washbasins can be provided in public areas for patrons to wash their hands after shopping. This helps foster a hygienic environment inside public markets.

The washbasins will take up some space within the market, so may not be suitable for those markets that are already crowded. This measure should be supported by management efforts to avoid any misuse such as wasting of water and wetting the floor.

B4. Provision of ATM Services

Automatic Teller Machine (ATM) services at public markets provide convenience for patrons. It will also attract additional footfall to the markets. Only a small space is required for installing an ATM.

B5. Organising a Skills Upgrade Programme for Tenants

The Government can organise or encourage tenants to enrol in courses to help improve tenants' skills in sales, customer service, stall displays and food hygiene in a regulated manner. Additional resources will be needed to manage the courses and the Government may have to work with training institutes such as the Vocational Training Council.

11.3.3

Attracting Footfall

C1. Launching Market Membership Scheme

A market membership scheme can be created whereby registered members receive regular newsletters about updates to the public markets. A bonus-points scheme can also be created in which members who purchase frequently at markets will be rewarded with small gifts, vouchers or even products sold in the market.

Implementation of this measure will require support from tenants who provide a token to patrons as a proof of purchase and therefore a bonus point can be recognised.

Although extra resources will be needed to manage such a scheme, it will help FEHD collect valuable information about the portfolio of patrons, including their demographics and shopping needs. It can also be a channel through which FEHD may collect feedback from patrons regarding their satisfaction level and evaluation on the performance of public markets.

C2. Organising Voluntary Price Discount Programmes

FEHD can work with tenants to organise various forms of voluntary price discount programmes. For example, tenants can nominate certain products or goods to be sold at a discounted price during a given period to lure patrons. "Big Sale" activities can also be organised daily at, say 7pm to attract working parents to shop after work and help tenants sell remaining perishable goods.

Again, strong support from tenants will be required. If 'big sale' activities are held, a separate space may be required to gather participating tenants and display the sale items.

C3. Creating Notice Boards for Promotion and Displaying Useful Information

Notice boards can be placed conveniently on the exterior wall of the market for tenants to advertise free of charge their products or discounted items. Upcoming promotional events can also be advertised on the same notice boards.

This will require some extra resources to review the advertisements and update the notice boards.

C4. Short Term Lease of Promotional Areas

For markets with relatively large public space, dedicated promotional areas can be created on a short term, daily lease. These promotional areas can be leased to existing tenants in the public market or pop-up retailers to promote their products. Every time when patrons visit the market, the promotional areas can offer new products to augment the vibrancy of public markets.

Availability of large and convenient public space is a pre-requisite.

C5. Organising Seasonal/Festive Promotions

Seasonal and festive promotions also add vibrancy to markets and draw patrons' attention. FEHD can strengthen the existing festive promotions by adding more fringe activities. A unique "Market Festival" can be organised with a series of fringe activities to attract both patrons and tourists, such as exhibitions on public market development and game booths. Featuring of hawker centre in Singapore Food Festival is a good example.

Depending on the scale of the event, to implement this measure FEHD may need to work with the tenants or other Government departments such as Tourism Commission.

C6. Creating a Dedicated Market Website / App

Digital marketing is prevalent. A dedicated public website or app can be created to provide information on individual markets, upcoming promotion events, shopping tips, highlights on goods sold in individual markets and stories of tenants. This can attract more patrons, especially younger ones.

Developing the website / app itself is inexpensive. However extra resources will be required to maintain the website / app or it will have to be outsourced. If information is not up-to-date, no one will use the website / app.

C7. Creating a New Icon or Mascot Representing Public Markets

A new icon or mascot can be designed to represent the public markets. The new icon or mascot can enhance the image of public markets which are currently stereotyped as a shopping venue for the elderly and matrons.

C8. Publishing a Public Market Photo-book

A photo-book which illustrates the history and development of public markets and the unique stories of tenants can be published. This will help raise awareness of their unique traditional culture (if any) and attract more patrons and tourists. A good example can be seen in Singapore, where the Government has published a book that traces the social history of hawker centres -- "Singapore Hawker Centres - People, Places, Food".

Resources will be needed to publish the photo-book. Such books are more effective in attracting tourists to public markets than local residents and will be more useful for those markets having tourists as their key patrons (e.g., Yau Ma Tei).

C9. Organising an Exhibition of Public Markets

In addition to publications, an exhibition of public markets can also be organised to raise awareness of their traditional culture and attract more patrons. As an example, the

Taiwan Government has organised exhibitions to promote their traditional markets. This initiative can be combined with other fringe activities to become a popular event.

C10. Installation of MTR Saver

Some Government municipal buildings already have MTR Savers installed. FEHD may work with MTR to install additional MTR Savers at public markets or move existing MTR Savers into public markets to attract additional footfall.

Only a small amount of space is required for MTR Savers, but cooperation between the Government and MTR is required.

C11. Installation of TV Screens

TV screens can be installed in public areas to broadcast news and display market specific information. Potential footfall will be attracted. Security issues may arise if the screens are not installed properly.

C12. Recognising Excellent Stalls / Public Markets

To promote service excellence and encourage more customer oriented behaviour, awarding certification for stalls that are offering good services can be considered. This may be combined with a simple voting event by patrons to elect excellent stalls and markets. The Taiwan Government has initiated a similar certification system for their markets and stalls.

11.3.4

Enhancing Social Responsibility

D1. Promoting Recycling of Food Waste

FEHD should take the initiative to popularise the habit of recycling food waste at public markets. For markets with adequate space, food waste disposers can be installed. Rooftop organic farming with the use of fertiliser generated from food waste could also be promoted at public markets. For markets without adequate space, the Government may explore with NGOs the possibility of collecting food waste for processing by the NGOs.

11.3.5

Summary of Non-physical Improvement Measures**Summary of Non-physical Improvement Measures****Routine Management and Enforcement****A1. Strengthening of Routine Management and Enforcement Work**

- Eliminating inactive stalls
- Keeping common areas clear
- Keeping the markets clean and dry

Enhancing Shopping Experience

- B1. Enabling Octopus Payment**
- B2. Diversifying / Allowing Flexibility in the Trade Mix**
- B3. Provision of Washbasins for Hand Washing**
- B4. Provision of ATM Services**
- B5. Organising a Skills Upgrade Programme for Tenants**

Attracting Footfall

- C1. Launching Market Membership Scheme**
- C2. Organising Voluntary Price Discount Programmes**
- C3. Creating Notice Boards Dedicated to Promotion and Discount Information**
- C4. Short Term Lease of Promotional Areas**
- C5. Organising Seasonal/Festive Promotions**
- C6. Creating a Dedicated Market Website / App**
- C7. Creating a New Icon or Mascot Representing Public Markets**
- C8. Publishing a Public Market Photo-book**
- C9. Organising an Exhibition of Public Markets**
- C10. Installation of MTR Saver**
- C11. Installation of TV Screens**
- C12. Recognising Excellent Stalls and Public Markets**

Enhancing Social Responsibility

- D1. Promoting Recycling of Food Waste**

11.4

Prioritisation of Improvement Measures

The physical improvement measures take into account the needs of stakeholders identified through consultations and surveys. However, the measures will require further discussion with affected tenants. While it will take time for the physical improvement plan to be implemented, the proposed non-physical measures can be implemented in a shorter time and enhance the operating environment sooner. Their effect will also be amplified once physical measures are fully implemented.

Four areas for improvement, and a total of 19 initiatives have been proposed. The study team has evaluated the priority of individual measures based on the urgency and time required. The priorities have been summarised as follows.

Table 11.1 Prioritisation of Non-physical Improvement Measures

Priority	Measures
Core (High urgency)	A1. Strengthening of Routine Management and Enforcement Work
Quick Win (Medium/Medium-to-high urgency, short time required)	B1. Enabling Octopus Payment B2. Diversifying / Allowing Flexibility in the Trade Mix B4. Provision of ATM Services C4. Short Term Lease of Promotional Areas C6. Creating a Dedicated Market Website / App C7. Creating a New Icon or Mascot Representing Public Markets
Potential (Medium urgency, medium-to-long time required; Medium-to-low urgency, short time required)	B5. Organising Skills Upgrade Programme for Tenants C1. Launching Market Membership Scheme C2. Organising Voluntary Price Discount Programmes C3. Creating Notice Boards Dedicated to Promotion and Discount Information C5. Organising Seasonal / Festive Promotion C10. Installation of MTR Saver
Optional (Low urgency)	B3. Provision of Washbasins for Hand Washing C8. Publishing a Public Market Photo-book C9. Organising an Exhibition of Public Market C11. Installation of TV Screens C12. Recognising Famous Stalls and Public Markets D1. Promoting Recycling of Food Waste

Source: BMT

The non-physical related measure will incur additional costs and require resources for management. The Government will need to review carefully if the existing resources are sufficient to implement the proposed measures. Wherever appropriate, deployment of more human resources or outsourcing should be considered.

11.5 Measures to Preserve Market Stalls involving Traditional Trades

11.5.1 Defining Traditional Trades

Traditional Trade has no formal definition. It is a loose concept generally referring to businesses that are passed down from generation to generation. These businesses may sell daily necessities, rely on craftsmanship, or involve traditional practices that usually carry certain heritage values or cultural significance recognized by society.

The Consultant has created a list of criteria which define traditional trade in the context of public markets:

- Number of years operated;
- Rarity;
- Social practices;
- Knowledge and practices concerning nature and the universe (folk wisdom);
- Traditional craftsmanship.

A number of stalls, involving in general and specific trades were studied initially, to understand traditional trades. These include preserved meats, homemade pickles, traditional Chinese pastry, Chinese calligraphy, watch repair, clothing alteration, etc.

11.5.2 Intangible Value

Public markets serve as venues for a number of individuals to ply their traditional trade. When a large number of them gather, operate and constitute a public market, their collective heritage value will exceed their individual heritage values. The collective heritage value of these individual stalls may be significant albeit intangible and hard to quantify. Therefore, the role of public markets in preserving stalls selling traditional commodities should be recognised and maintained.

11.5.3 Measures to Preserve Market Stalls involving Traditional Trades

The Government may consider undertaking the following measures to maintain and enhance the traditional stalls.

Conducting Promotion Exercise

Thematic promotion plans should be tailor-made for each public markets to promote the heritage value of traditional stalls inside the markets. Heritage tour or thematic food tour could be organized in partnership with local district organizations, chefs and cultural groups. Through these activities, knowledge of Chinese food culture can be collected, organized, recorded and disseminated within the community.

Additionally, content introducing the vendors and their special products can be incorporated into the market's website.

Outdoor lease advertisement (e.g. banner or large poster) could be erected on the exterior wall of public market buildings to attract potential traditional tradesmen.

The promotion exercise can be carried out together with measures C5 and C6 as discussed in section 11.3.3.

Relaxing the List of Tradesman Activities

Apart from the specified list of tradesman activities, the Government may consider other trades on a case by case basis.

The existing scope of tradesman activities is confined to a pre-defined list, such as stocking mender, knife sharpener and cloth mender. Some of them are common while others are not. Traditional trades cover a broader range of activities than the existing list, some of these activities may be rarely found in the local community.

Considering the variety and rarity of traditional trades, it may not be appropriate to refine the scope of activities by simply prolonging the list. It is suggested that the Government consider adding a new sub-category "Tradesman (Others)" to the existing list of trades, under which market stall application for traditional products or skills could be reviewed on a case by case basis. Under this new sub-category, the individuals can apply or bid for stalls by providing information to show their specialties.

Expanding the Commodity List

The Government shall expand the permitted commodity list of traditional trades to allow higher flexibility. Greater choice of commodities allows tradesmen to better meet the demand of customers. That said, the concerns on food hygiene and fair competition should be handled with care.

Creating and Encouraging Stalls of Traditional Trade

The Government may consider creating and encouraging stalls engaging in traditional trade. For example, reopening the third floor at Sai Ying Pun Market for selling traditional commodities can be considered as a pilot scheme. Another potential option is to revitalise the second floor of Yau Ma Tei Market under the theme of traditional trade (see Option 2 of Yau Ma Tei Market improvement plan, section 6.3.2.).

Flexibility in Stall Size

Different stall size may be required for different traditional handicraft, especially when a broader range of activities may be attracted under the new sub-category of "Tradesman (Others)". The Government may consider creating stalls of different or flexible sizes to suit the operation of traditional trades. Larger stall sizes for traditional trades may be proposed especially in those markets with empty stalls available.

Profitability

Traditional trades usually involve a lot of hand-made procedures, and thus are operated in small scale with modest profits. When fixing the rent, the Government should consider their affordability - one of their survival factors. Affordable rent does not mean the rent has to be low across all of the trades, but it should be valued according to the trade's natural characteristics.

12 Potential Challenges

Some foreseeable challenges exist when implementing the proposed improvement measures, especially those proposed under Option 2. This chapter analyses some of the potential challenges.

12.1 Altering of Stall Number and Position

Option 2 involves reduction in stall number and change in positions of existing stalls (e.g. from ground floor to first floor, or from the middle of an aisle to the end of it, etc.). The reduction in total stall number poses the challenge of determining which tenants should give up their stalls. The altering of stall location poses the challenge of determining who should be relocated and any associated change in rent. For stalls selling seafood, the refrigerator equipment is not movable. These refrigerators cannot be re-used after renovation and will incur substantial replacement cost for tenants.

The substantial change in layout design should be supported by a fair and easily administered approach of stall assignment. As such, tenancy termination with a restricted auction among the existing tenants is suggested for further investigation. This is fair in the sense that no tenants would feel that they were 'sacrificed' for the improvement works.

12.2 Temporary Closure of the Market

To implement the improvement measures, temporary closure of the market is inevitable. For interim arrangement, the Government may make reference to the arrangement adopted by other market managers. For example,

- For Tin Shui Market, all tenancy contracts were terminated before the enhancement works for the sake of easy administration. The market was closed completely during the main enhancement works with the main enhancement works kept to a short period. The tenants were then given priority over other new tenants in renting the renovated market stalls. As mentioned above, a restricted auction may be appropriate for the case of public markets.
- For Tai Yuen Market, most stall tenants were relocated to a temporary market to carry on their business during the enhancement works so as to ensure continuity of business. Given the relatively large size of public markets as compared to Tai Yuen Market, such arrangement can be considered but the difficulty in locating suitable spaces of adequate size in the vicinity may remain a concern.

12.3 Increase in Tenants' Operating Costs

Financial cost is a major concern among the tenants. While the capital costs of the improvement works would be borne by the Government, additional operating costs such as air conditioning fees will be incurred by tenants.

12.4 Tenants' Cooperation in Adopting New Behaviour and Practices

With the new features including low stall wall, additional storage away from own stalls, reconfiguration of floor drains, tenants' usual behaviour will need to change in order to achieve the best effect of these physical improvements.

12.5 Installation of Air Conditioning System

In some of the selected markets, installation of new air conditioning system has been recommended. However, potential challenges may exist. For example, under current arrangement, the retrofitting of air conditioning system would require a support rate of 85%, which may not be easily achieved.

Technical feasibility is another issue to be considered. The existing power supply equipment at the selected markets may not have enough capacity to support the air conditioning system. The power capacity requirements will have to be assessed during the stage of detailed design. Additional capacity should be added where appropriate.

12.6 Space for Additional Equipment and Features

In general, there is a lack of space for the installation of additional equipment and features in the already cramped public markets. For example, there is a potential lacking of space for the installation / provision of:

- Cooling tower at rooftop;
- Air duct under ceiling soffit;
- AHU and plant room;
- Additional electricity power generator;
- Escalator or elevator;
- Additional storage space
- Barrier free access facilities; and
- Protected lobby for staircase.

Constraints may also exist during the stage of detailed design for the reconfiguration of floor drains and public sewer given that the existing drainage system of each market may differ.

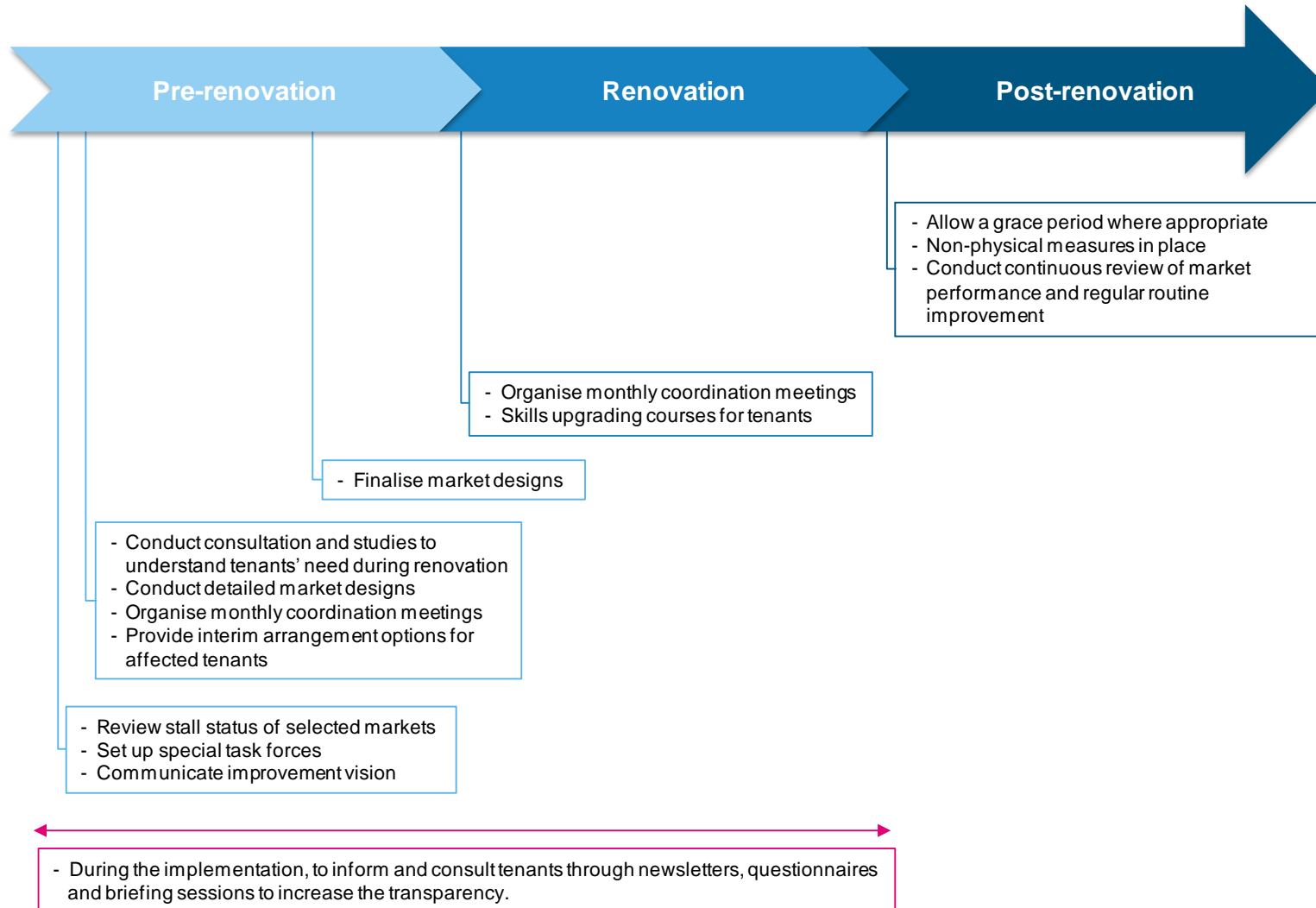
13 Additional Considerations

This section intend to provide some key points to be considered when formulating an implementation plan for the physical and non-physical improvement measures suggested earlier. The key points are listed as follows:

- The vision of public market improvement should be communicated effectively to the community through promotion and public relations. This aims to gain support from the public and build a better image for public markets.
- A special taskforce should be set up for individual market improvement exercises and to co-ordinate / liaise with individual tenants and the community.
- Before and during improvement, the Government is suggested to inform and consult the tenants through difference means, e.g. newsletters, briefing sessions and questionnaires, to increase transparency and ensure the improvement plan is beneficial to most stakeholders.
- Before implementing the physical improvement measures, the Government is advised to review the status of stall operations to confirm the number of actively operating stalls and the number of tenants affected. The Government may consider further consultation or studies with tenants to understand potential reaction of or impact on individual tenants and to understand their needs. This may help reduce their reluctance to change.
- Interim arrangement options should be offered to individual tenants during renovation, including options such as to temporarily cease operation, relocate the stalls to other public markets or operate in a temporary market set up nearby. This requires necessary termination of the inactive tenancies as well as cooperation of the active tenants in order to identify the most suitable resolution for individual market.
- During the improvement, the Government should organise monthly market improvement co-ordination working meetings with tenants to update tenants on the improvement milestones set. Tenants can then adjust their own plans.
- Skill upgrading courses should be recommended or organised for the tenants to make good use of the renovation period. Potential skills upgrading courses include topics on retail display, communication, marketing and property management, especially for those markets with potential to set up a new management model.
- It may be an incentive to provide a grace period with regard to rental adjustment to encourage the support from the tenants for implementing the improvement measures.

A high level timeline noting the above key points of implementation is shown below.

High Level Timeline



14 Conclusion

14.1 Positioning and Functions of Public Markets

Public markets are positioned to be ***one of the major sources of fresh food provisions for the general public***. For members of the public who patronise public markets, this important function of public markets is unquestionable. Public markets are expected to continue to serve this function in the future. While employment is not the aim for setting up public markets, it is widely accepted that ***public markets are providing employment opportunities***, especially to the grassroots.

A clean and hygienic environment is pivotal to both the patrons and tenants of public markets. FEHD should continue its regular inspection, monitoring, and maintenance of the facilities at public markets and implement improvement measures for certain public markets when needed.

There is a view that as public markets are public resources, it is important to ensure that their operation represents *an efficient use of public resources*. In this regard, it is suggested that the Government, as the manager of public markets, should not only be responsible for the provision of public market facilities and services, but also be responsible for delivering a responsible return to the community regarding the use of public resources.

In other words, public markets, most of which are situated at sought after locations, should generate at least a reasonable degree of patronage in order to justify their use of valuable land resources.

14.2 Public Market Improvement

Many public markets face the issue of aging facilities and various improvements are required. It is important that these improvements do not only focus on the “hardware” of market facilities but also include consideration of qualitative factors that contribute to the overall shopping experience.

The Consultant has identified six markets to be improved. These improvement proposals would provide reference for future improvement of other public markets.

- Tsuen Wan Market (荃灣街市);
- Yau Ma Tei Market (油麻地街市);
- Ngau Chi Wan Market (牛池灣街市);
- Sheung Fung Street Market (雙鳳街街市);
- Lockhart Road Market (駱克道街市); and

- Wing Fong Street Market (榮芳街街市).

14.3

The New Design

For each of the six selected markets, the Consultant has drafted one or two improvement plan(s) depending on the actual situation. The proposed new designs improve the physical operating environment, which intend to help enhance the functionality and efficiency of operations for tenants as well as to offer comfortable shopping experience for patrons. The essence of individual improvement plans may be summarised as follows:

- Tsuen Wan Market : **Rezoning of stalls**
- Yau Ma Tei Market : **Revitalising** the under-used spaces
- Ngau Chi Wan Market : **Reconnecting** it with the neighbourhood
- Sheung Fung Street Market : **Refining** the market identity
- Lockhart Road Market : **Reprogramming** the trade mix
- Wing Fong Street Market : **Reconfiguring** the layout

Tsuen Wan Market is to be re-zoned such that dry food stalls will be located on the first floor and the fish stalls will be near the loading / unloading area on the ground floor. Street facing stalls will be created at the entrance facing Chung On Street to become more inviting.

The new design for Yau Ma Tei Market seeks to revitalise the under-utilised space, including the central void. In one of the option, the vacant second floor is suggested to be revitalised by adding new features. The unique façade is suggested to be preserved.

For Ngau Chi Wan Market, the improvement plan targets to re-connect the market with the vibrant shopping environment nearby. The entrance facing Kam Chi Path, one of the key entrances used by the patrons, is enlarged and street facing stalls are created to attract patronage. The concrete wall facing Lung Cheung Street will be replaced with a glass wall to further enhance visibility.

Sheung Fung Street Market is in fair condition where relatively slight refinement is required. The height of the walls near the centre of the market is lowered to enhance visibility. The market façade will be modified to be more inviting in order to catch the attention of pedestrians.

Located in a commercial district, Lockhart Road Market is suggested to be re-programmed to allow more flexibility in trade mix. The area in between the escalator and the entrance facing Hennessey Road should be utilised as a flea market zone / pop-up retail area so that tenants can rent and sell their goods on promotion. It is also suggested that flexibility should be allowed in diversifying the

trade mix of Lockhart Road Market to include light refreshment and food ready for instant consumption.

Wing Fong Street Market is re-configured in the way that the existing loading bay and refuse room will switch their location with one of the entrance so as to capture the patronage from the prime shopping area outside of the market.

In addition to proposing individual themes for different markets, the consultant has also recommended some general physical improvement items such as lower partition walls, creating storage area for stalls, reconfiguration of floor drain etc. Air conditioning is recommended in some of the markets, e.g. Tsuen Wan Market, Ngau Chi Wan Market and Wing Fong Street Market. The improvement proposals would provide reference for future improvement of other public markets.

14.4 Management Model and Non-physical Improvement

At the time when most of the existing public markets were built, the top priority then was to re-site as many on-street hawkers as the markets could take in. This had shaped the design and layout of the public markets as how they appear today. This initial administrative function has also affected the focus of daily management for these public markets – e.g., hygiene is the key focus, instead of attracting patrons or commercial utilisation. However, under the existing management structure, the market management teams lack the expertise, time, manpower and motivation to improve the markets' competitiveness as profit-making is not of their concern. The feasibility of a new management model should be investigated and the Consultant has identified a few models for consideration. They include empowering the Market Management Consultative Committee; exploring the use of a Community Management Corporation; or subletting to a single operator.

A number of non-physical measures were identified to help improve the operating and shopping environment of the public markets. These measures are related to management, hygiene, marketing and promotion of public markets. Measures to preserve stalls selling traditional commodities were also recommended. It is worth noting that, while these non-physical measures can be implemented separately; a much greater synergy can be created by implementing a combination of physical design, management and the non-physical aspects that contribute to the overall operating environment. In some cases, non-physical measures can only produce maximum potential benefit if implementing physical measures are in place.

14.5 Support from Tenants and the Community

The success of improvement measures does not depend solely on any particular party involved in the public market operation. It requires the involvement of all key stakeholders to be involved, i.e., Government, tenants, and the community. For example, supports will be needed from tenants to help keep the common areas of public markets clean, tidy and in good order and in fact tenants are the direct beneficiaries of the improved environment. The stakeholders must communicate and work together towards making the public market function properly, improving the daily life of citizens as a whole. In view of this, the Consultant would like to

emphasise the need for communication and has provided suggestions for the stakeholders' consideration in formulating the implementation plan.

Appendix A

Full design proposal

DESIGN PROPOSAL
MARKET RENOVATION

DESIGN PROPOSAL

GENERAL CONFIGURATION

- +STALL DESIGN
- +LAYOUT
- +MVAC
- +FLOOR DRAIN
- +CCTV
- +STORAGE
- +TOILET UPGRADE
- +SIGNBOARD
- +WAY FINDING SYSTEM

DESIGN CONCEPT

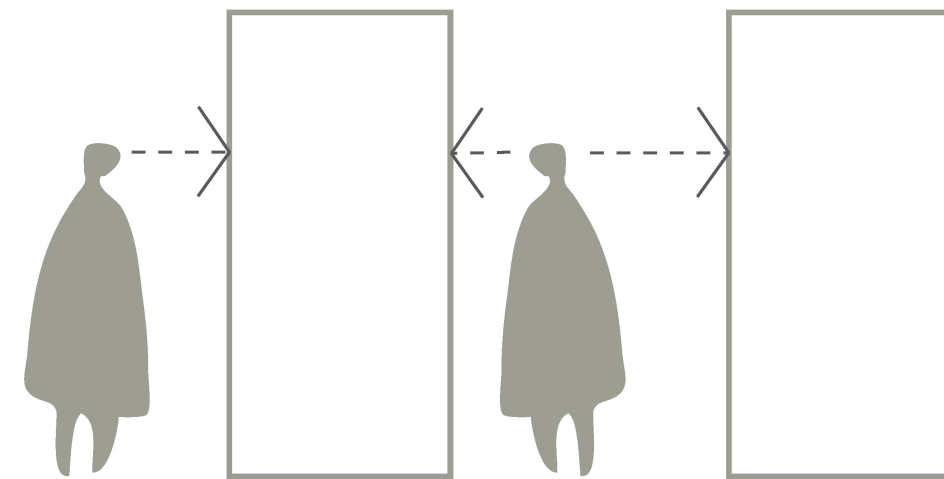
- +6 MARKETS CONCEPT HIGHLIGHT

“With new programme and new layout, We create new buying experience.”

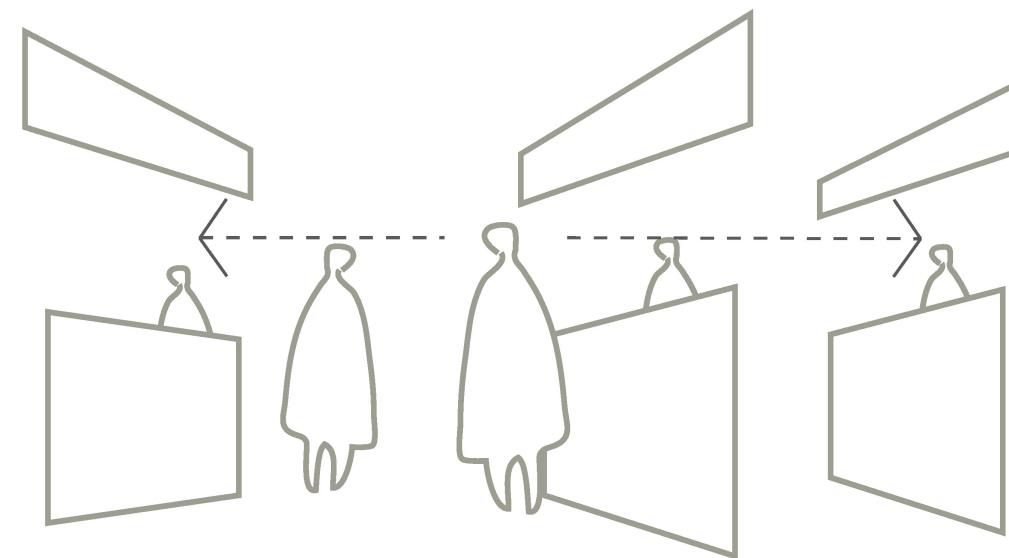
GENERAL CONFIGURATION

STALL CONFIGURATION

FROM MAZE TO TRANSPARENCY



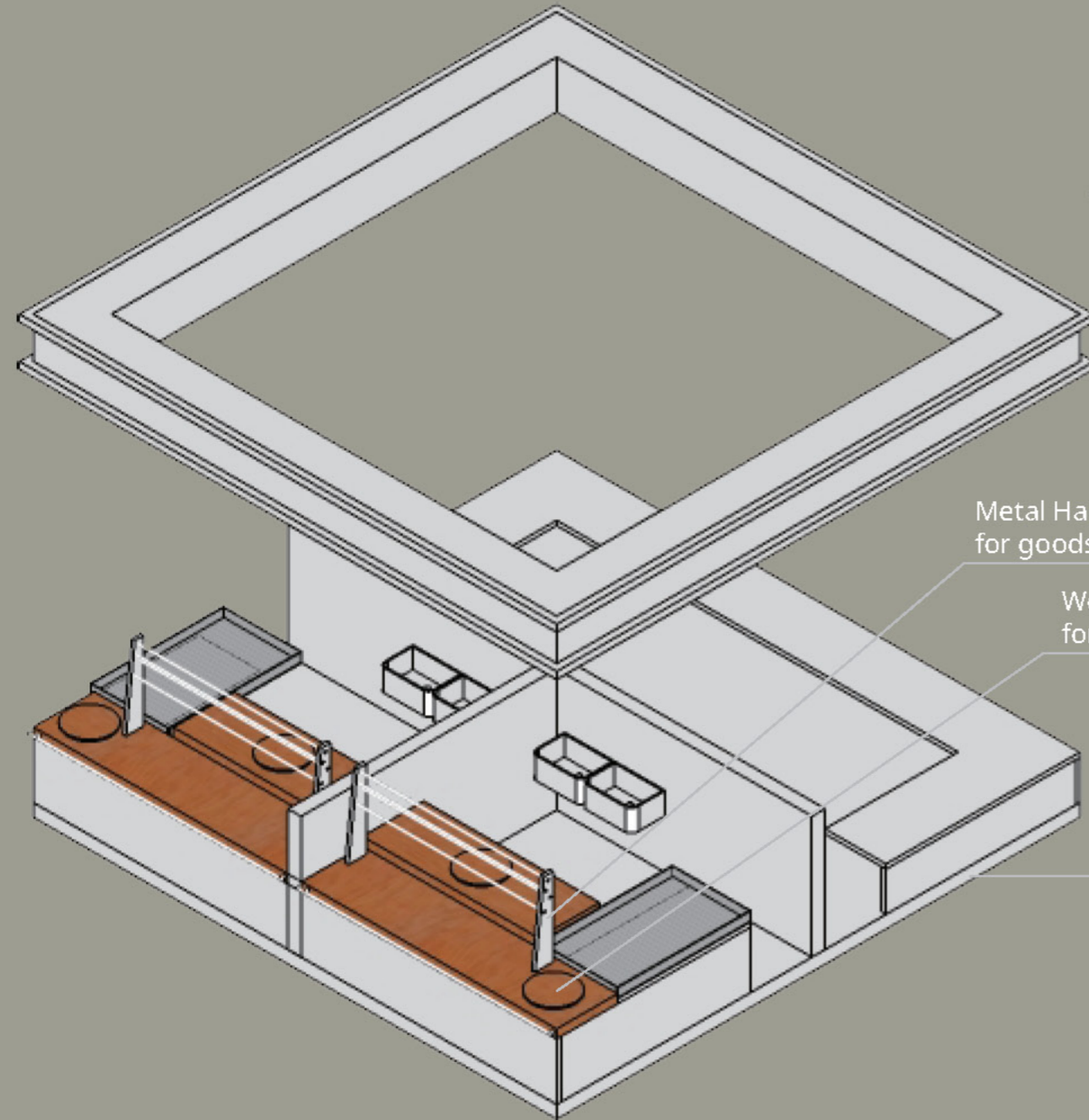
FULL HEIGHT CUBICLE



LOW WALL COUNTER

STANDARD STALL DESIGN

IMPROVING OPENNESS WITH NEW STYLE



Plumbing and Drainage

Standard tray for goods display

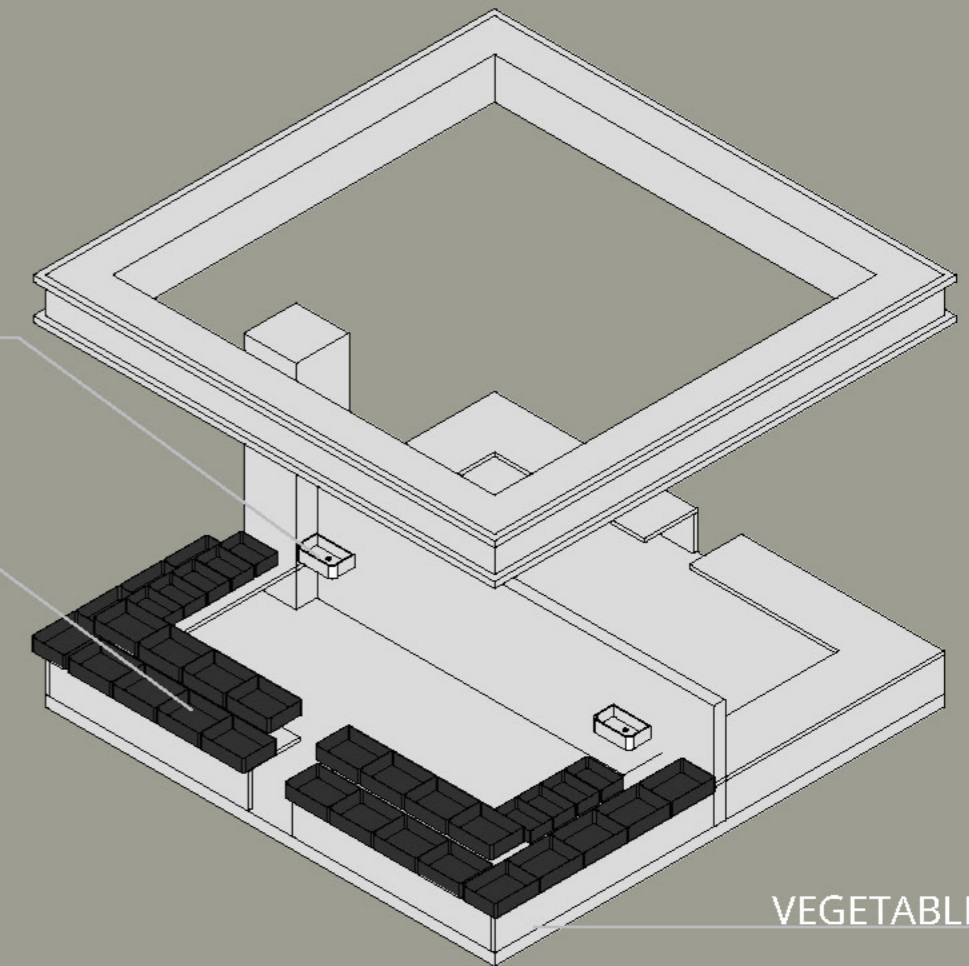
Metal Hanging System for goods display

Wooden working table for meat processing

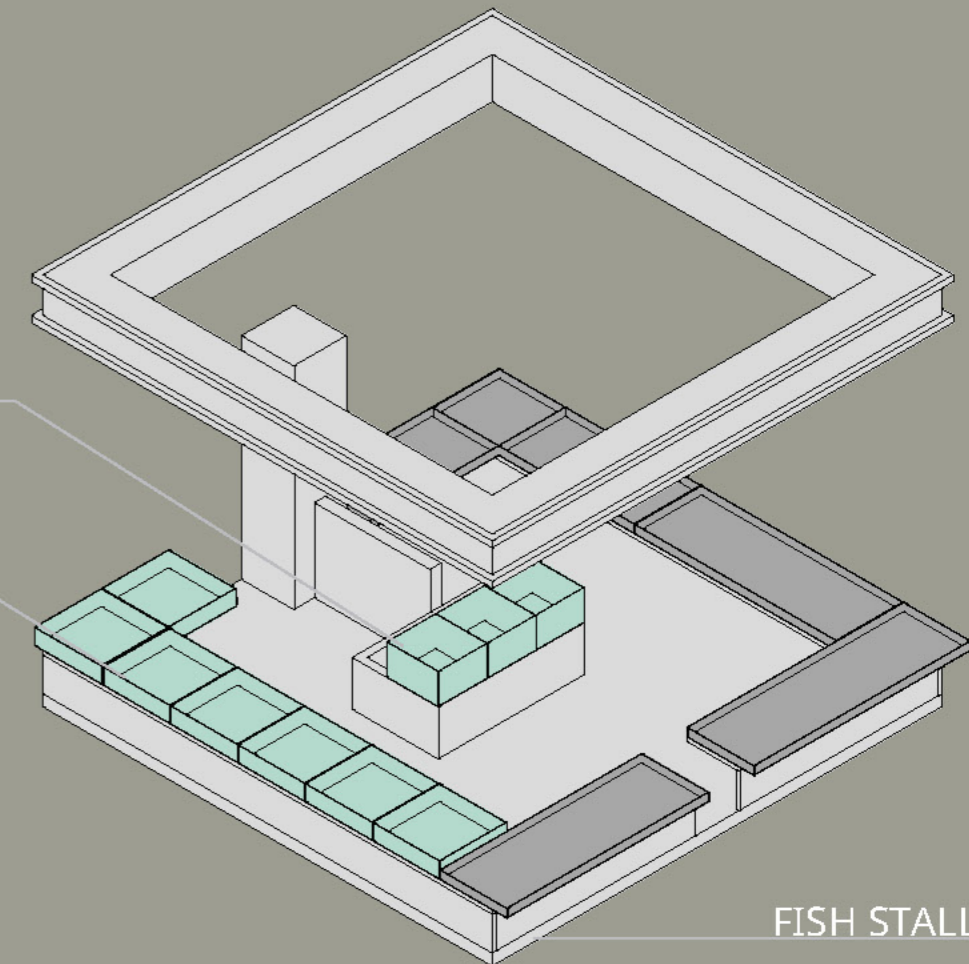
MEAT STALL

Shared display container

Standard container for display



VEGETABLES STALL

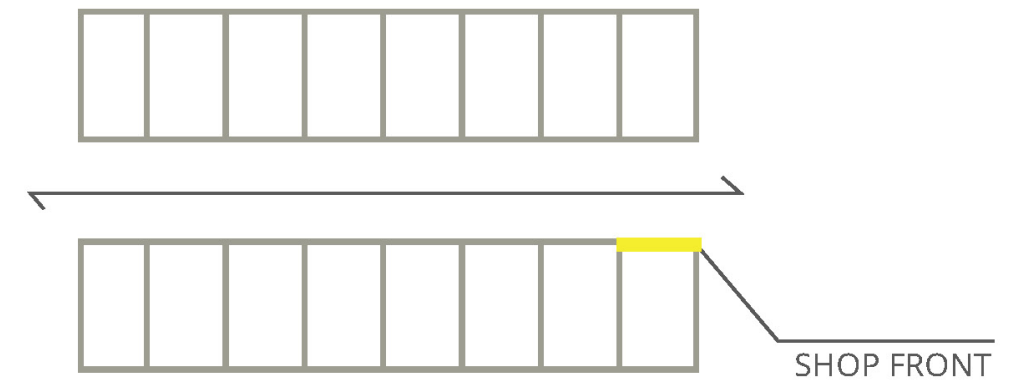


FISH STALL

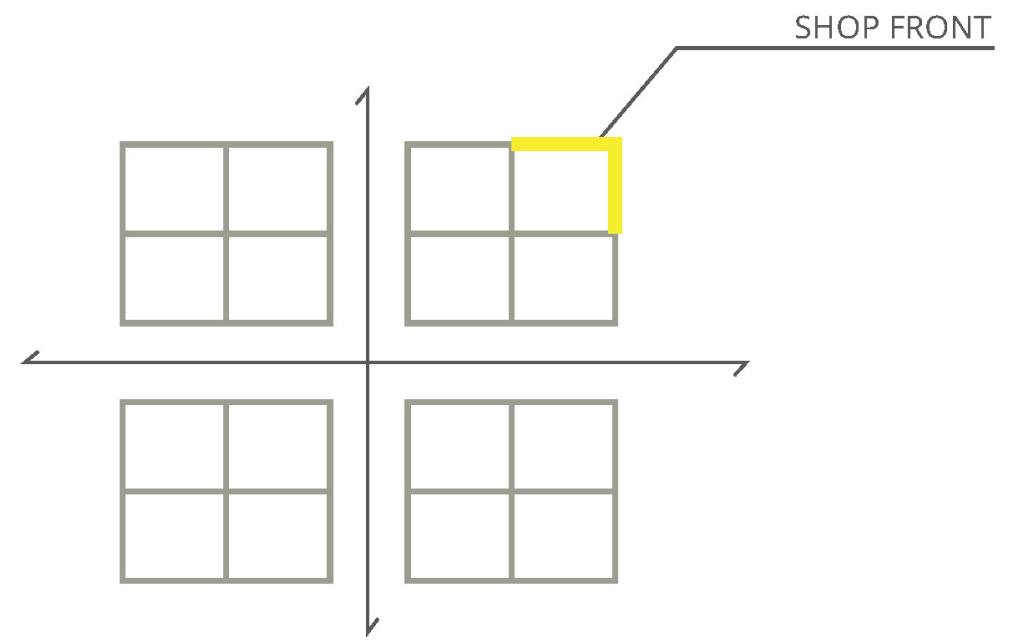
“To improve the openness of the market, stalls are designed as island-like stalls. It also helps to enrich the circulation. Low walls help enhance the visibility of the customers.”

LAYOUT

FROM LONG CORRIDOR TO ISLAND STALLS

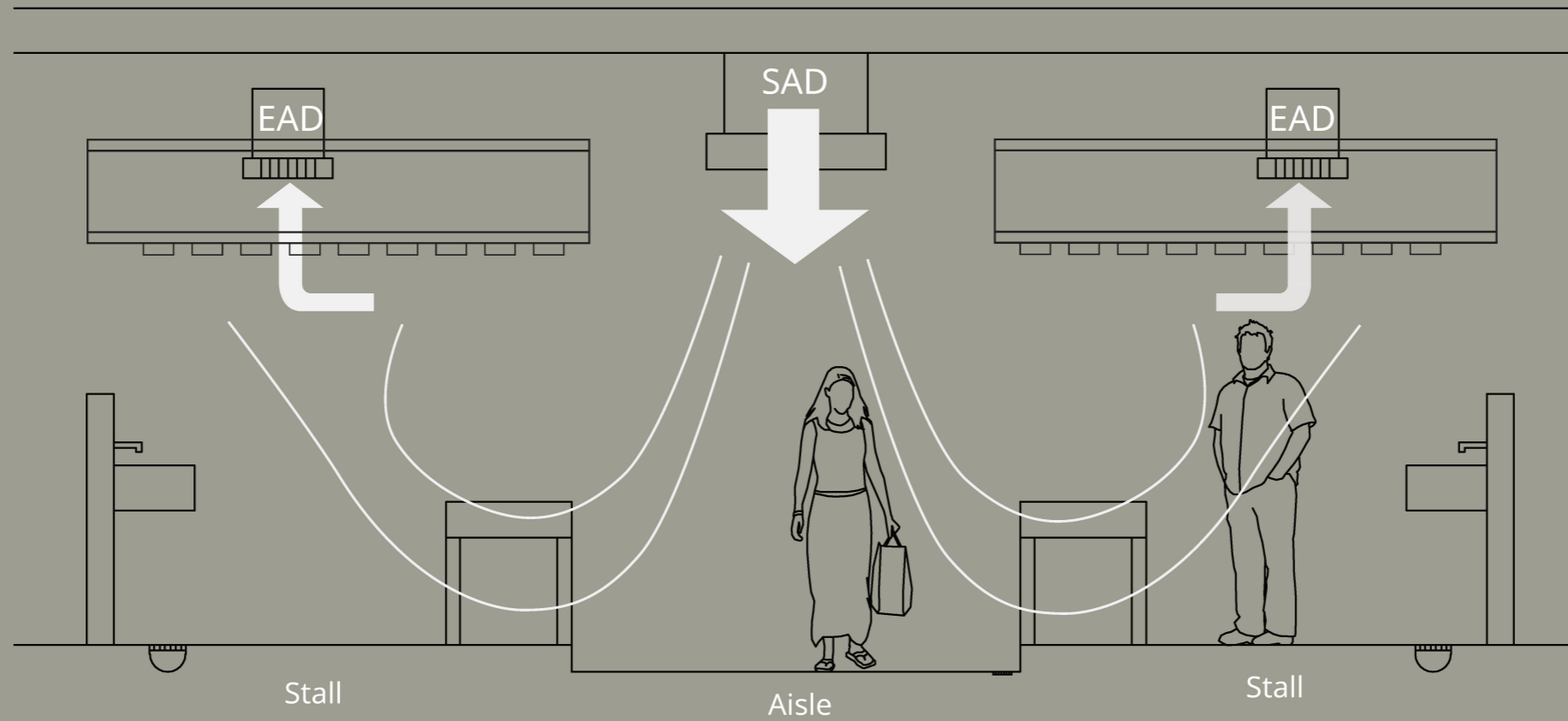


LONG CORRIDOR

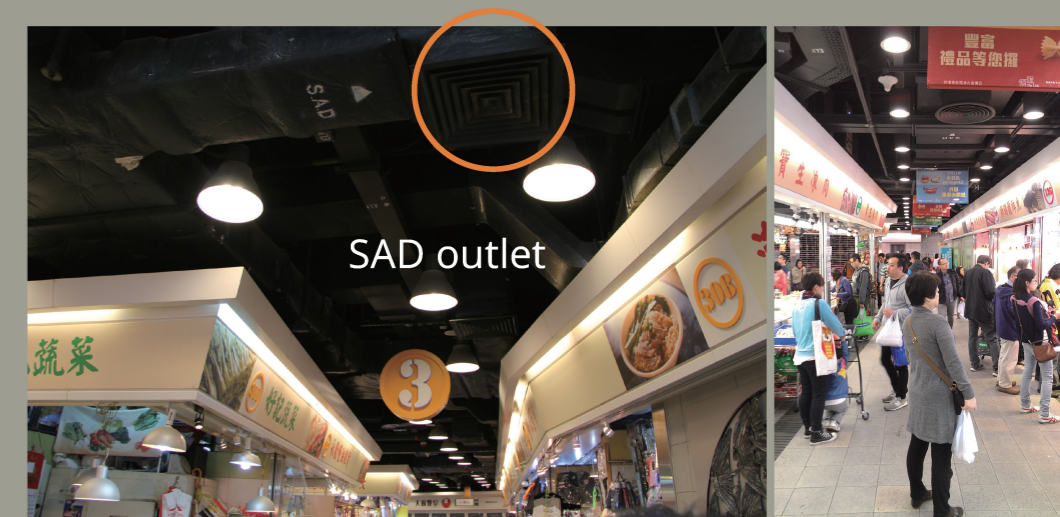


ISLAND STALL

MVAC

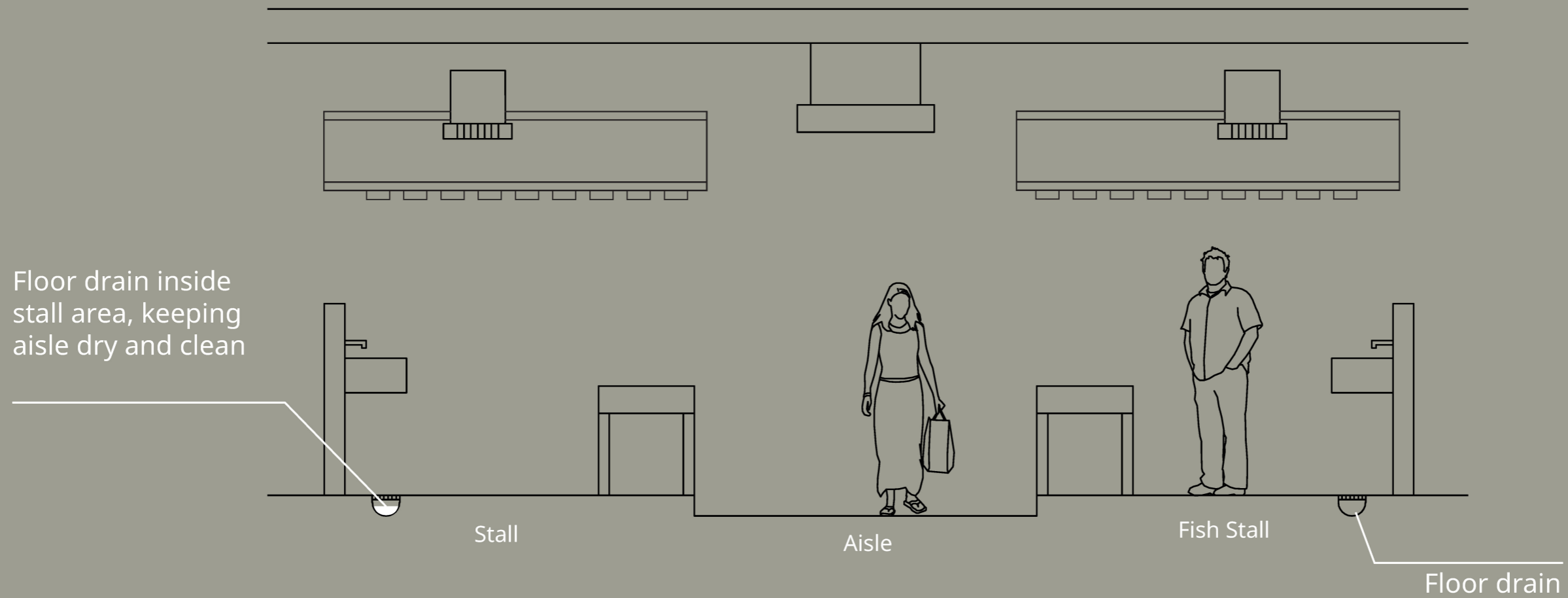


Cross Section between Stalls and Aisle



The Link Market - Ceiling condition

FLOOR DRAIN



Cross Section between Stalls and Aisle



The Link Market - Aisle condition



Only a small floor drain along aisle

GENERAL CONFIGURATION

CCTV



+ SECURITY

GENERAL CONFIGURATION

STORAGE



CONVERT VACANT STALLS TO STORAGE
FOR EXISTING TENANTS



FORMAL STORAGE AREA SEPERATED
FROM THE STALLS

GENERAL CONFIGURATION

TOILET UPGRADE



TOILET CONDITIONS ARE DIMMED
AND SMELLY



FACILITY AND HYGIENIC CONDITION SHOULD
BE UPGRADED

GENERAL CONFIGURATION

SIGNBOARD STANDARDIZATION



SIGNBOARDS ARE IN DIFFERENT STYLE SOME STALLS EVEN DO NOT HAVE A SIGNBOARD



STANDARDIZING SIGNBOARDS CREATE A SENSE OF TIDINESS.

GENERAL CONFIGURATION

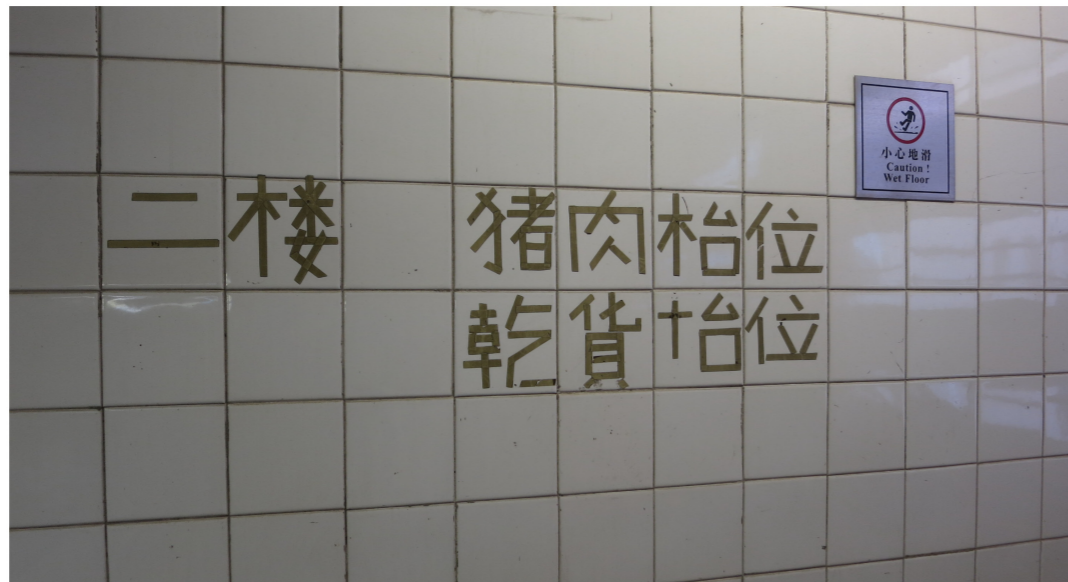
WAYFINDING SYSTEM



WAYFINDING SYSTEM IS CONFUSING



IMPROVE WAYFINDING SYSTEM FOR CUSTOMERS IN GETTING THEIR DESIRE TYPES OF GOODS



TENANTS MADE THEIR OWN NOTICES



CREATE CLEAR, EYECATCHING AND SYSTEMATIC WAYFINDING SYSTEM

6 MARKETS CONCEPT HIGHLIGHT



YAUMA
TEI
MARKET

: **REVITALISING** the under-used space



TSUEN
WAN
MARKET

: **RE-ZONING** of stalls



LOCKHART
ROAD
MARKET

: **REPROGRAMMING** the trade mix



NGAU
CHI WAN
MARKET

: **RECONNECTING** it with the neighbourhood



SHEUNG
FUNG
STREET

: **REFINING** the market identity



WING FONG
STREET
MARKET

: **RECONFIGURING** the layout

TSUEN WAN MARKET

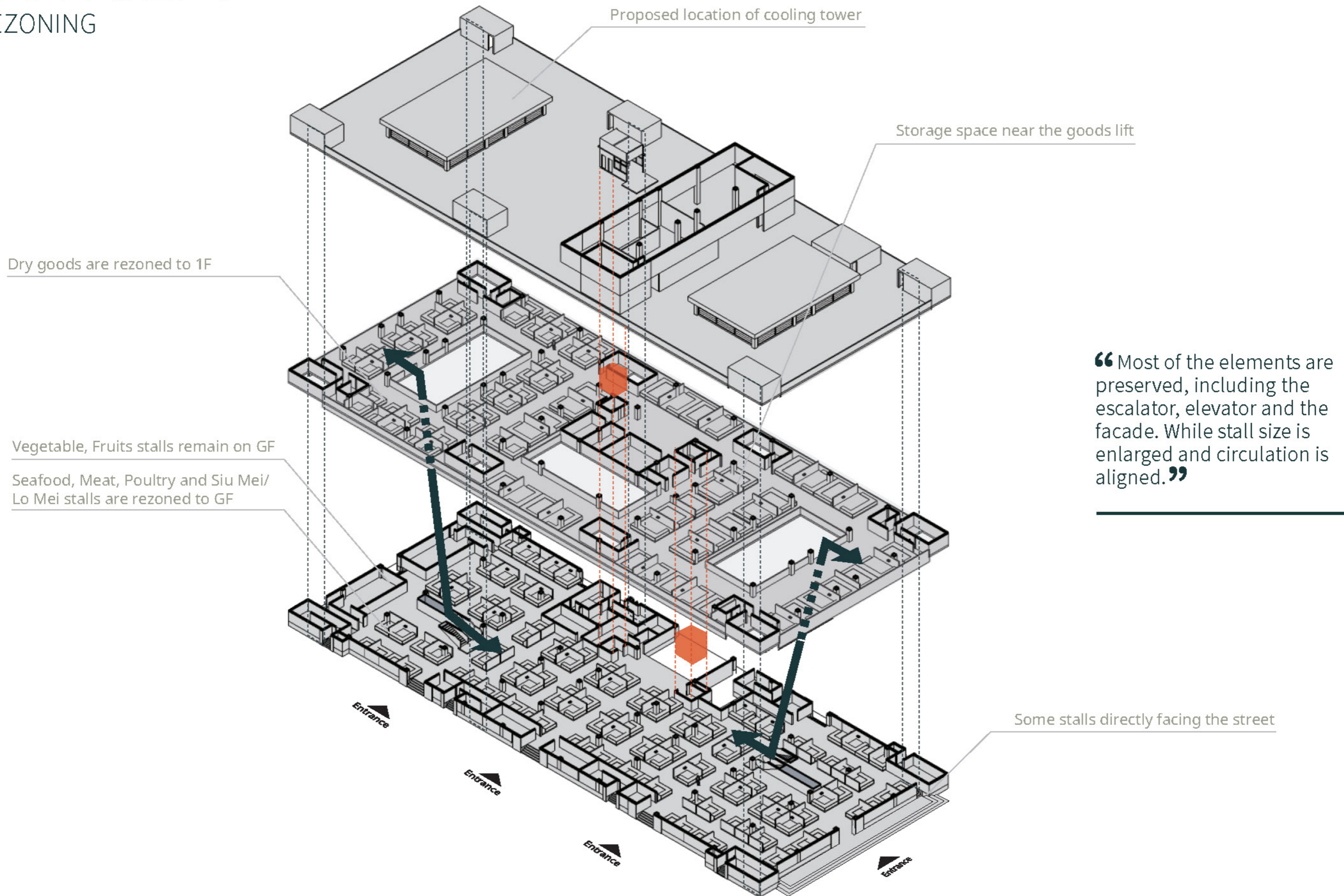
Design Proposal

REZONING

“With new programme and new layout, We create new buying experience.”

CONCEPT

REZONING



“Most of the elements are preserved, including the escalator, elevator and the facade. While stall size is enlarged and circulation is aligned.”

LAYOUT DESIGN

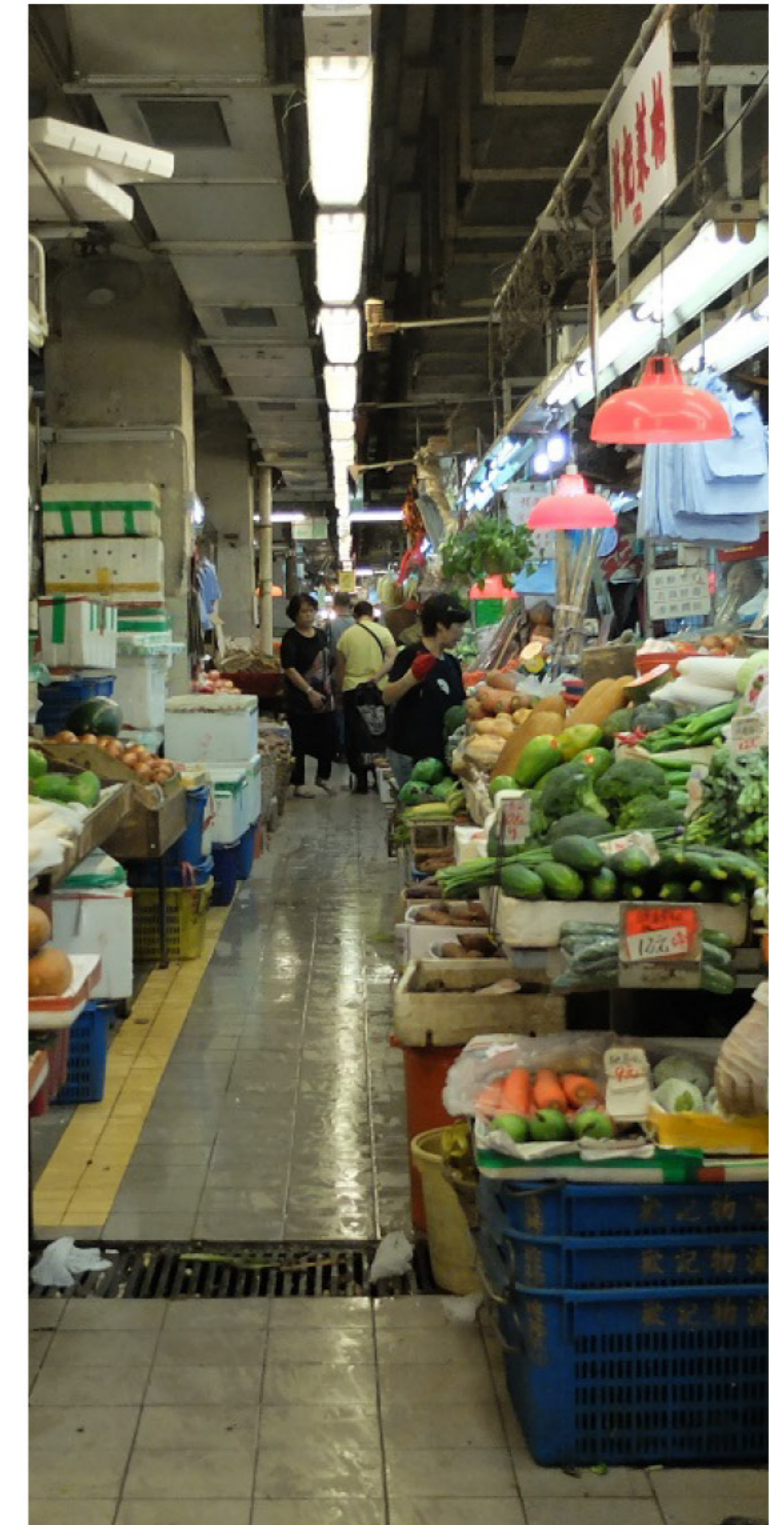
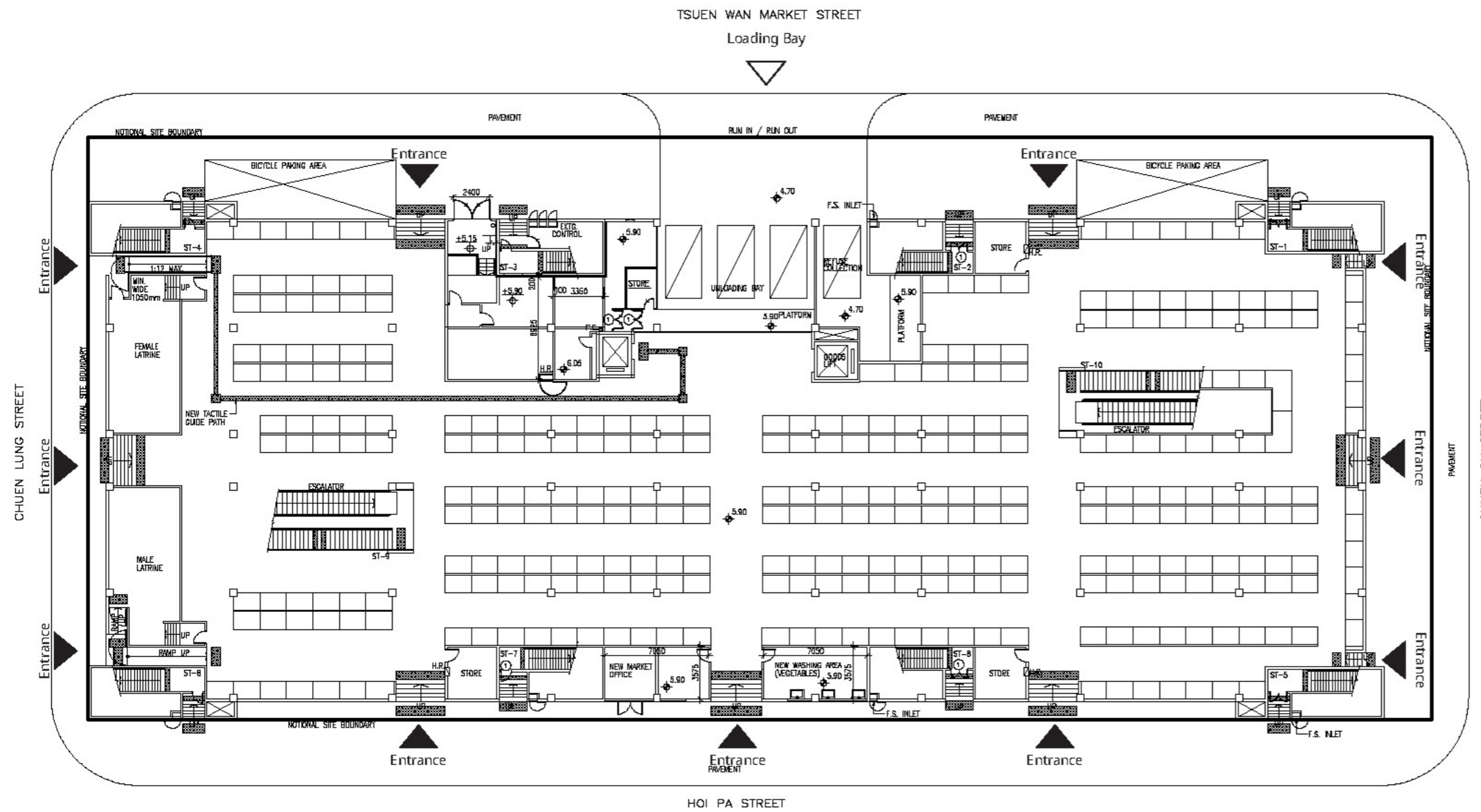
GROUND FLOOR

GROUND FLOOR

ORIGINAL LAYOUT

+LONG CORRIDOR

+OVERCROWDED IN DRY GOODS AREA



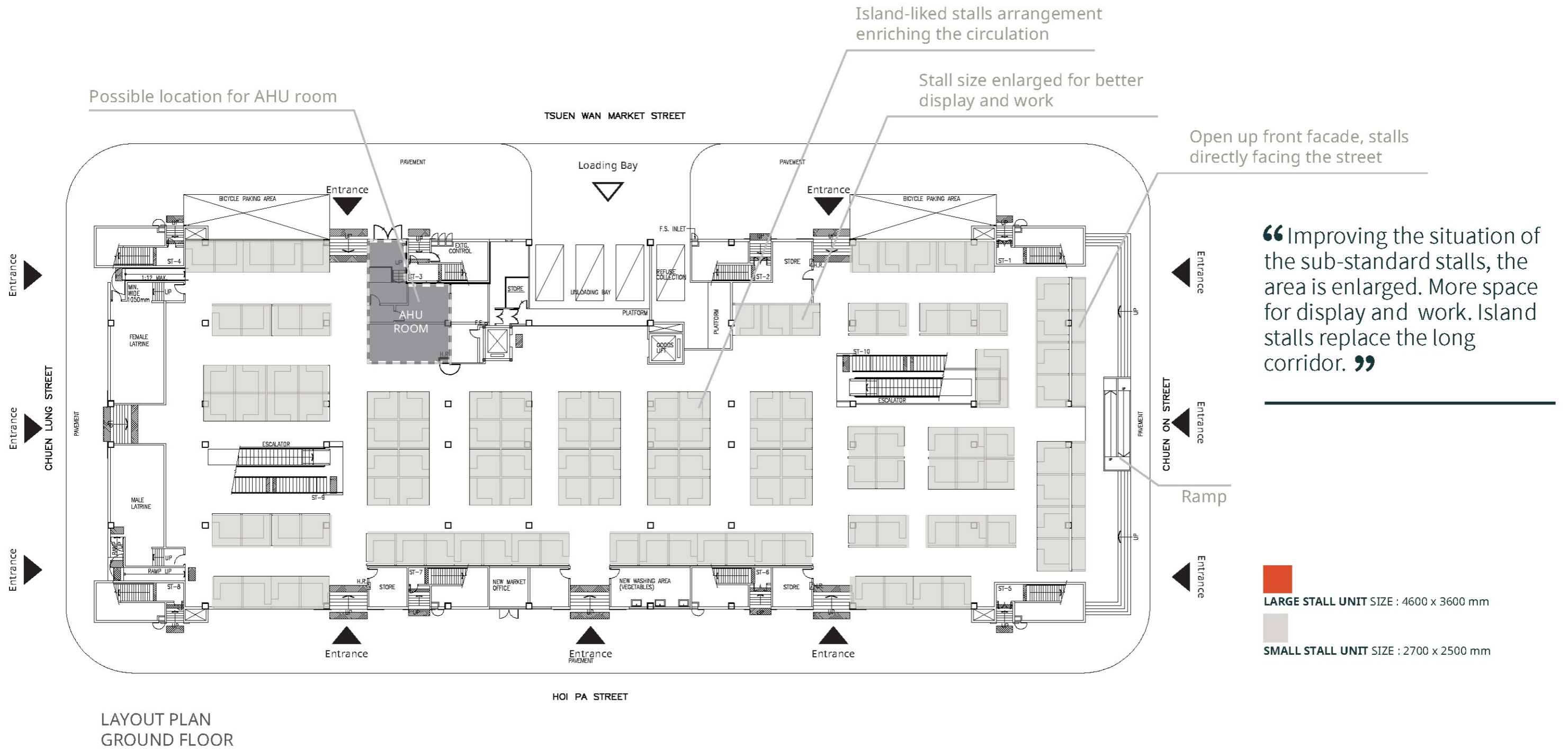
DRY GOODS AREA



Dry Goods Area is overcrowded, like a maze.

GROUND FLOOR

NEW LAYOUT 2



FRONT FACADE

CHUNG ON STREET



EXISTING FACADE IS ENCLOSED

FRONT FACADE

NEW LAYOUT PERSPECTIVE



NEW FRONT DOOR WITH STALLS FACING STREET

LAYOUT DESIGN

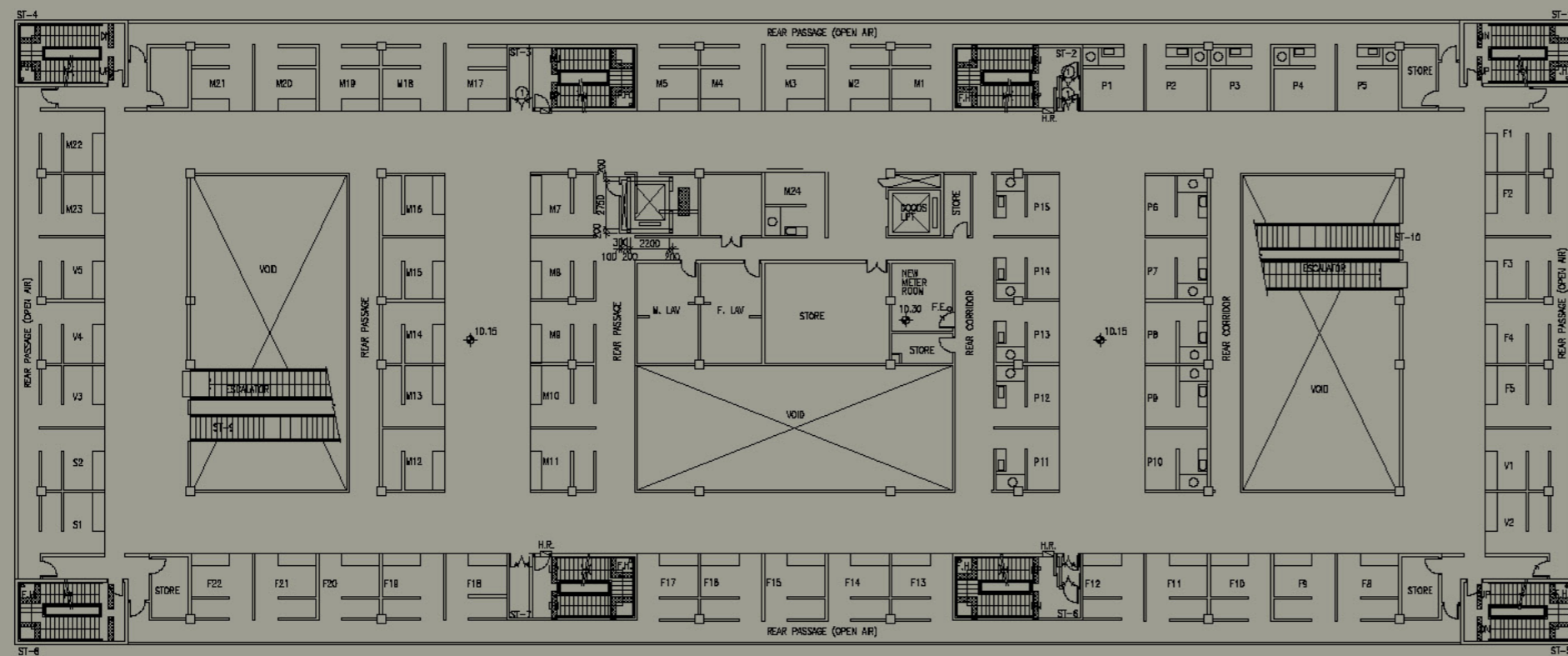
FIRST FLOOR

FIRST FLOOR

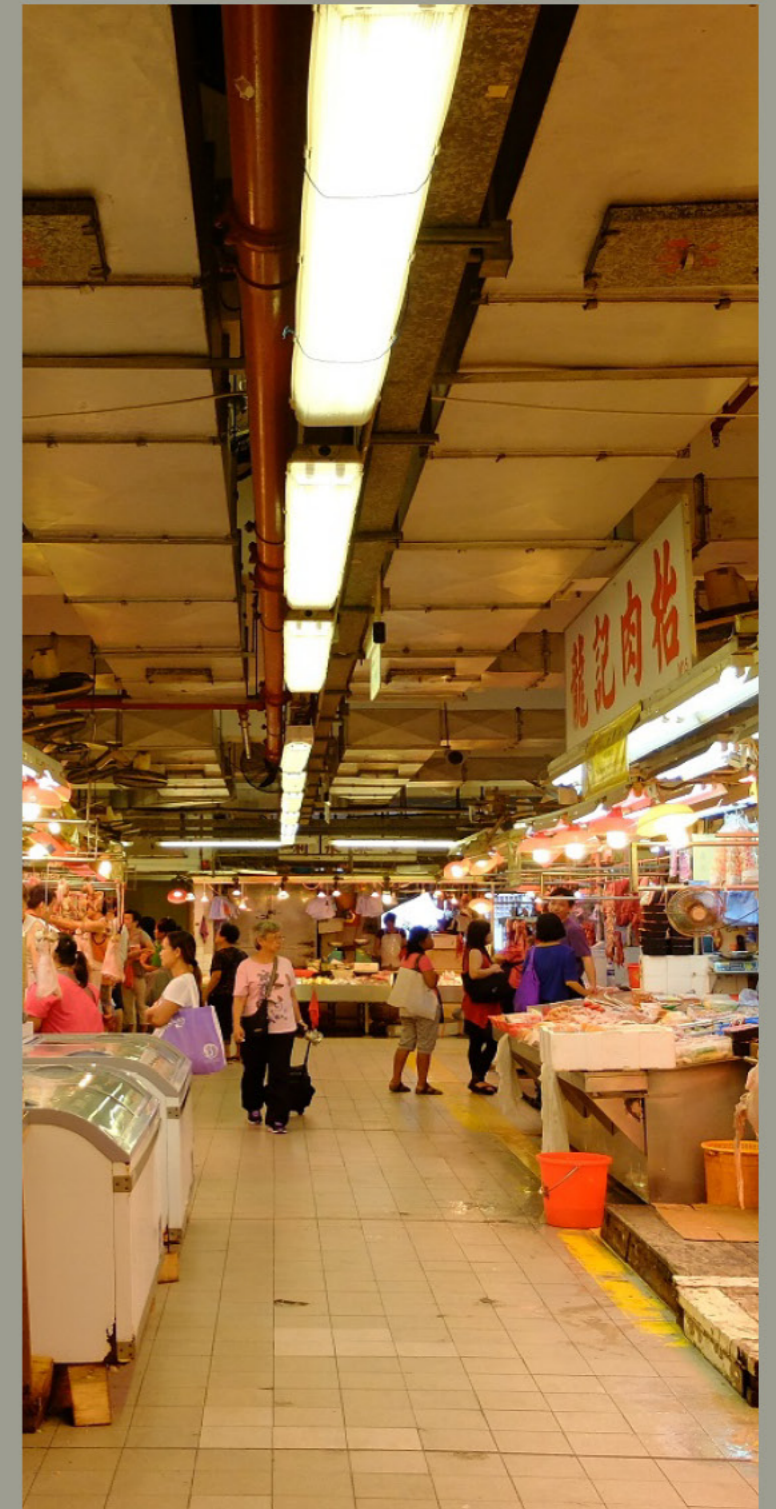
ORIGINAL LAYOUT

+IMPROPER TRADE LOCATION

+UNDER-USED SPACE (BALCONY / CORRIDOR)



FIRST FLOOR PLAN



CORRIDOR



Wet floor

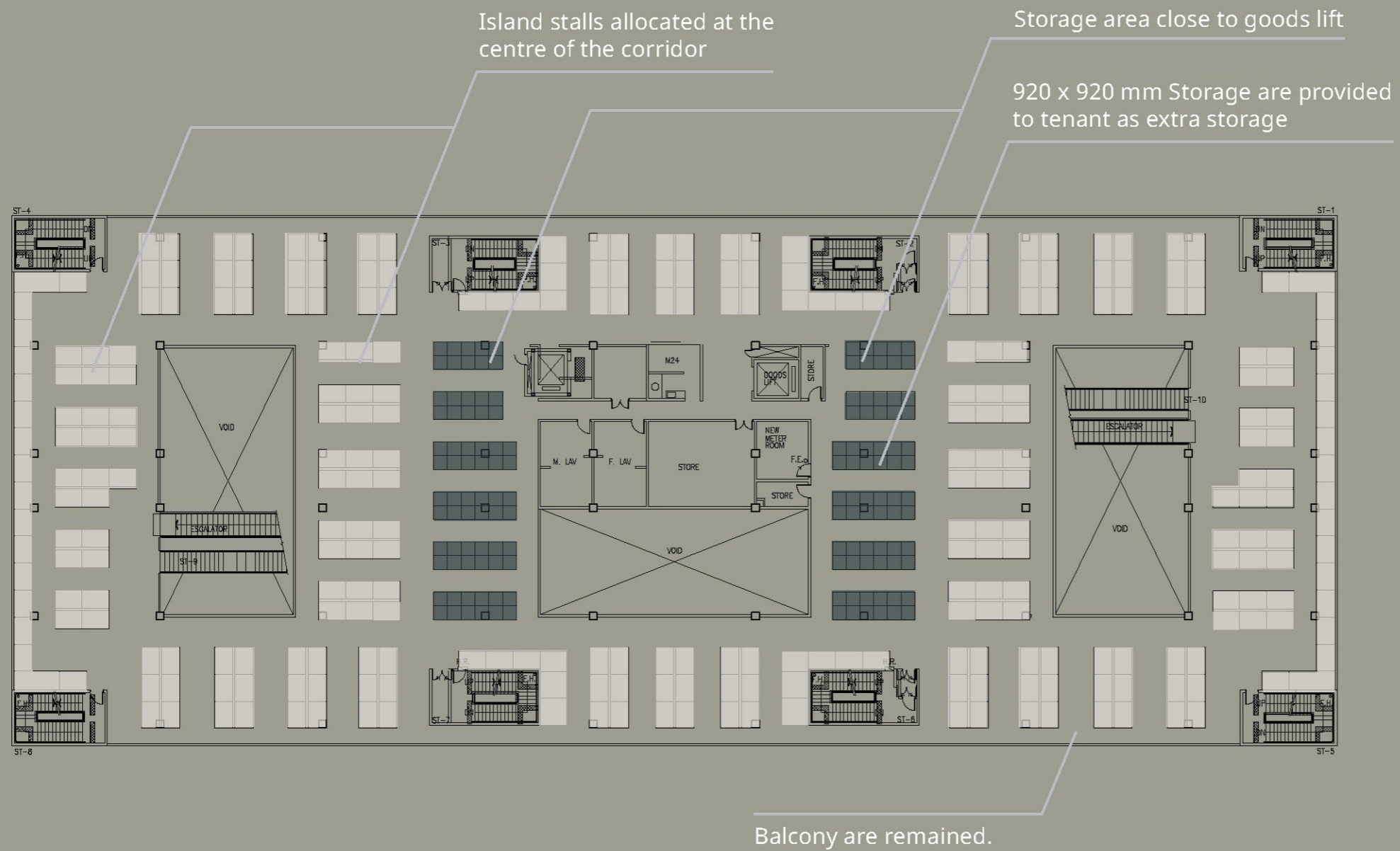
BALCONY



Underused space

FIRST FLOOR

NEW LAYOUT 1



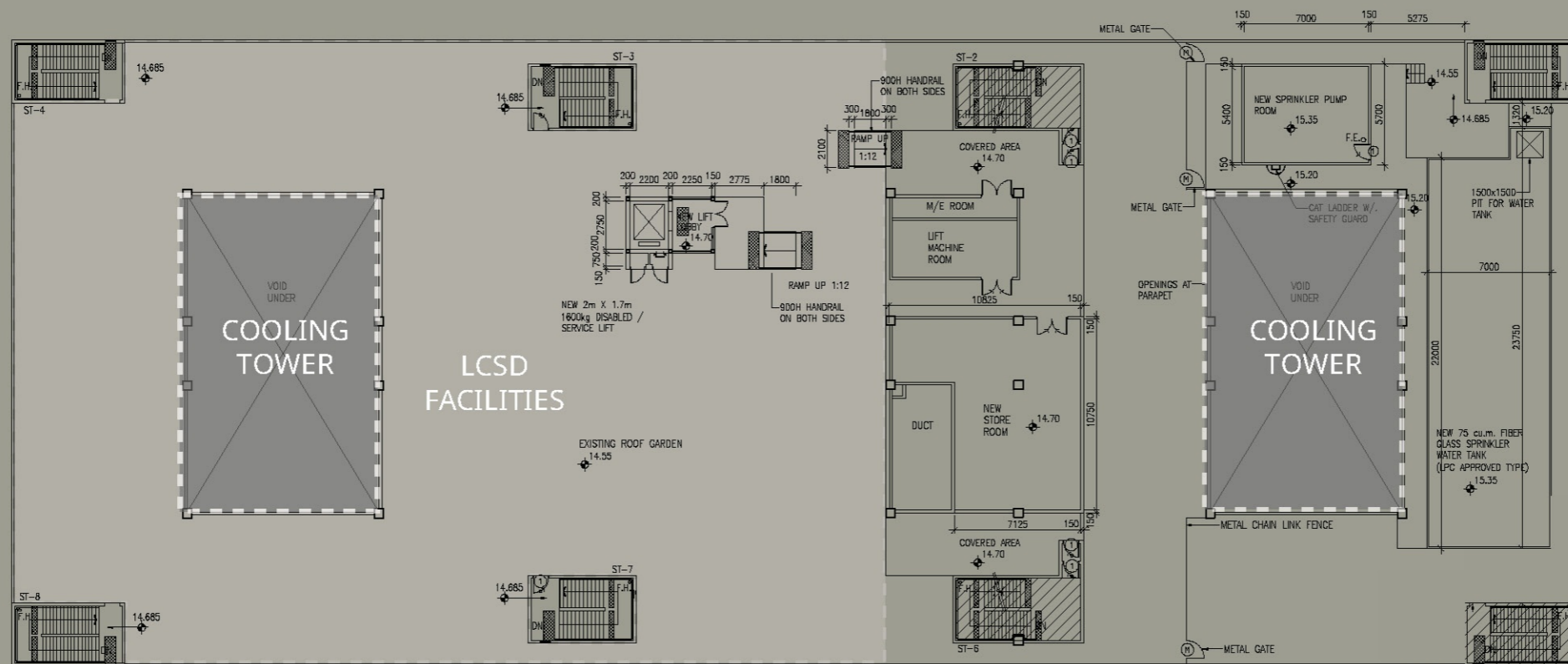
“Relocating seafood, meat and poultry stalls to GF. Total stalls numbers remain unchanged.”

-  LARGE STALL UNIT SIZE : 3200 x 3600 mm
-  SMALL STALL UNIT SIZE : 1200 x 1800 mm
-  STORAGE SIZE : 920 x 920 mm

LAYOUT PLAN
FIRST FLOOR

ROOF PLAN

NEW LAYOUT 2

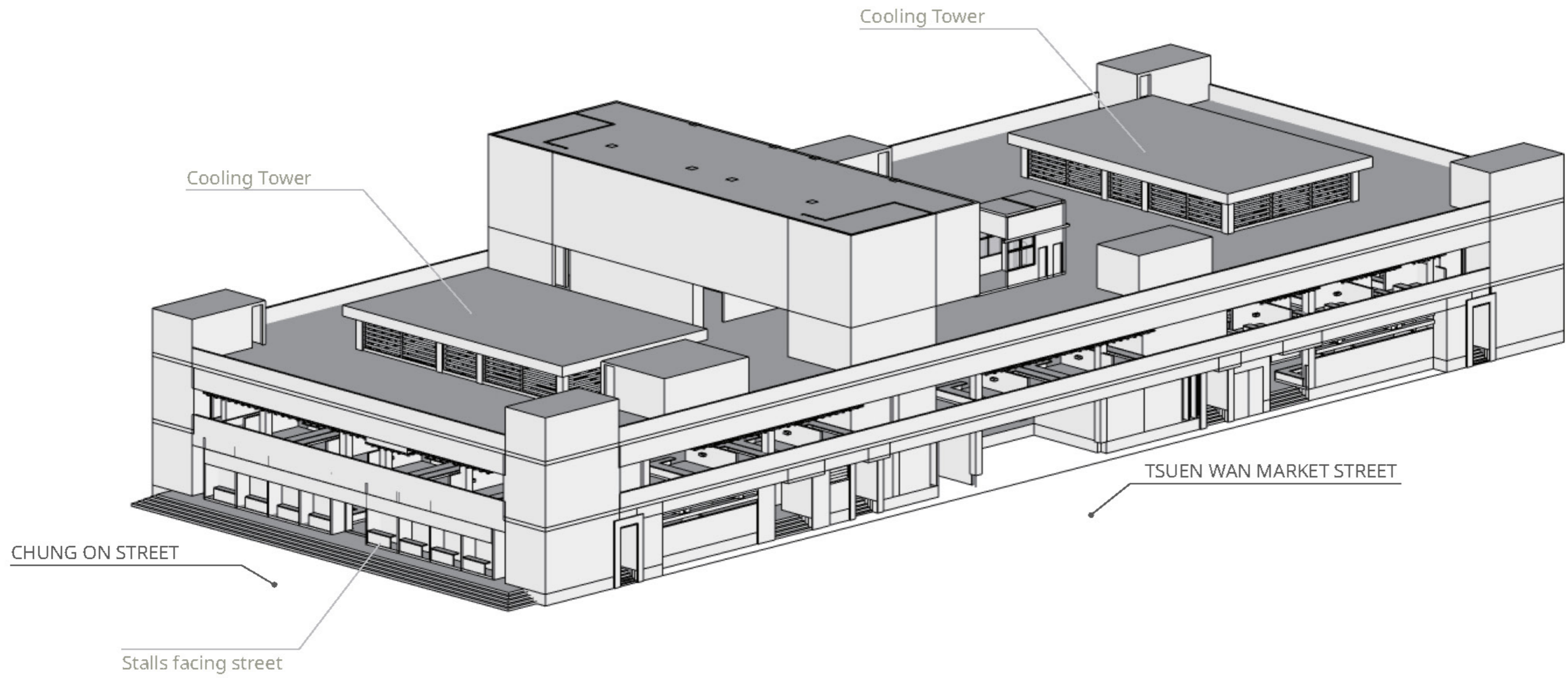


PROPOSED LOCATION OF COOLING TOWER
ROOF PLAN

ROOFTOP



FACADE



AXONOMETRIC VIEW
CHUNG ON STREET AND TSUEN WAN MARKET STREET

STALL ARRANGEMENT

Trades	Existing	Number of Stalls Required		Option 1	Option 2
		One Tenant One Stall [^]	Additional Stalls Assigned for Tenants of Multiple Trades		
G/F <i>(No. of market stalls occupied)</i>	309	164	175	126	129
Food related dry goods	157	70	77	/	70
Food related wet goods	37	19	20	42	19
Fruits	38	17	19	38	17
Non-food related dry goods	59	46	47	/	11
Non-food related wet goods	18	12	12	/	12
Seafood	/	/	/	20	/
Meat	/	/	/	21	/
Poultry	/	/	/	3	/
Siu Mei / Lo Mei	/	/	/	2	/
Storage stalls	3	/	/	/	/
Vacant	16	/	/	15*	/
1/F <i>(No. of market stalls occupied)</i>	52	50	50	235	86
Seafood	20	20	20	/	20
Food related wet goods	5	5	5	/	5
Meat	21	19	19	/	19
Non-food related wet goods	1	1	1	19	1
Poultry	3	3	3	/	3
Siu Mei / Lo Mei	2	2	2	/	2
Non-food related dry goods	/	/	/	59	36
Food related dry goods	/	/	/	157	/
Fruits	/	/	/	/	/
Storage	/	/	/	136	/
Vacant	1	/	/	61*	/
Total no. of market stalls occupied (excl. storage)	361	214	225	361	215
Total no. of stalls	381 (incl. 3 storage)	214	225	565 (incl. 128 storage)	215

Note: There are 12 former poultry stalls on 1/F not counted in the existing layout.

[^] If the tenant owns stalls of more than one trade, a stall of trade with larger size is allocated.

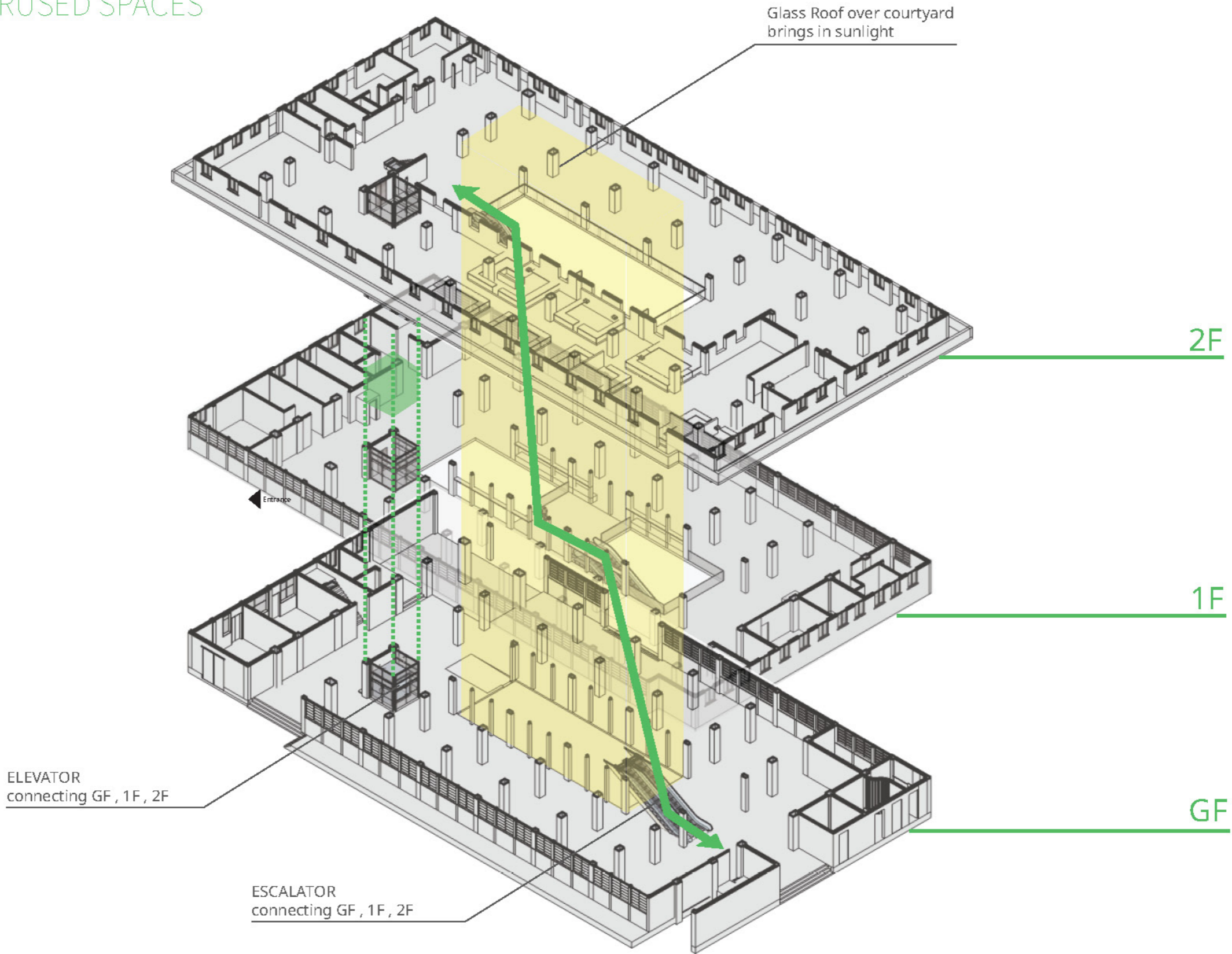
* By rezoning, there are 70 additional market stalls created for Option 1, which can be rented by new/existing tenants.

REVITALIZE UNDERUSED SPACES

“With new programme and new layout, we create new buying experience.”

CONCEPT

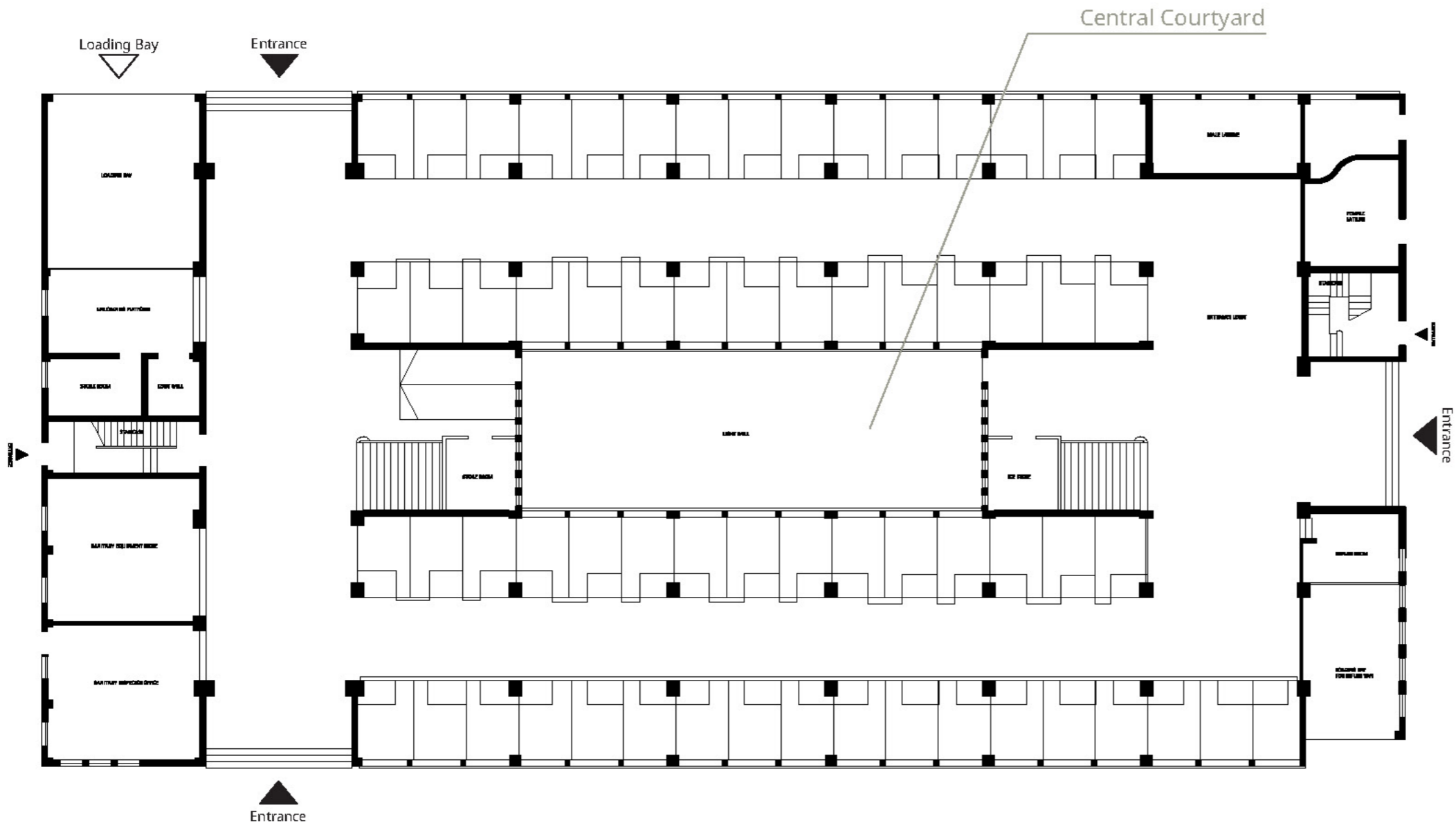
- 1_OPEN UP CENTRAL VOID
- 2_REVITALIZE UNDERUSED SPACES



GROUND FLOOR

ORIGINAL LAYOUT

- +LONG CORRIDOR
- +NARROW SHOP FRONT



GROUND FLOOR PLAN



CENTRAL COURTYARD

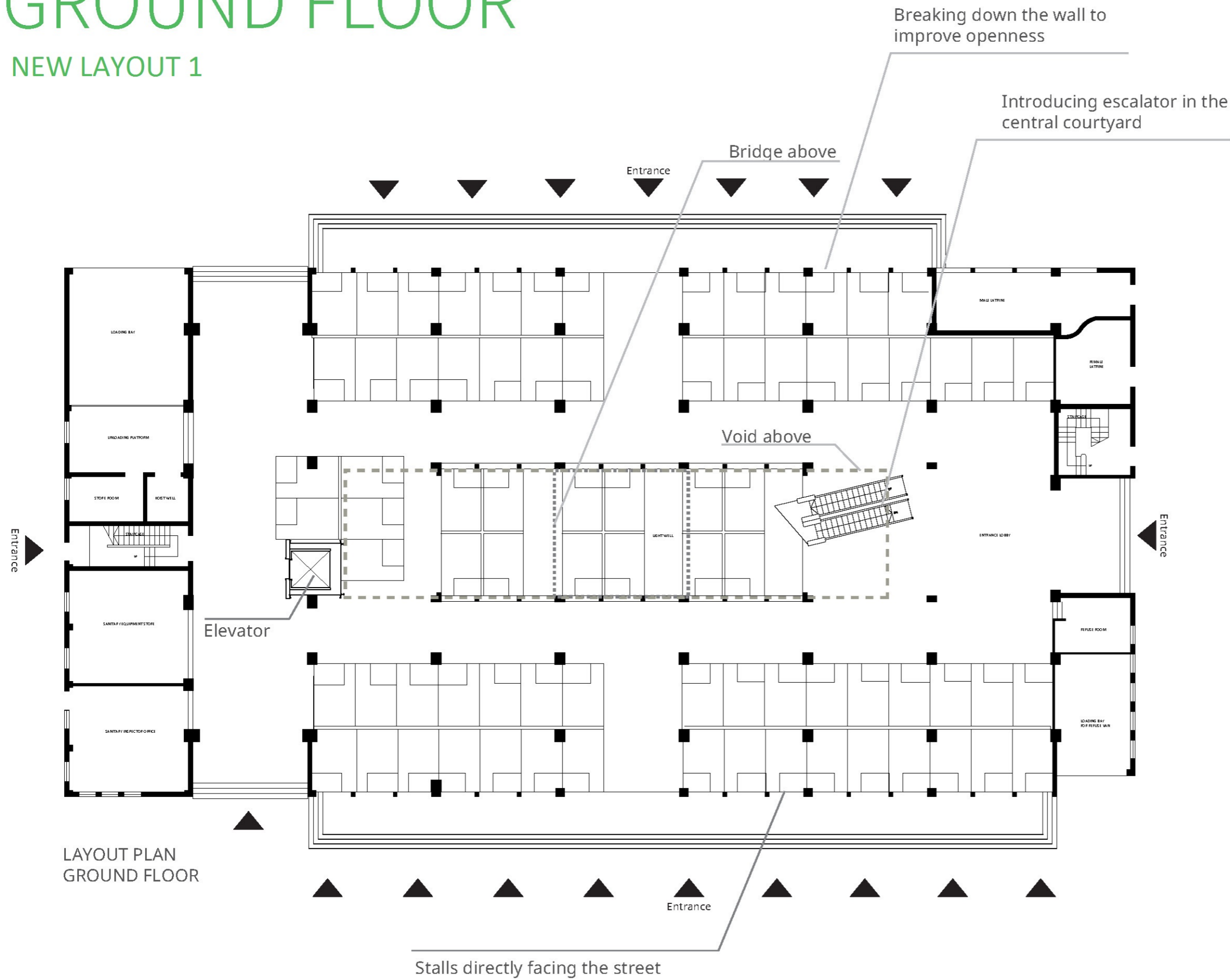
GROUND FLOOR



CENTRAL COURTYARD

GROUND FLOOR

NEW LAYOUT 1

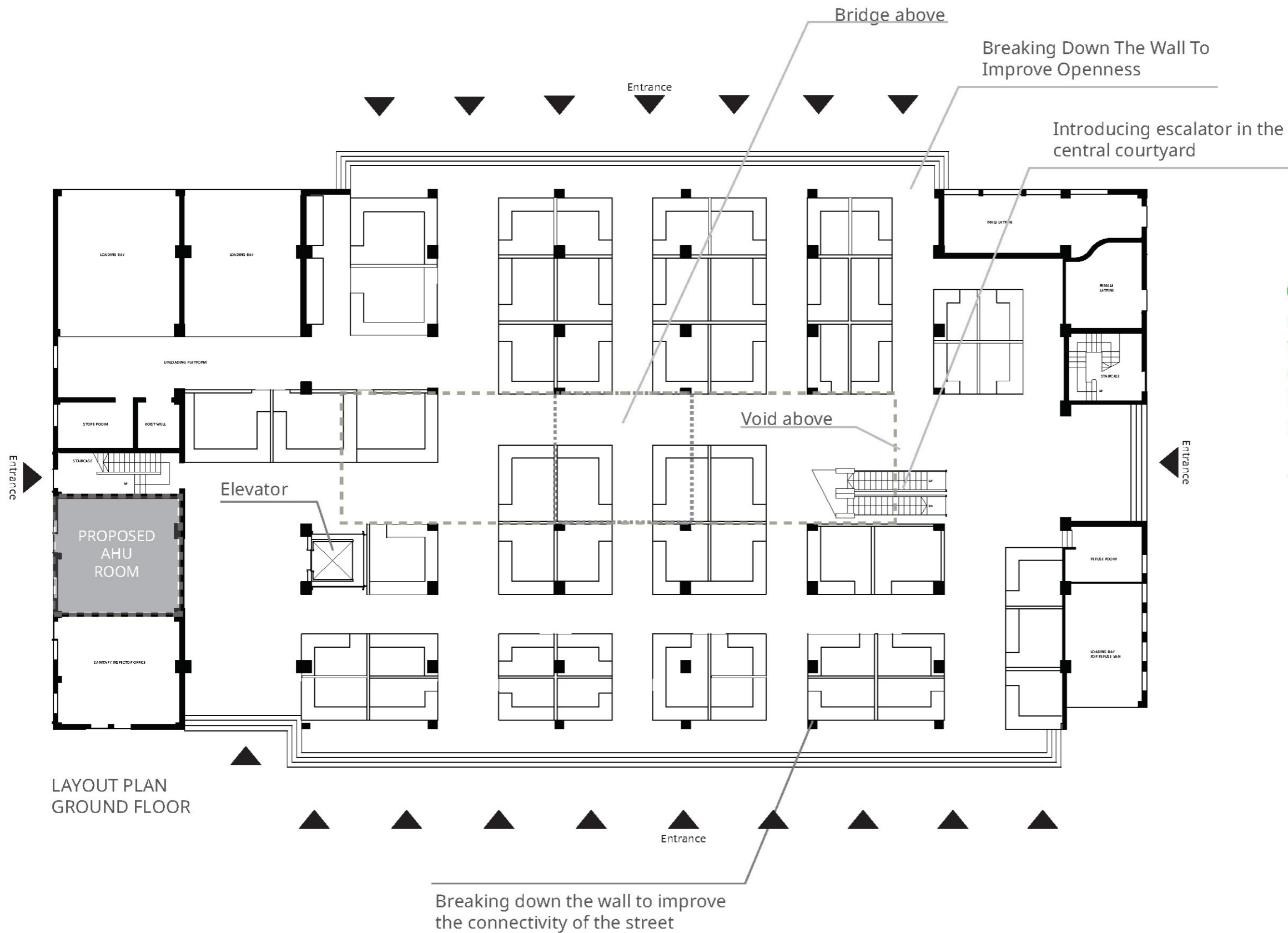


“Original layout and stall size remain largely unchanged. To improve the openness of the market, two sides of walls are broken down in order to create interaction between the market and streets.”

LAYOUT PLAN
GROUND FLOOR

GROUND FLOOR

NEW LAYOUT 2



“To improve the openness of the market, two sides of walls are broken down in order to create interaction between the market and street.”

GROUND FLOOR

NEW LAYOUT 2
MAIN ENTRANCE



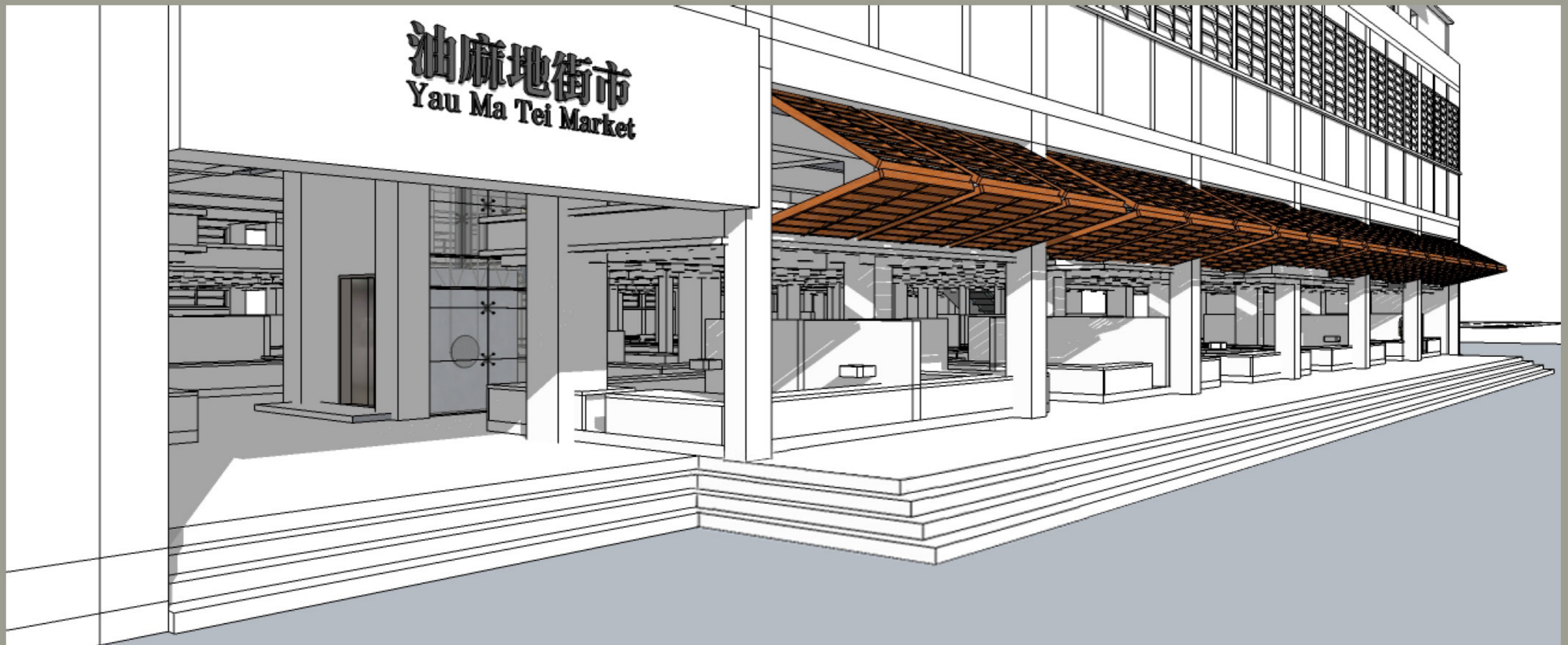
STREET STALLS OUTSIDE MARKET



Stalls outside market along Reclamation Street

FACADE MODIFICATION

STALLS FACING STREET

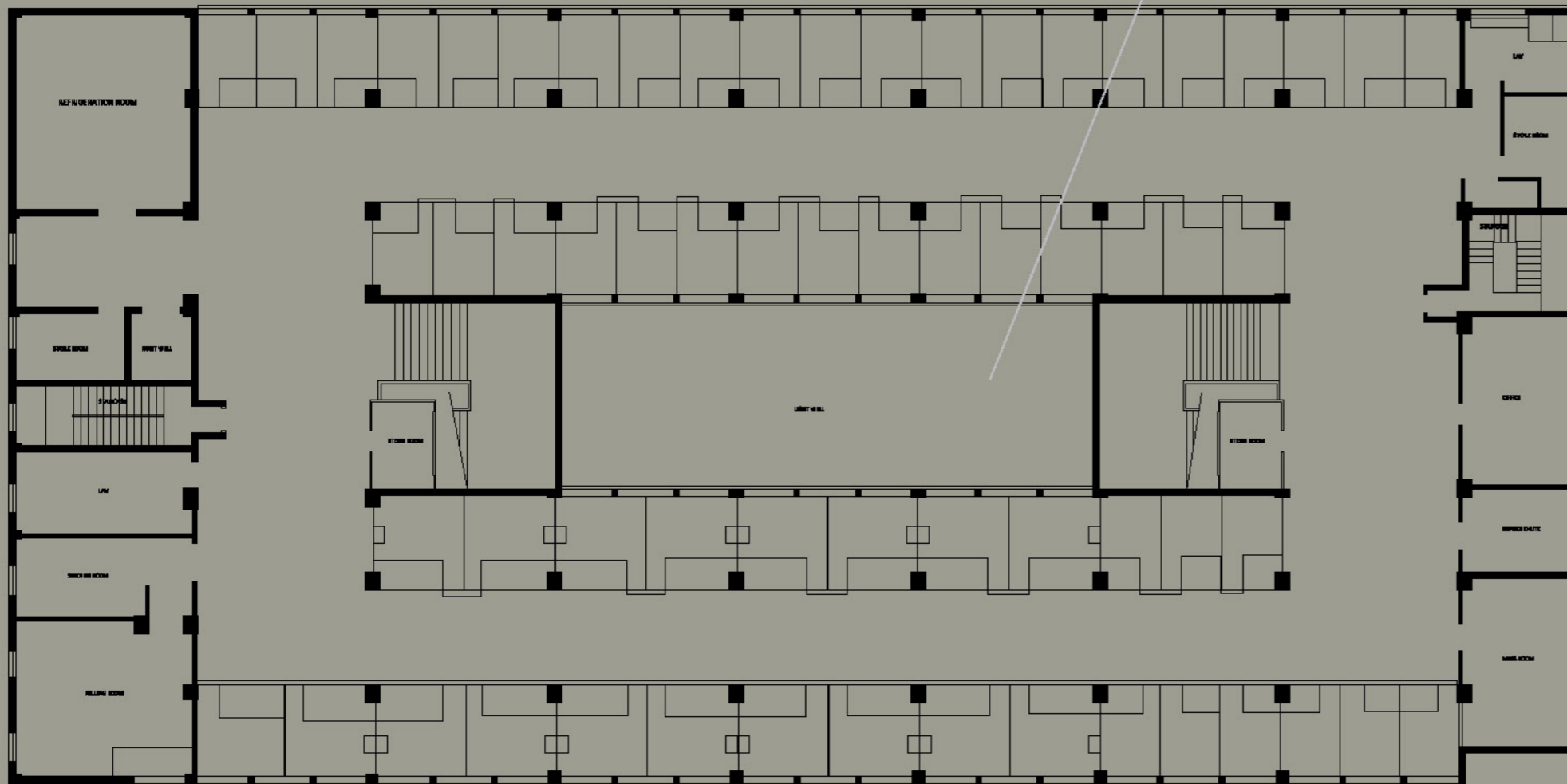


Entrance and stalls directly facing Reclamation Street.

FIRST FLOOR

ORIGINAL LAYOUT
+LONG CORRIDOR
+NARROW SHOP FRONT

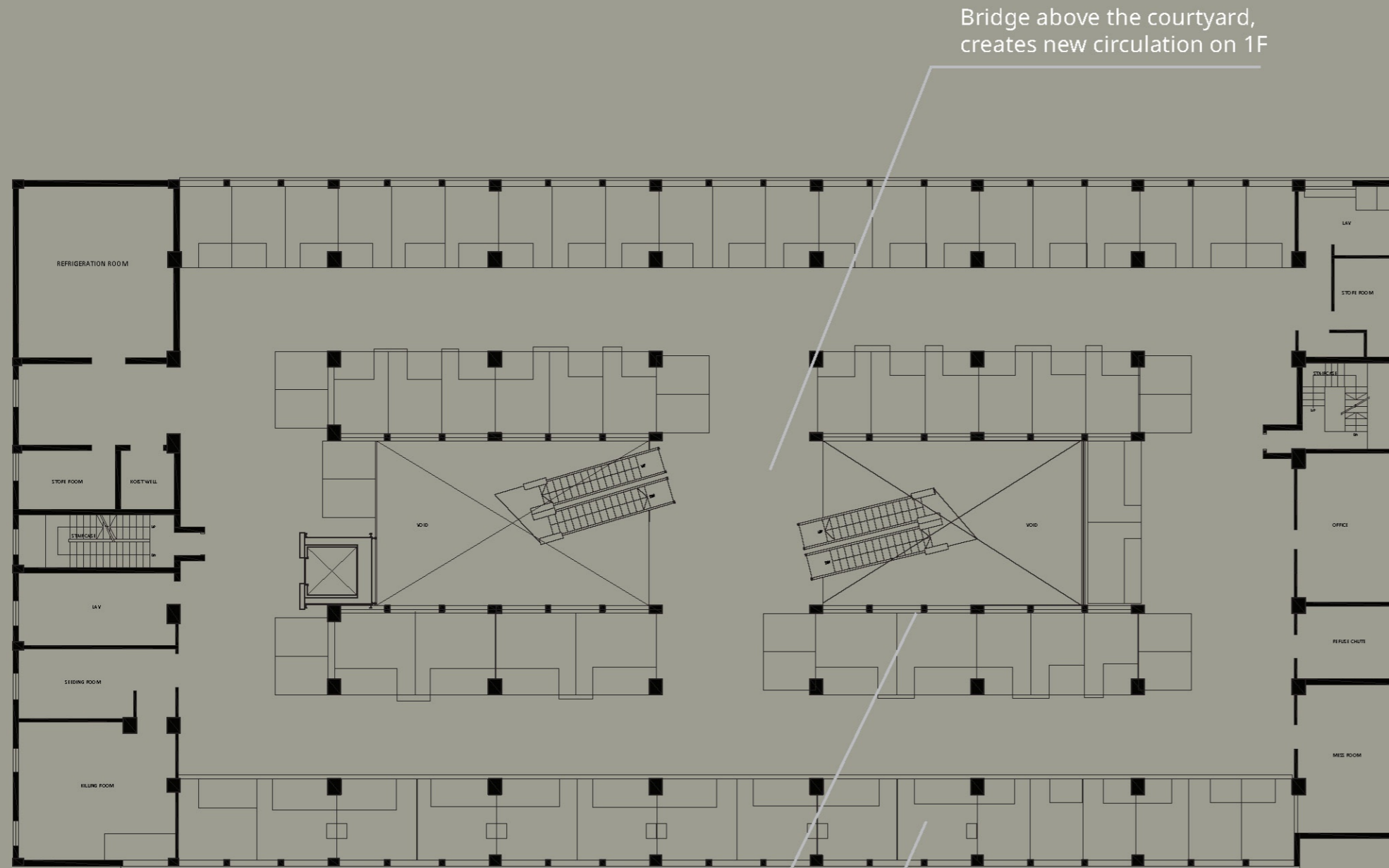
Central Courtyard



FIRST FLOOR PLAN

FIRST FLOOR

NEW LAYOUT 1



Bridge above the courtyard,
creates new circulation on 1F

“Original layout and stall size remain largely unchanged. To improve the openness of the market, walls of central courtyard are broken down.”

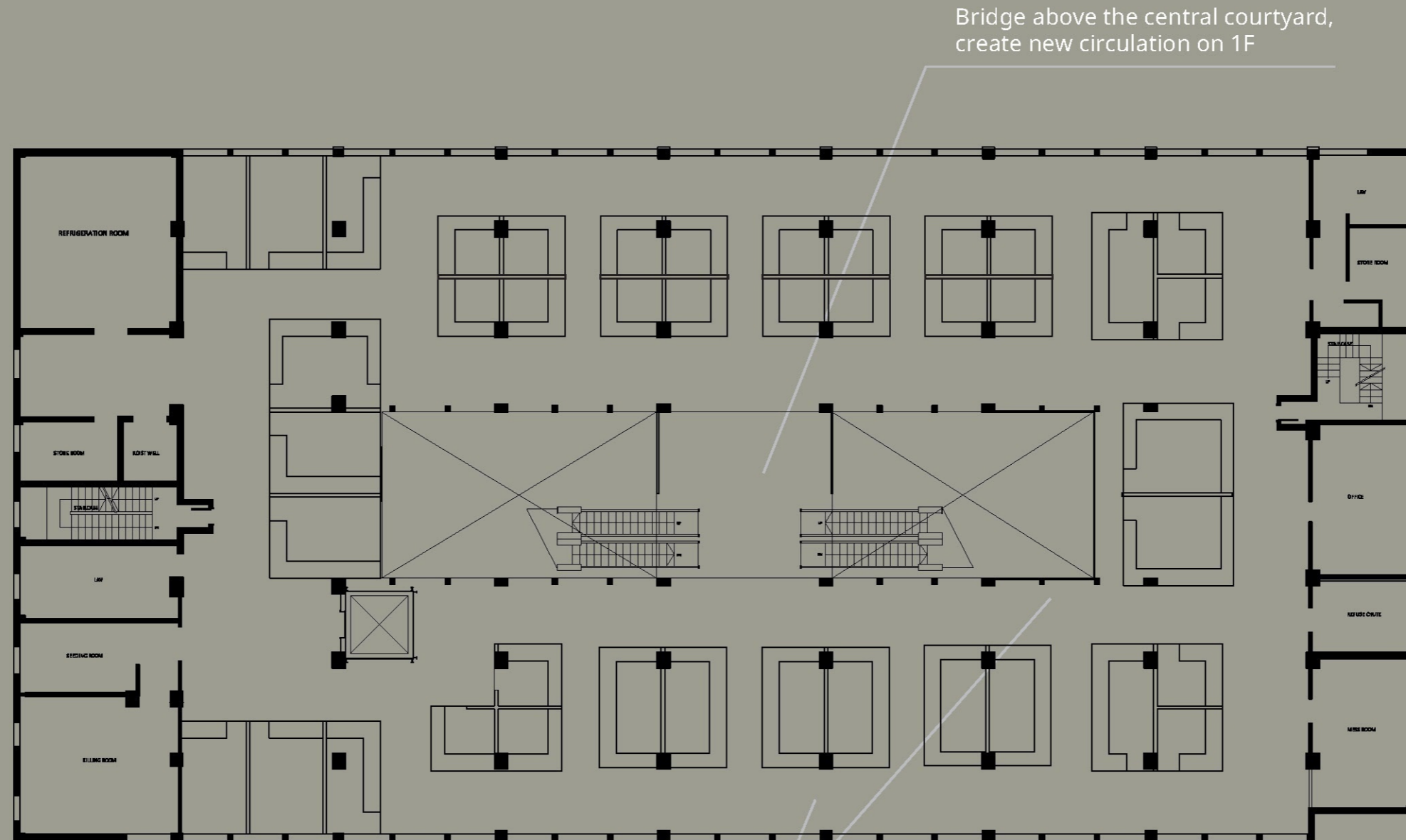
LAYOUT PLAN
FIRST FLOOR

Concrete wall replaced by
short wall and glass window

Previous stall arrangement
remain unchanged

FIRST FLOOR

NEW LAYOUT 2



Bridge above the central courtyard,
create new circulation on 1F

LAYOUT PLAN
FIRST FLOOR

Aisle at both sides , create
multiple circulation

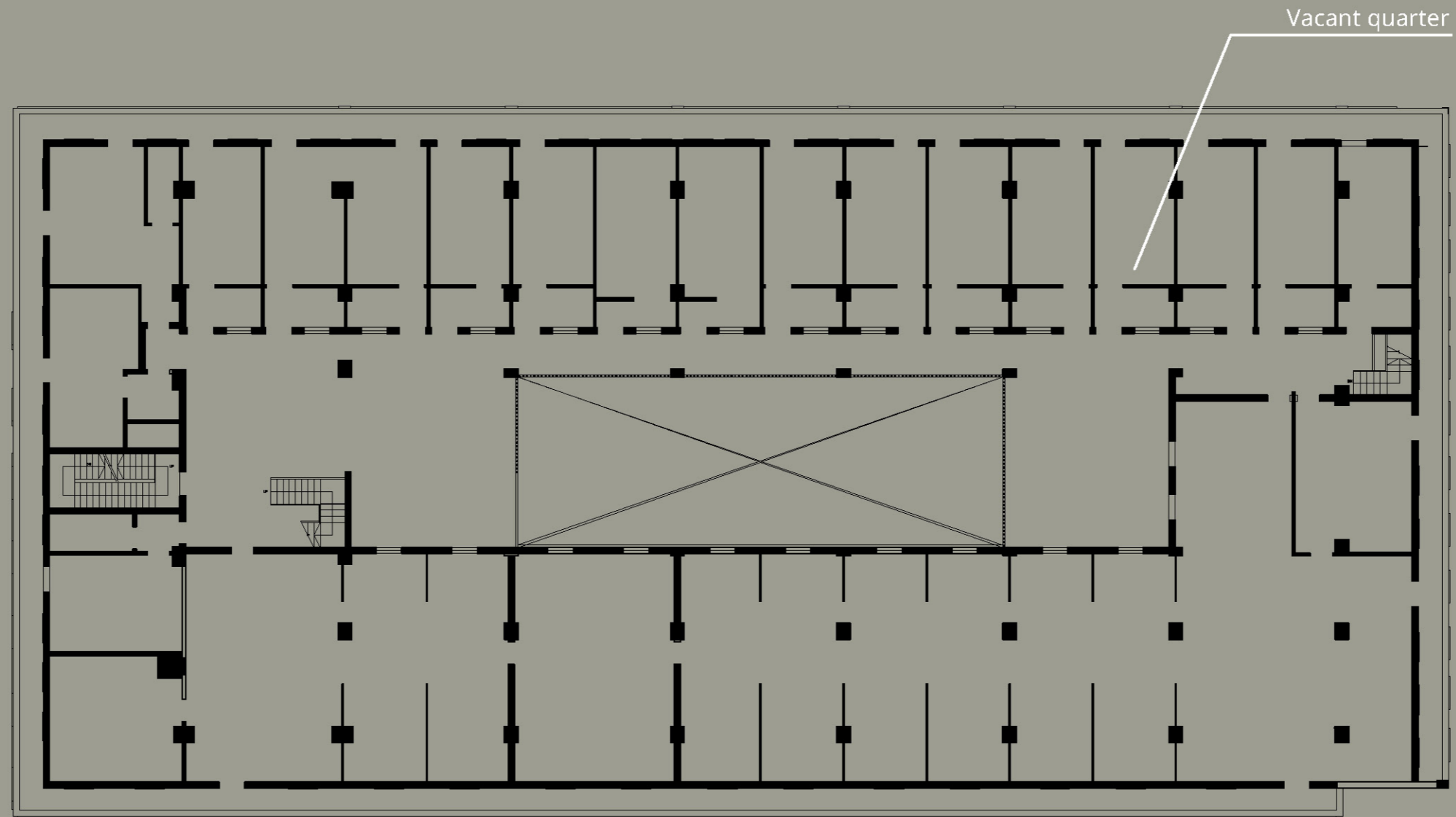
FIRST FLOOR

NEW LAYOUT 2
AISLE



SECOND FLOOR

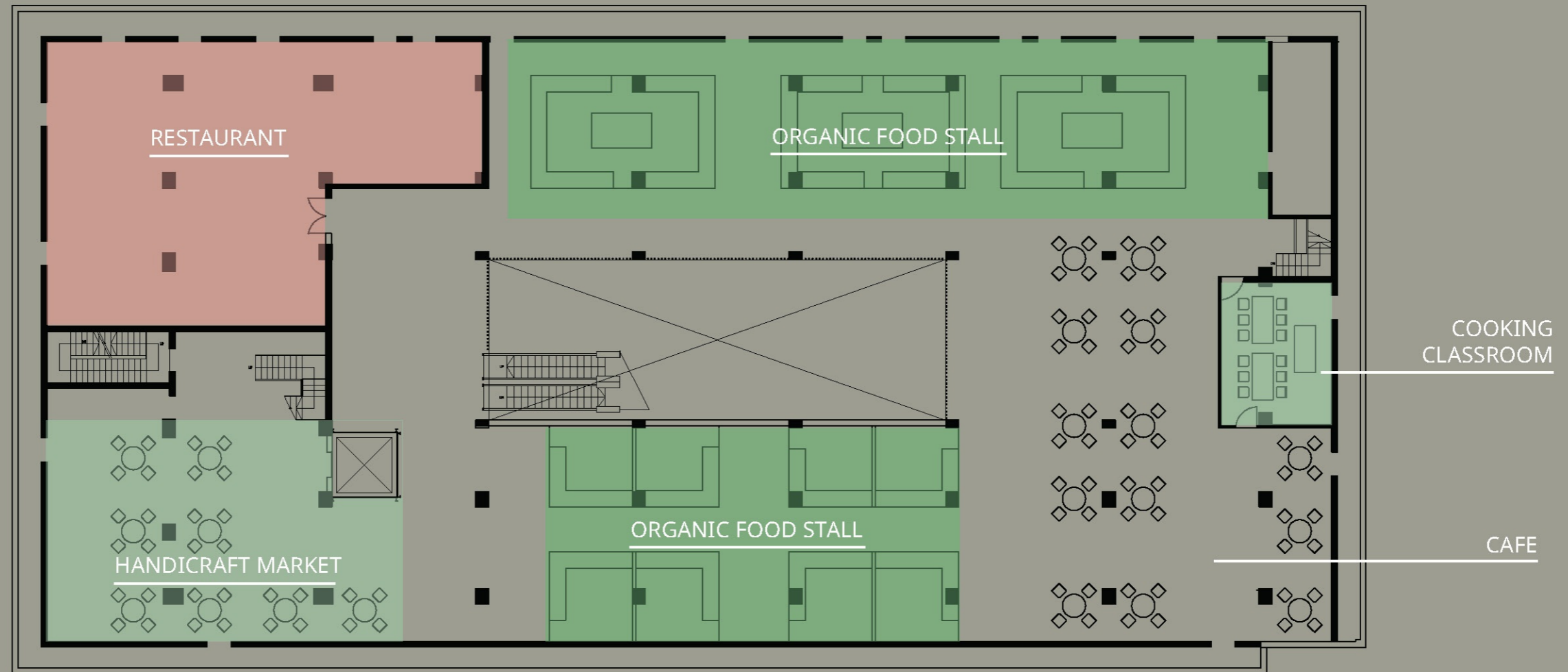
ORIGINAL LAYOUT
+BREAKING DOWN PARTITION WALL



LAYOUT PLAN
SECOND FLOOR

SECOND FLOOR

NEW LAYOUT 2



LAYOUT PLAN
SECOND FLOOR

HANDICRAFT MARKET

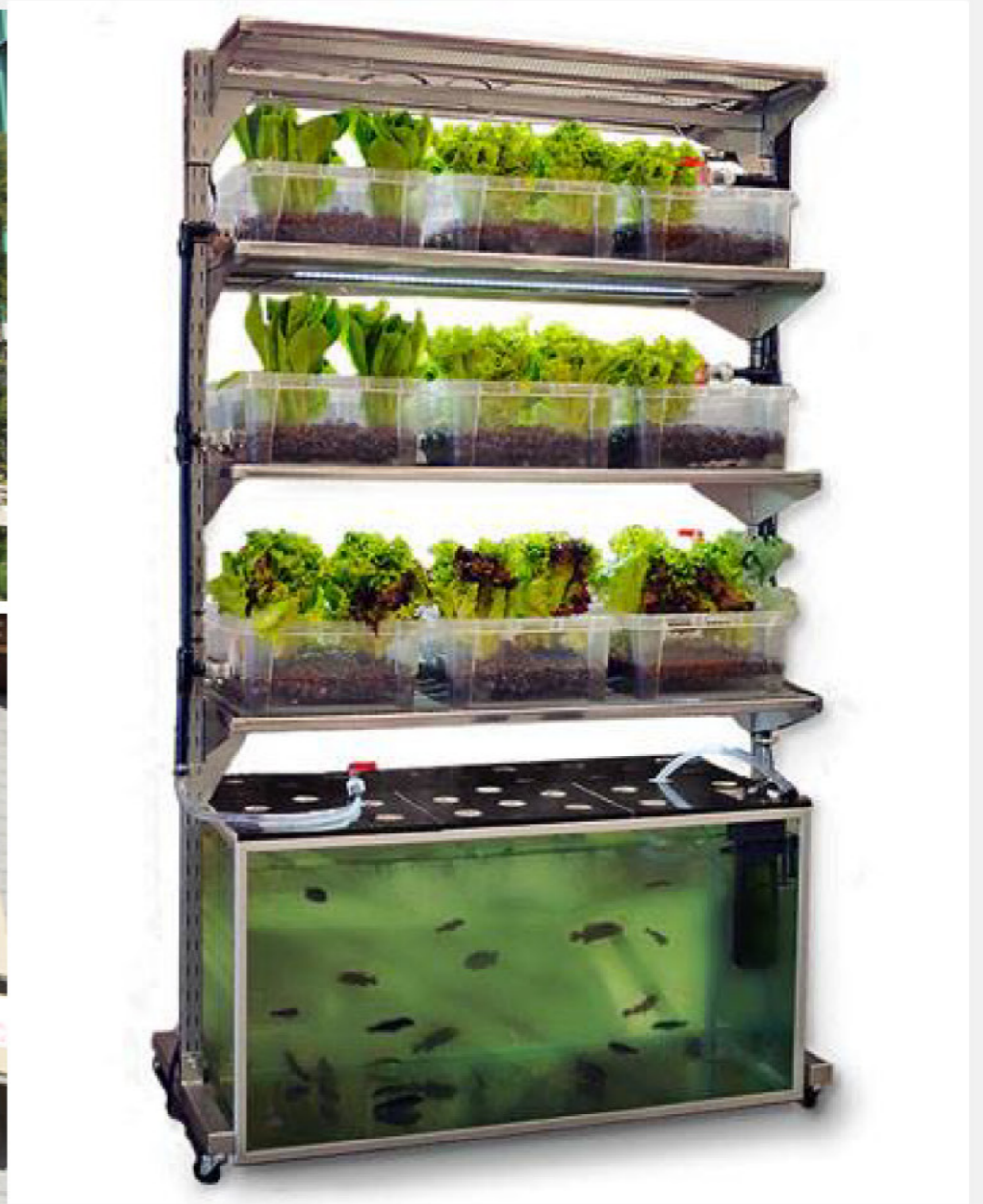
NEW PROGRAM AT 2F



“ Creative handmade culture is emerging. New potential customers from younger generation can be attracted by introducing Handicraft Market at the second floor. ”

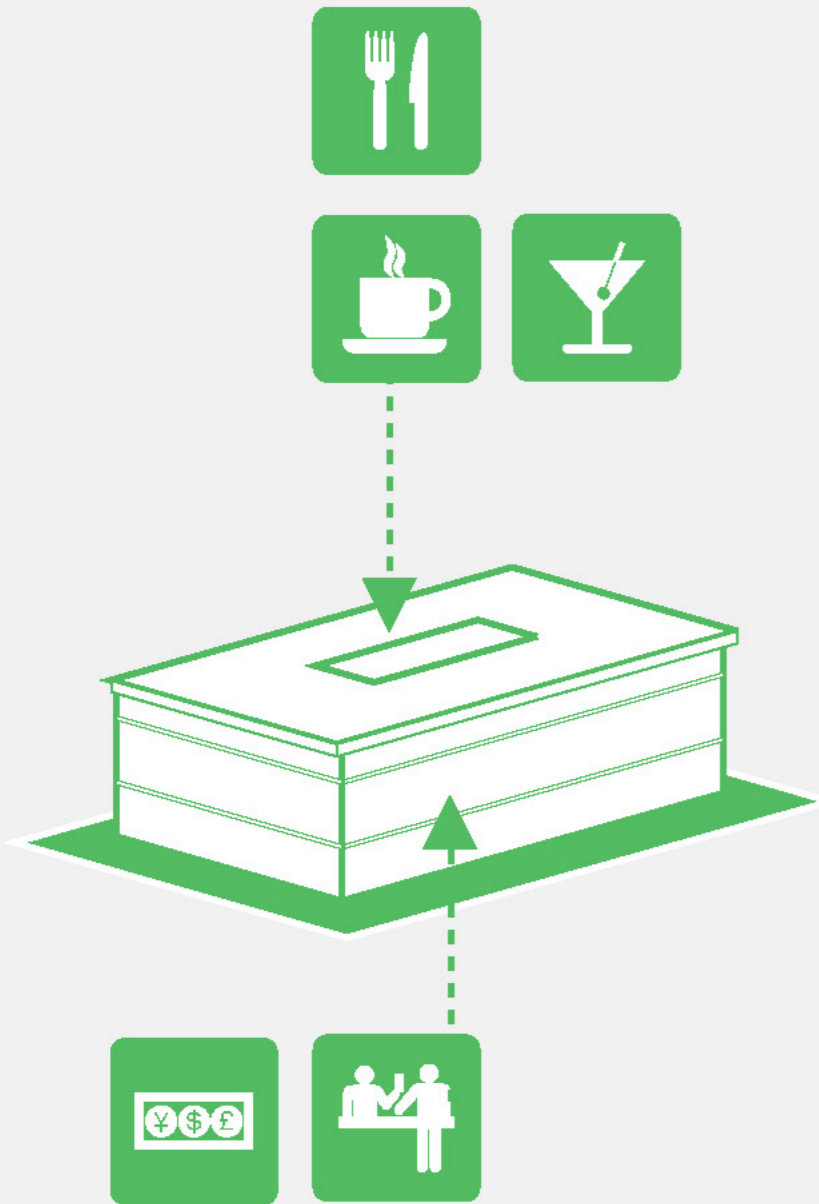
INDOOR ORGANIC FARMING

NEW PROGRAM AT 2F



RESTAURANT

NEW PROGRAM AT 2F



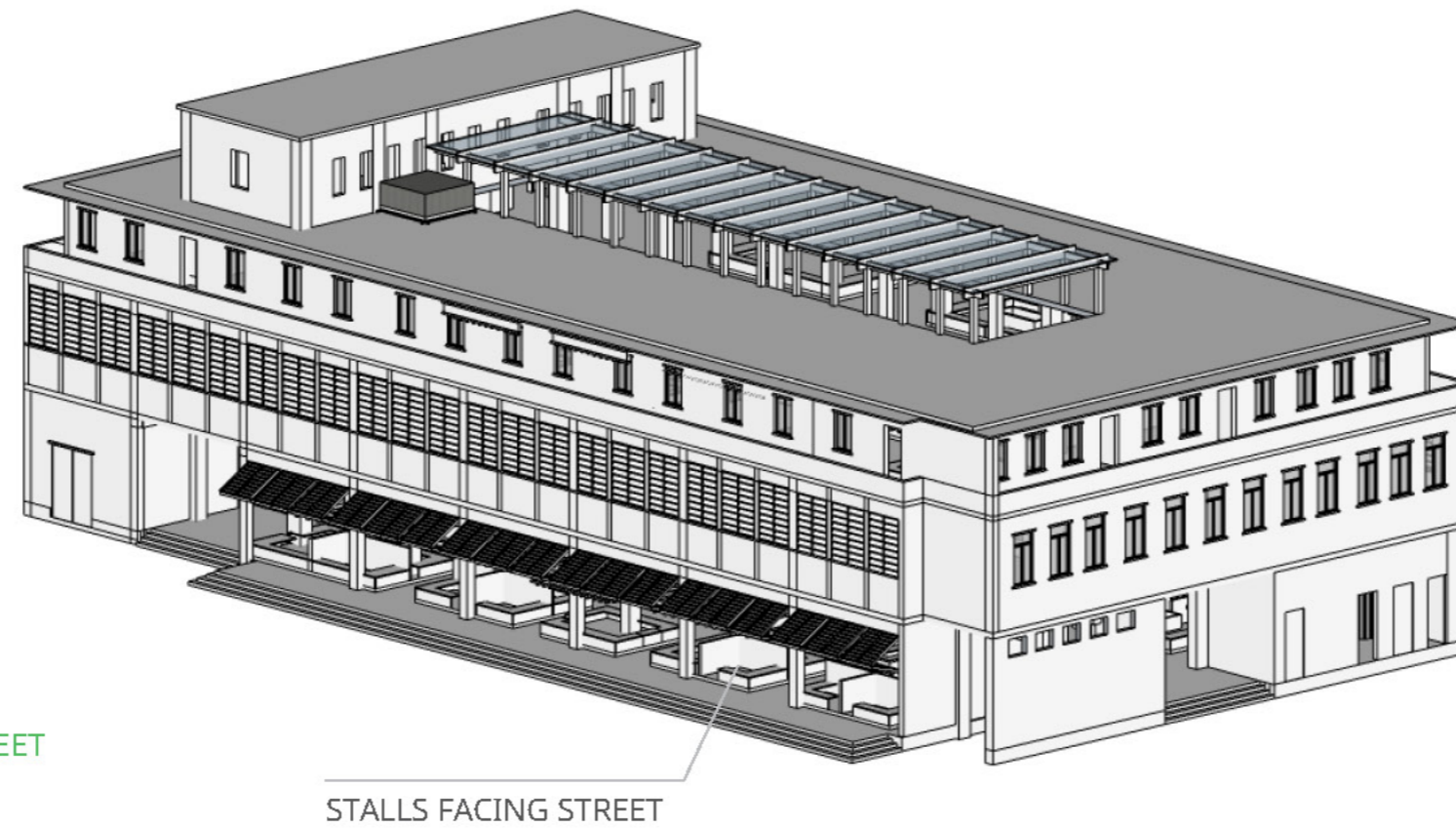
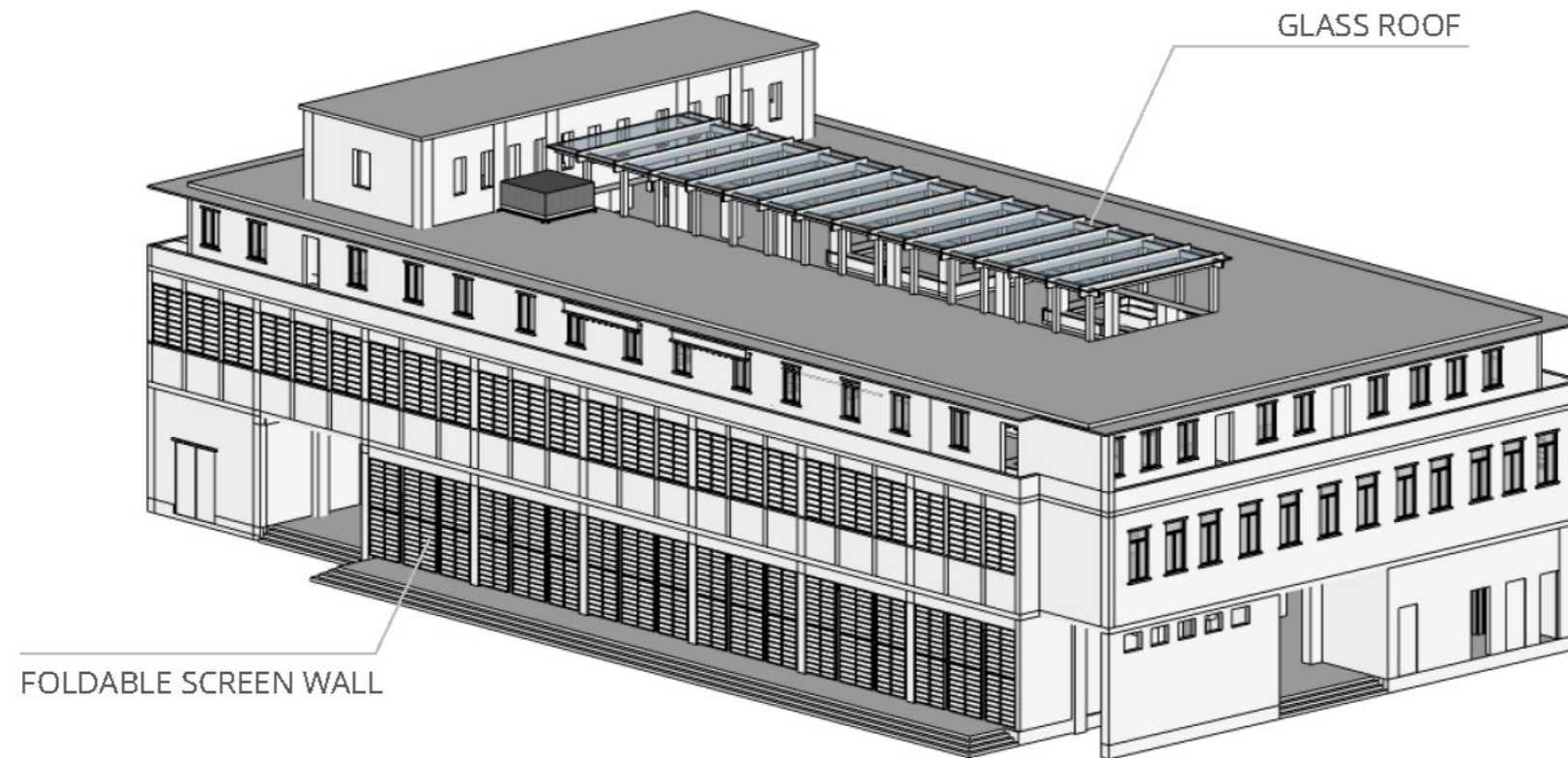
SECOND FLOOR

NEW LAYOUT 2
CENTRAL ATRIUM



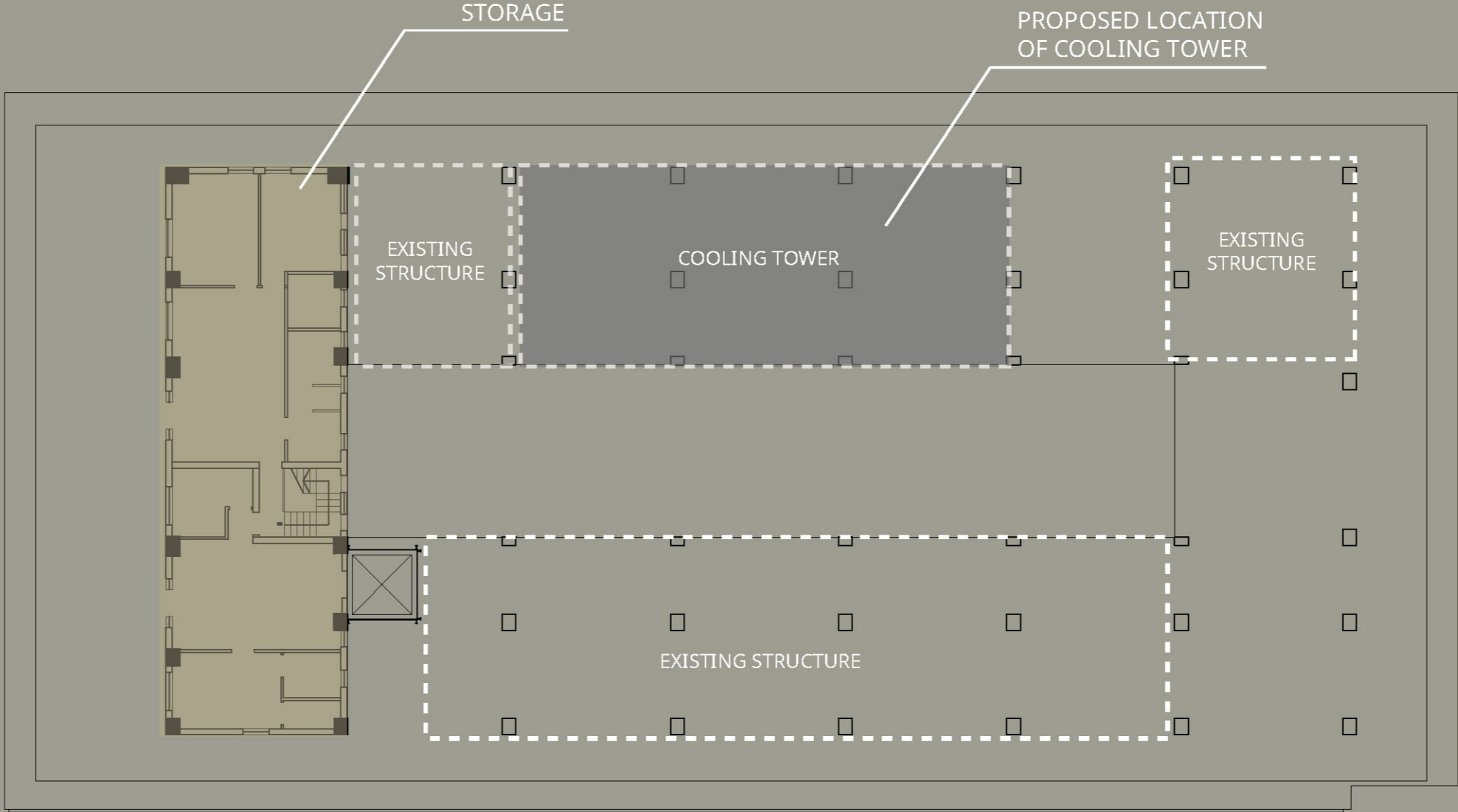
FACADE MODIFICATION

NEW LAYOUT : ENHANCING OPENNESS



ROOF PLAN

PROPOSED LOCATION OF COOLING TOWER



LAYOUT PLAN
ROOFTOP

ROOFTOP



EXISTING STRUCTURE ON ROOFTOP

STALL ARRANGEMENT

Trades	Existing	Number of Stalls Required		Option 1	Option 2
		One Tenant One Stall^	Additional Stalls Assigned for Tenants of Multiple Trades		
G/F <i>(No. of market stalls occupied)</i>	79	56	59	63	56
Seafood	49	30	30	54	30
Food related dry goods	3	3	3	/	3
Fruits	3	2	3	3	2
Vegetables	5	4	4	5	4
Food Related Wet goods	18	17	18	/	17
Ice stall	1	/	1	1	/
Storage	1	/	/	15	2
Vacant	5	/	/	/	/
1/F <i>(No. of market stalls occupied)</i>	56	41	45	72	43
Seafood	5	4	4	/	4
Food related wet goods	1	1	1	19	1
Food related dry goods	6	5	5	9	5
Non-food related dry goods	2	2	2	2	2
Poultry	19	14	14	19	14
Fresh beef	3	3	3		
Fresh meat	13	9	12	20	16
Fresh pork	4	3	3		
Frozen meat	2	/	/	2	/
Ice stall	1	/	1	1	1
Storage	/	/	/	3	/
Vacant	3	/	/	/	/
Total no. of market stalls occupied (excl. storage)	135	97	104	135	99
Total no. of stalls	144	97	104	153	101

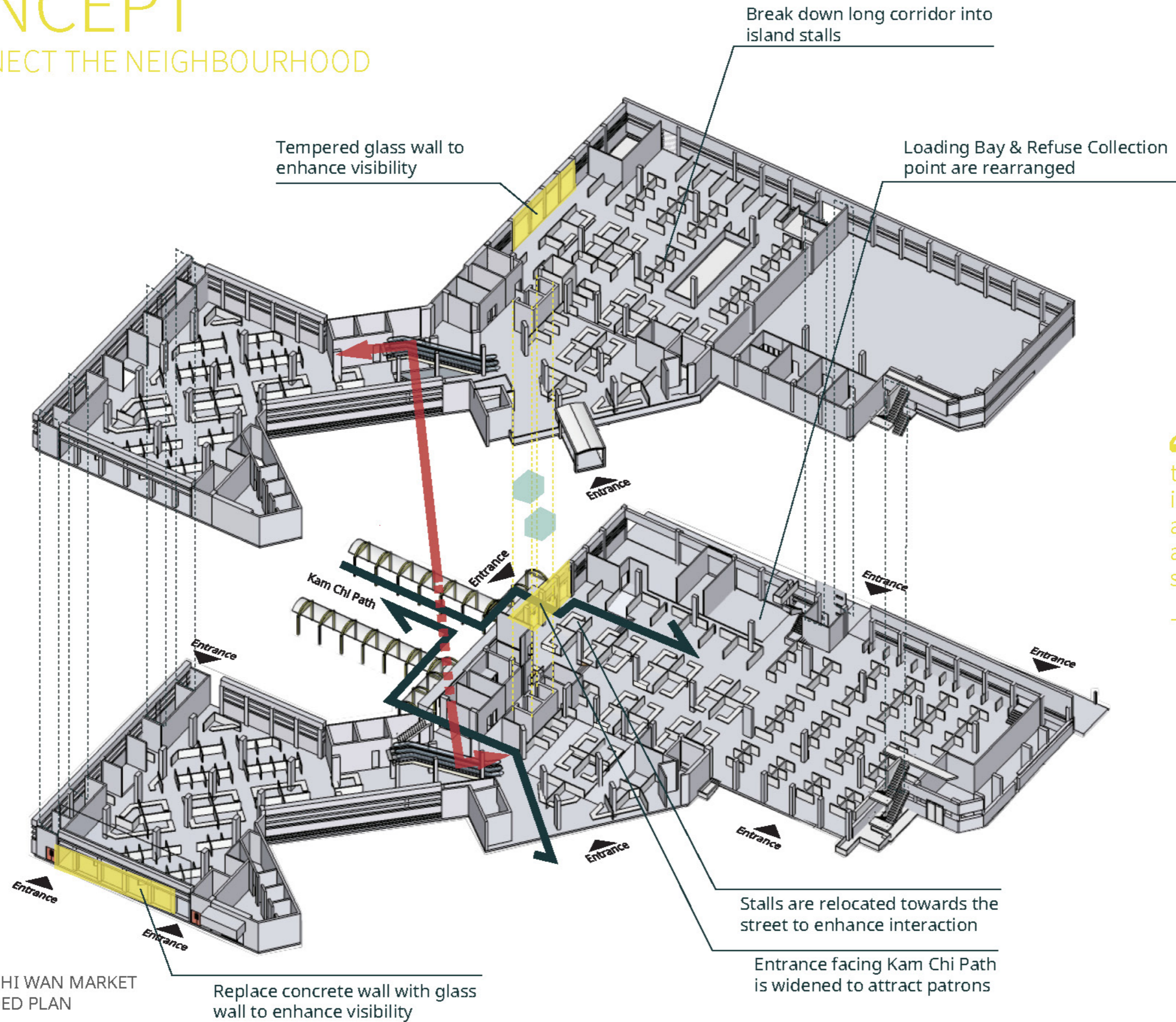
^ If the tenant owns stalls of more than one trade, a stall of trade with larger size is allocated.

RECONNECT THE NEIGHBOURHOOD

“With new programme and new layout, we create new buying experience.”

CONCEPT

RECONNECT THE NEIGHBOURHOOD



“Enhancing openness of the whole market by installing glass curtain wall and opening up entrance and new stalls towards the street.”

NGAU CHI WAN MARKET
EXPLODED PLAN

Replace concrete wall with glass wall to enhance visibility

Stalls are relocated towards the street to enhance interaction

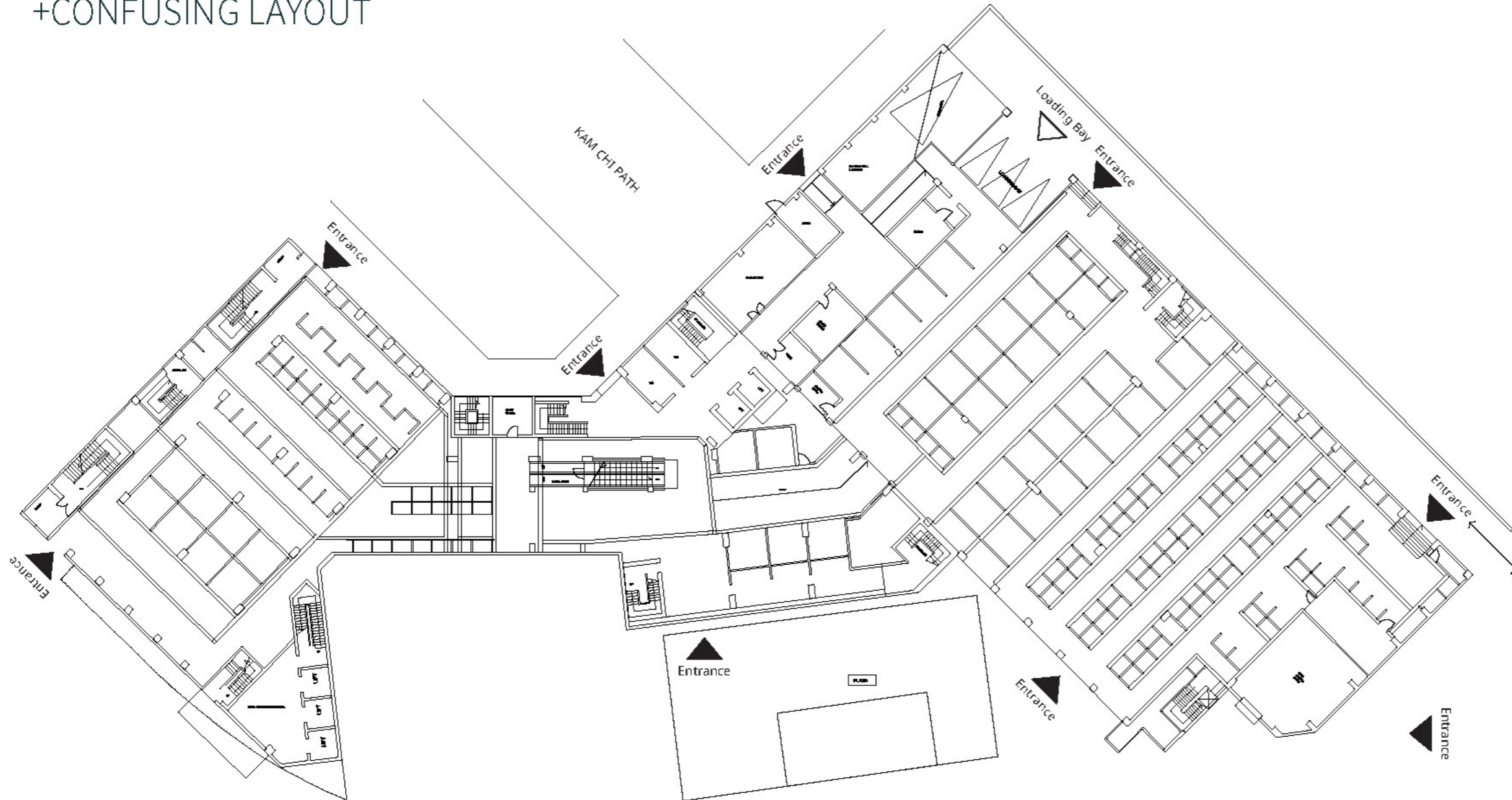
Entrance facing Kam Chi Path is widened to attract patrons

GROUND FLOOR

ORIGINAL LAYOUT

+LOW ACCESSIBILITY TO KAM CHI PATH

+CONFUSING LAYOUT



GROUND FLOOR PLAN





KAM CHI PATH MARKET



KAM CHI PATH



FACADE FACING KAM CHI PATH

ENTRANCE

RECONNECT THE NEIGHBOURHOOD

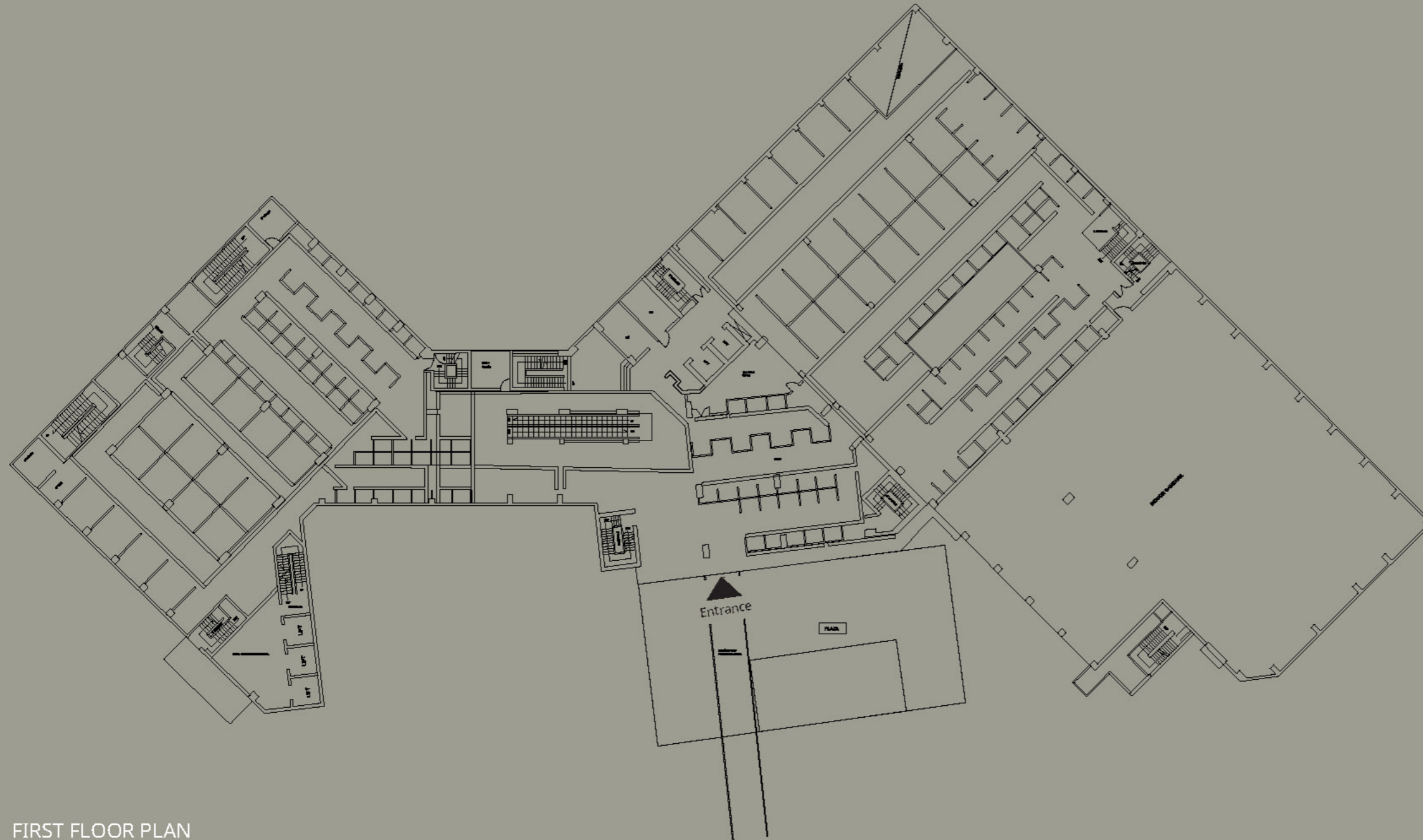
Entrance facing Kam Chi Path



“Entrance is enlarged to draw people from Kam Chi Path. Stalls are facing the street to increase interaction.”

FIRST FLOOR

ORIGINAL LAYOUT
+CONFUSING LAYOUT



FIRST FLOOR PLAN



CONFUSING LAYOUT

GROUND FLOOR



FIRST FLOOR

NEW LAYOUT

+BREAK DOWN CORRIDOR INTO ISLANDS

+REPLACE CONCRETE WALL WITH TEMPERED GLASS FACADE TO ENHANCE VISIBILITY




Island-liked stalls arrangement enriching the circulation

Glass Facade

Replace concrete wall with glass wall to enhance visibility

“Open up entrance facing Kam Chi Path to enhance interaction with street. Installing tempered glass wall to improve the visibility. Island stalls replace the elongated corridor.”

 **LARGE STALL UNIT SIZE >> 3400 x 2850 mm**
 **SMALL STALL UNIT SIZE >> 1200 x 1600 mm**

LAYOUT PLAN
FIRST FLOOR

FACADE

RECONNECT THE NEIGHBOURHOOD

Facade facing Lung Cheung Road



“Concrete wall is replaced by tempered glass window to enhance the visibility and to draw people coming in.”

STALL ARRANGEMENT

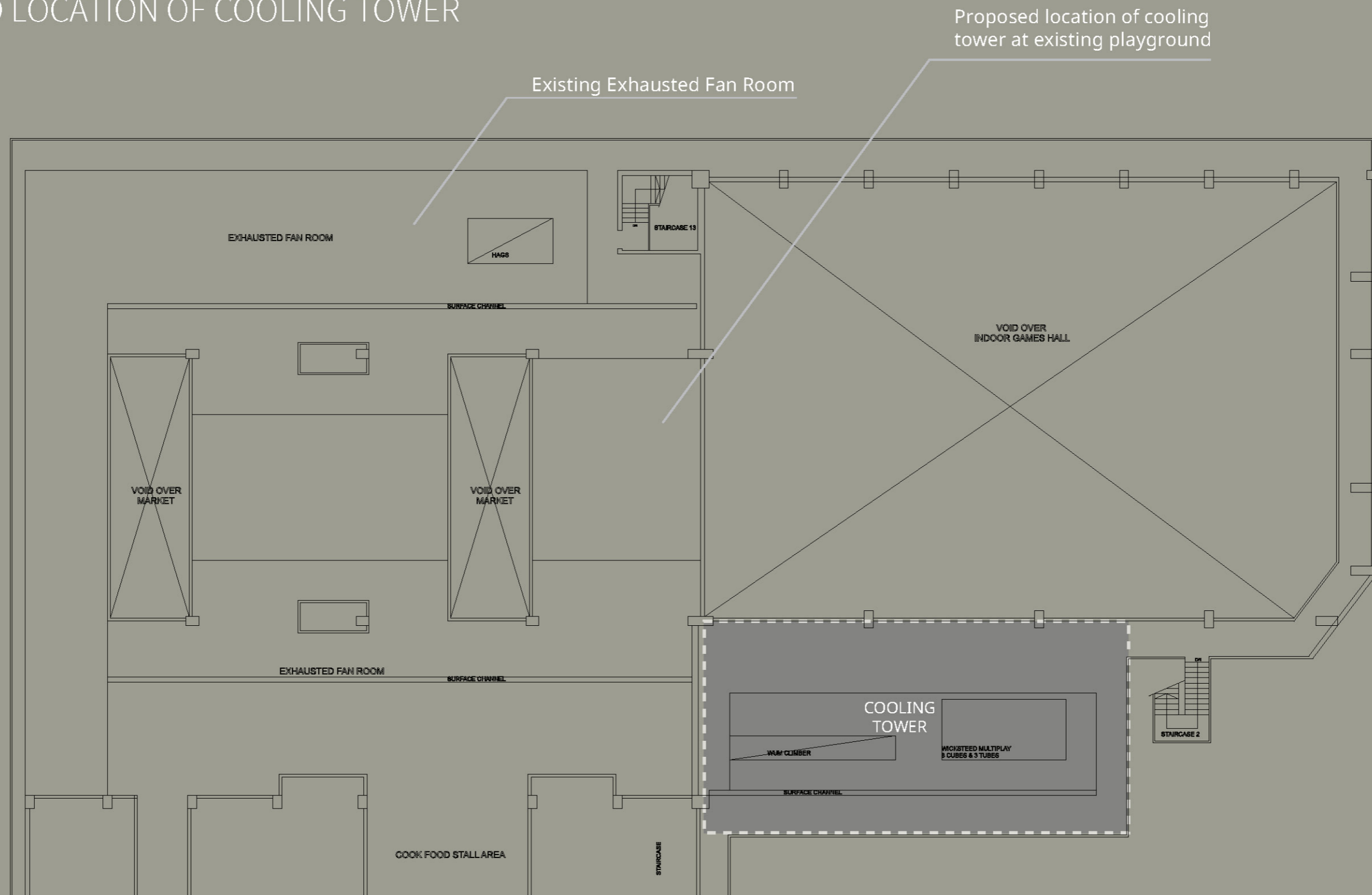
Trades	Existing	New Layout
G/F <i>(No. of market stalls occupied)</i>	205	205
Seafood	31	31
Non-food related wet goods	37	37
Food related wet goods	110	110
Siu Mei / Lo Mei	5	5
Food related dry goods	9	9
Non-food related dry goods	8	8
Poultry	2	2
Newspaper	1	1
Tradesman	1	1
Ice stall	1	1
Storage	/	13
Vacant	2	/
1/F <i>(No. of market stalls occupied)</i>	163	163
Food related dry goods	35	35
Food related wet goods	2	2
Meat	36	36
Non-food related dry goods	87	87
Non-food related wet goods	3	3
Storage	/	11
Vacant	17	/
Total no. of market stalls occupied (excl. storage)	368	368
Total no. of stalls	387	392

Note: There are 6 former poultry stalls on G/F not counted in the existing layout.

ROOF PLAN

NEW LAYOUT

PROPOSED LOCATION OF COOLING TOWER



ROOF PLAN
LOWER BLOCK ROOFTOP

ROOFTOP

LOWER BLOCK ROOFTOP

PROPOSED LOCATION OF COOLING TOWER



SHEUNG FUNG STREET MARKET

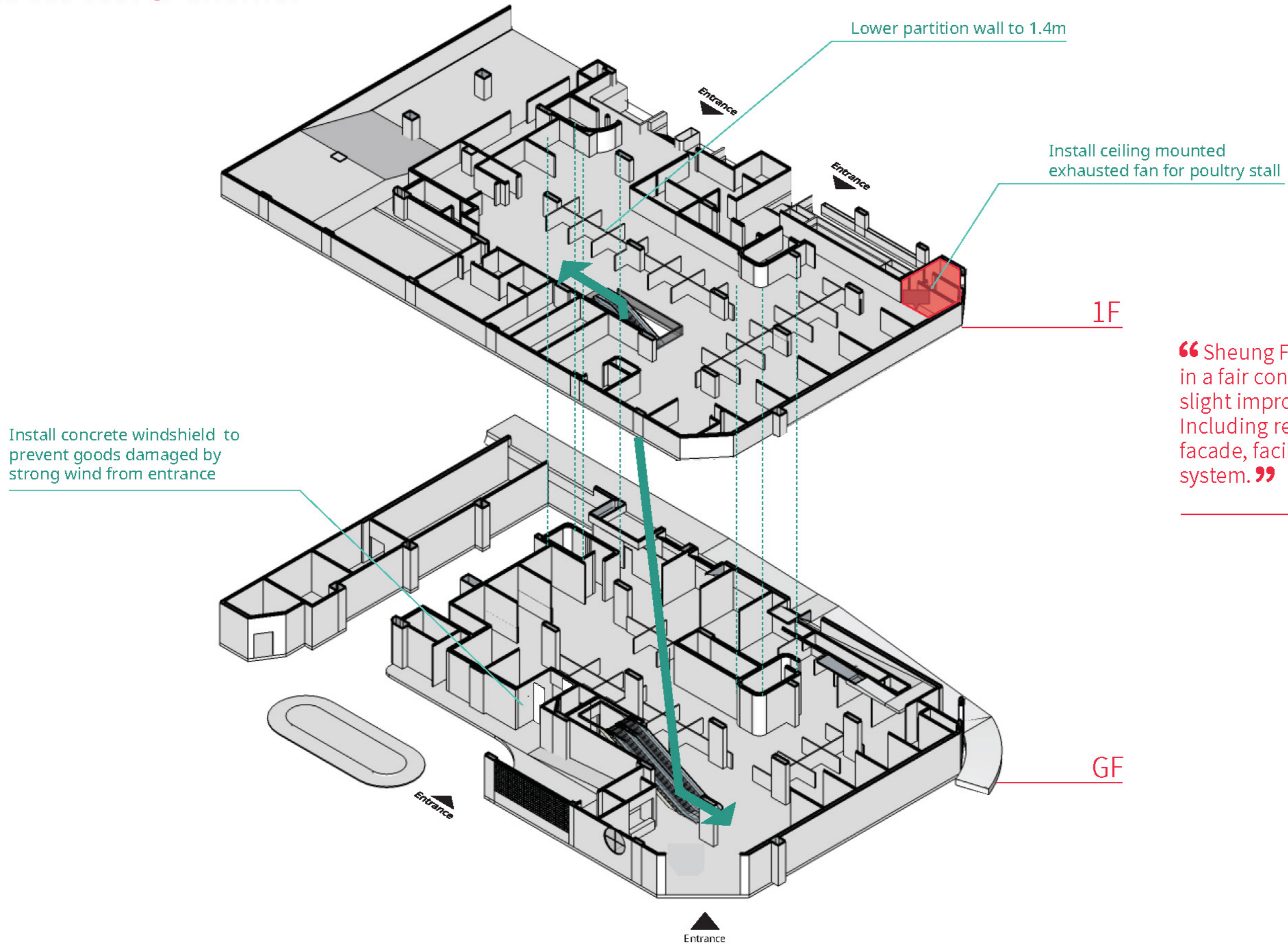
Design Proposal

REFINEMENT OF IDENTITY

“With new programme and new layout, we create new buying experience.”

CONCEPT

REFINEMENT OF IDENTITY



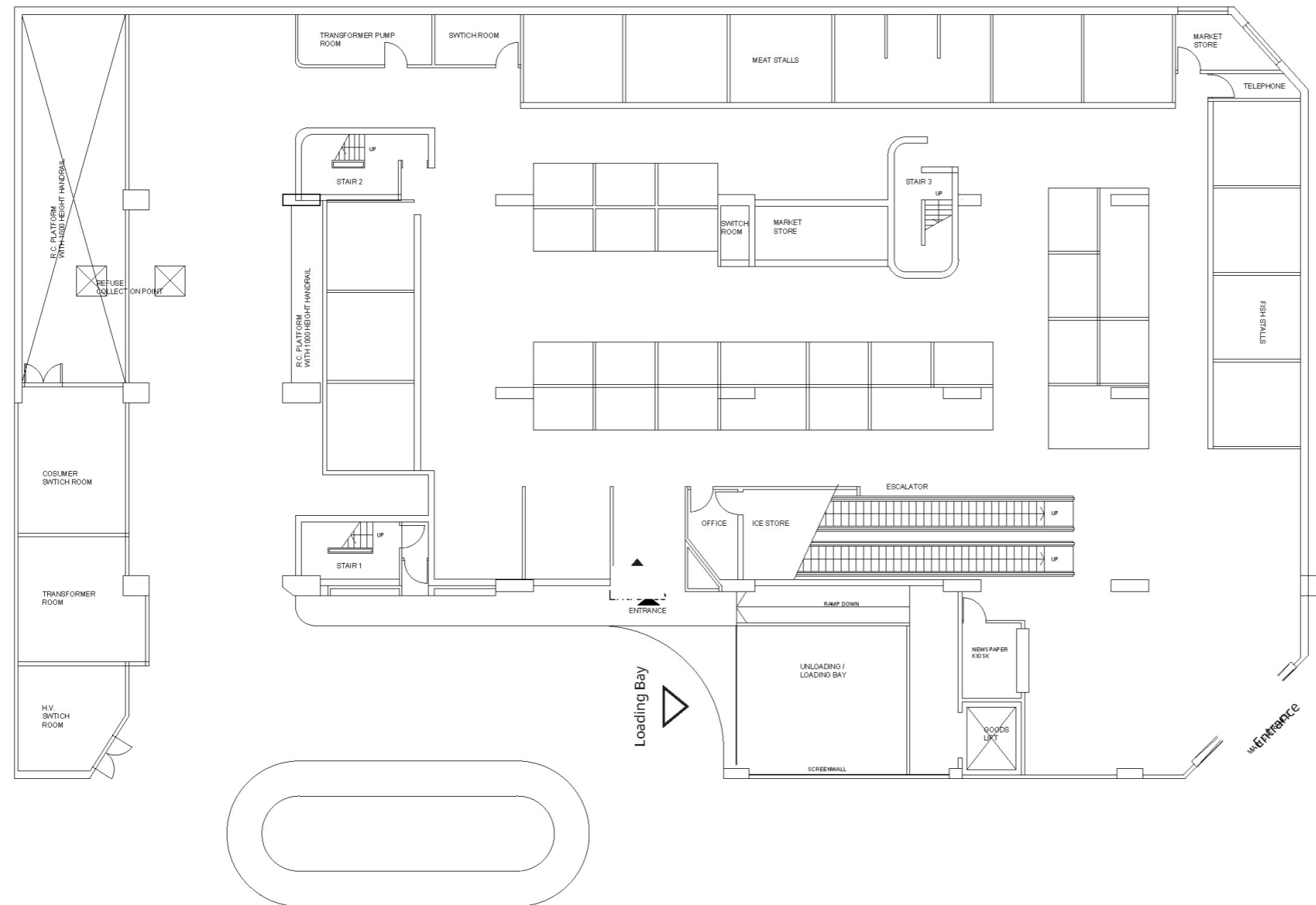
“ Sheung Fung Market which in a fair condition will receive slight improvement . Including renovation of facade, facilitating cooling system. ”

LAYOUT DESIGN

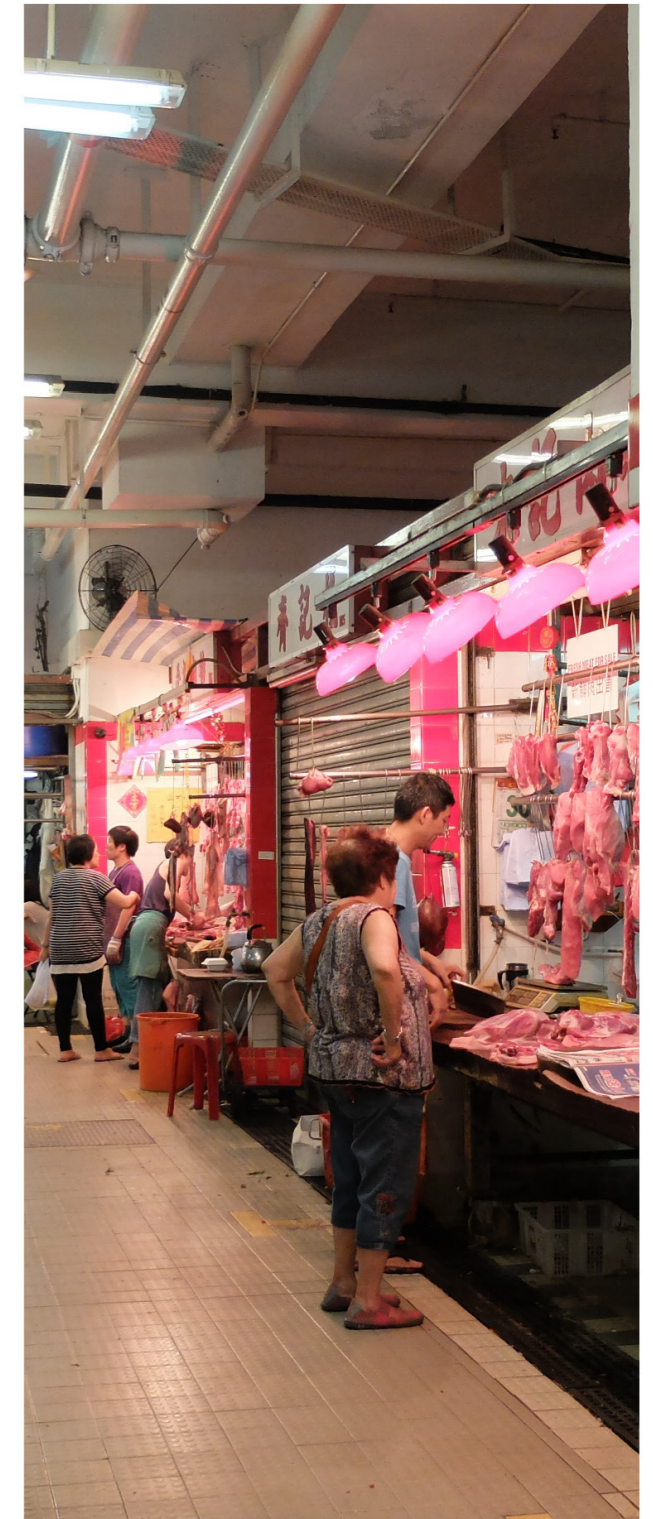
GROUND FLOOR

GROUND FLOOR

ORIGINAL LAYOUT

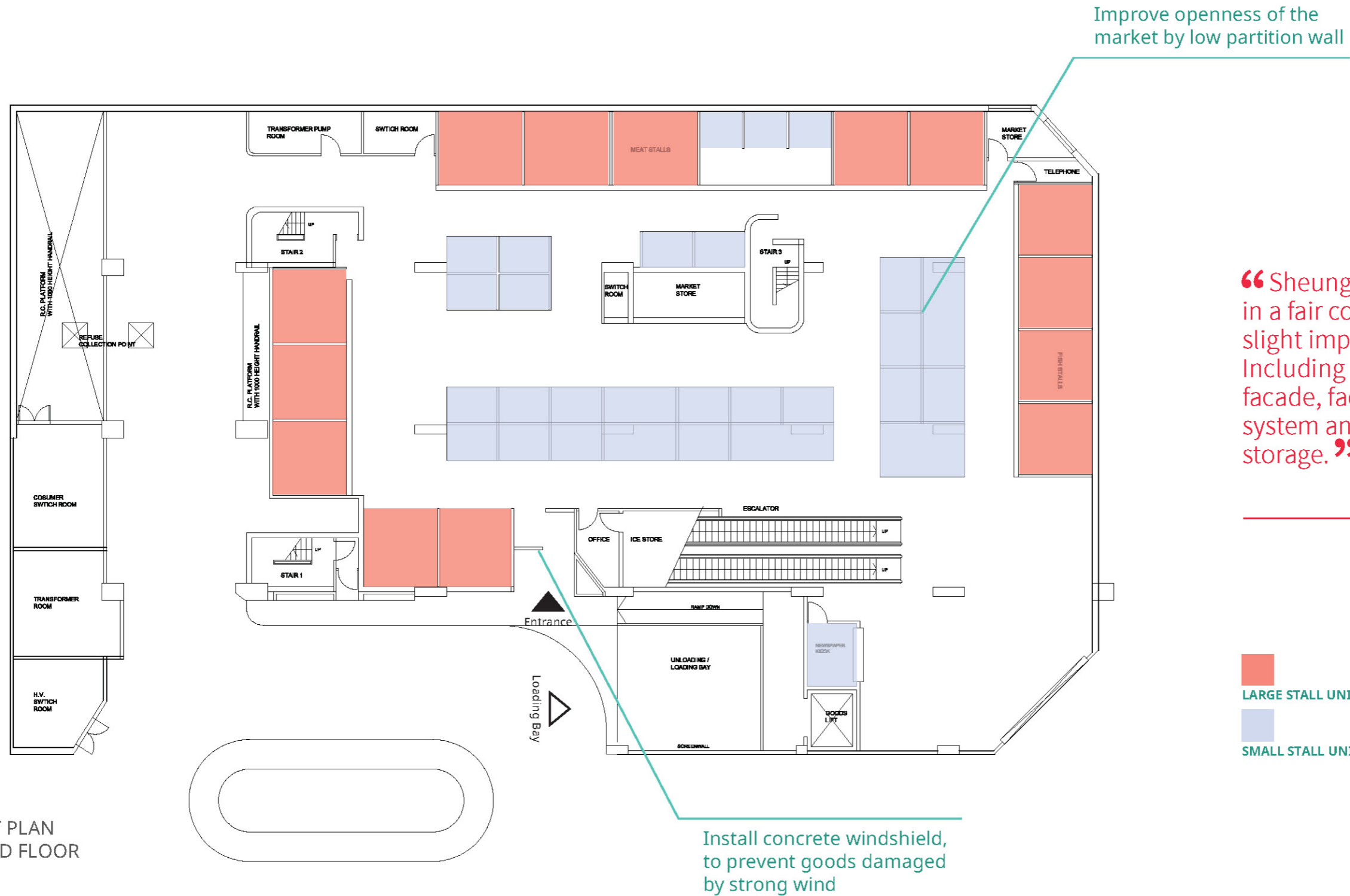


GROUND FLOOR PLAN



GROUND FLOOR

NEW LAYOUT
+REFINEMENT OF LAYOUT



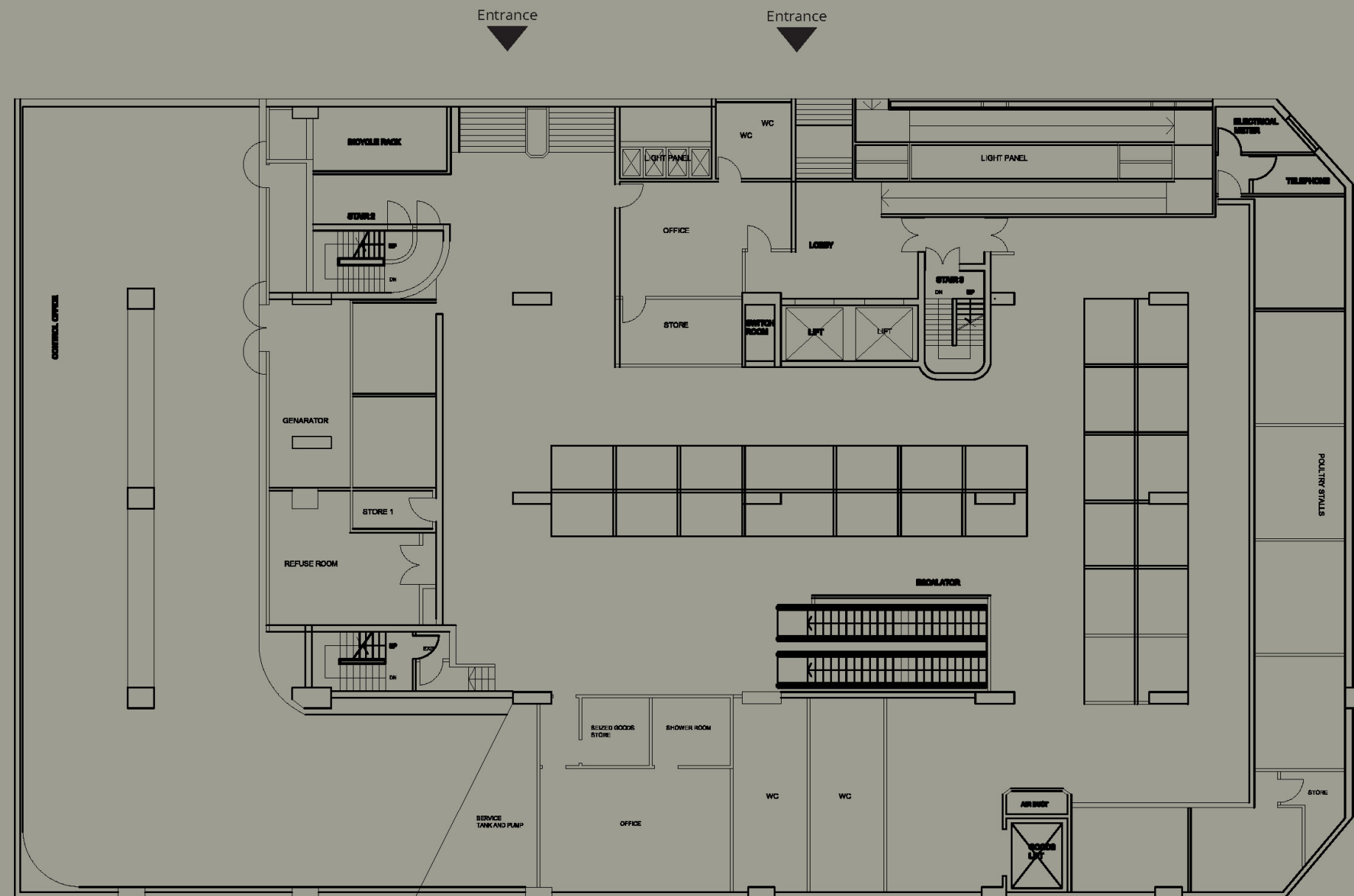
“Sheung Fung Market which in a fair condition will receive slight improvement. Including renovation of facade, facilitating cooling system and providing new storage.”

LAYOUT DESIGN

FIRST FLOOR

FIRST FLOOR

ORIGINAL LAYOUT

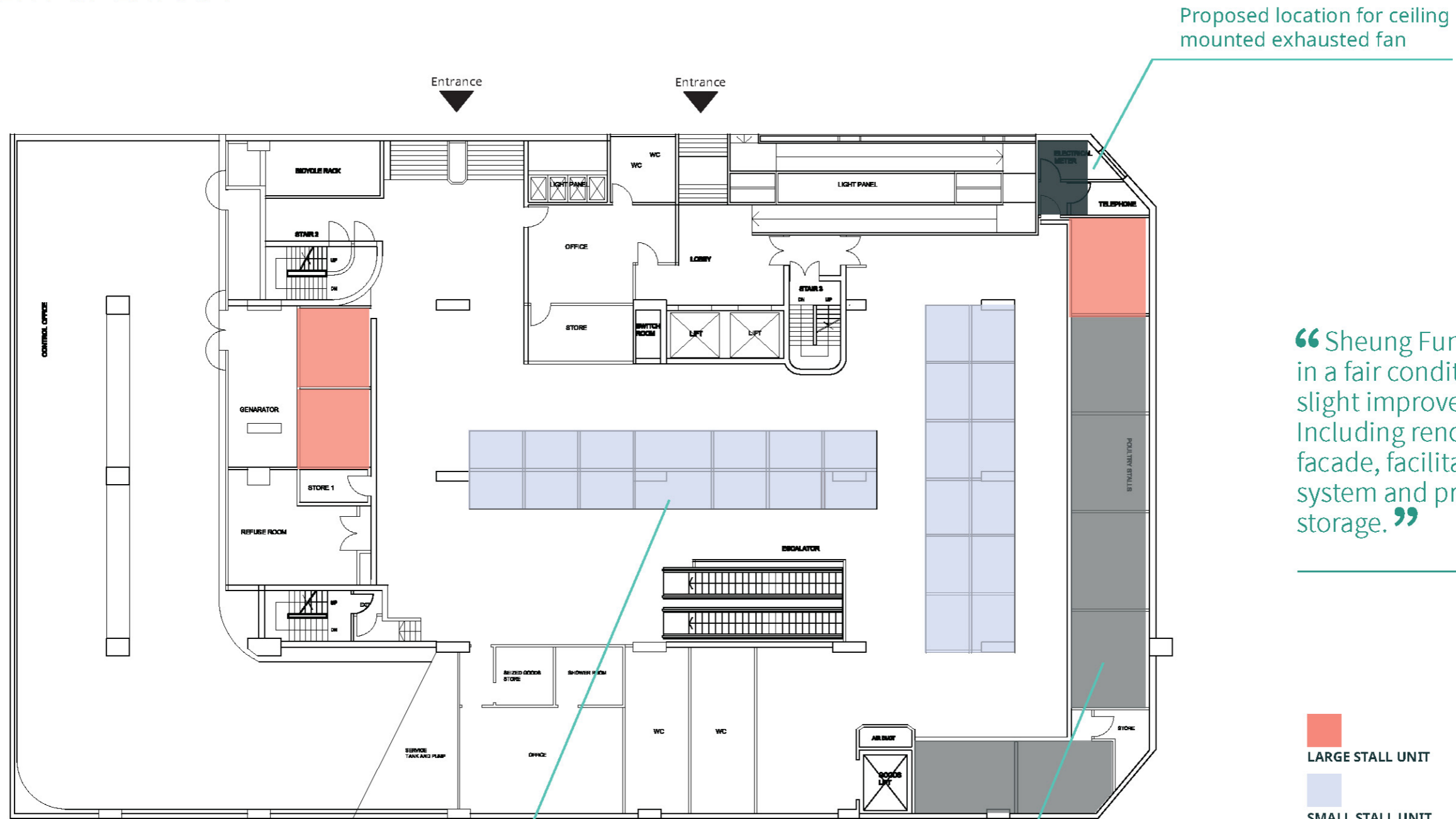


FIRST FLOOR PLAN



FIRST FLOOR

NEW LAYOUT
+REFINEMENT OF LAYOUT



“Sheung Fung Market which in a fair condition will receive slight improvement. Including renovation of facade, facilitating cooling system and providing new storage.”

LAYOUT PLAN
FIRST FLOOR

Original layout remains unchanged

Vacant Stalls are turned into new storage

- LARGE STALL UNIT
- SMALL STALL UNIT
- STORAGE
- PROPOSED CEILING MOUNTED EXHAUSTED FAN LOCATION

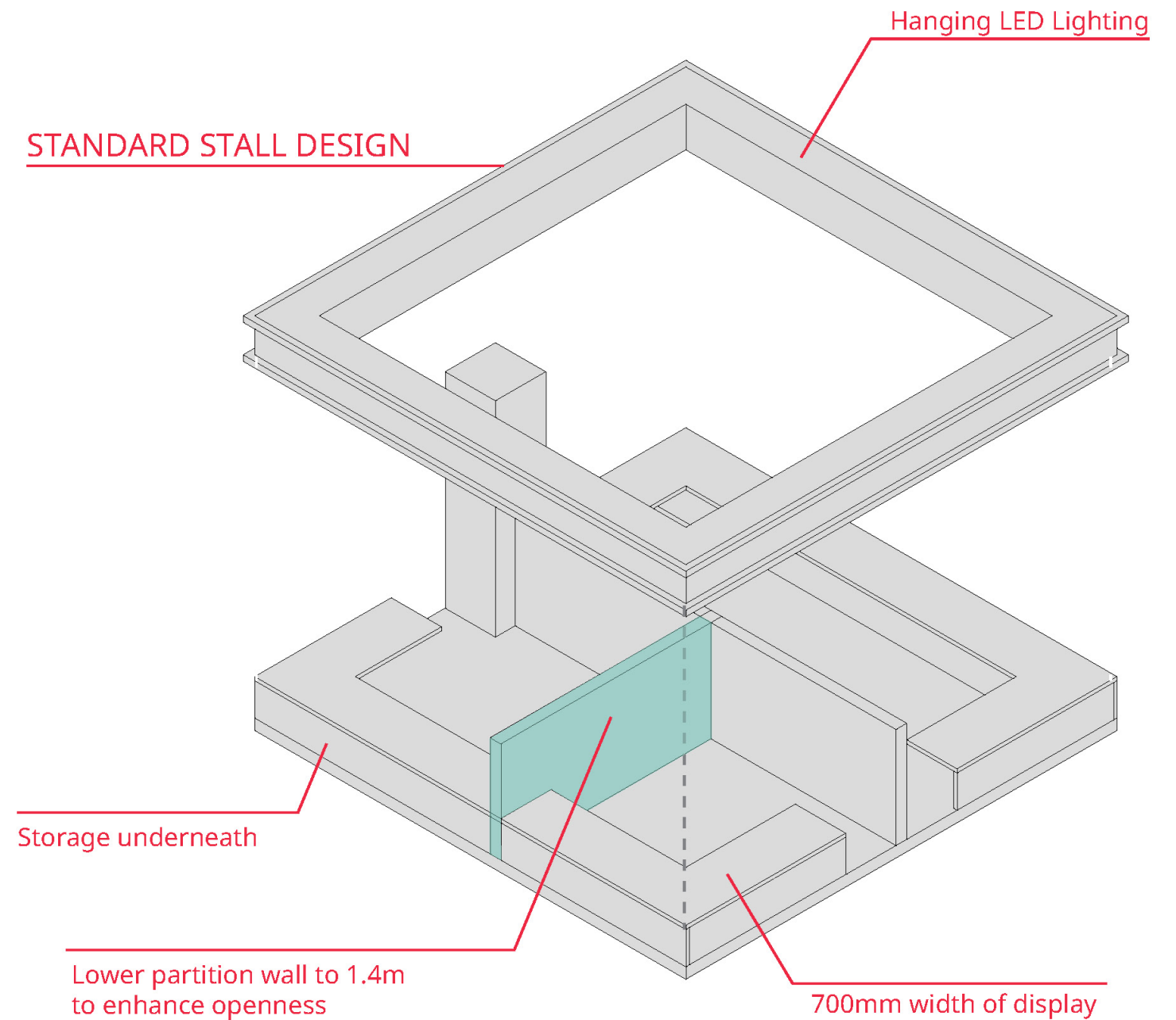
PHYSICAL IMPROVEMENT

LOWER PARTITION WALL TO 1.4M

Lower partition wall to 1.4m to improve openness.



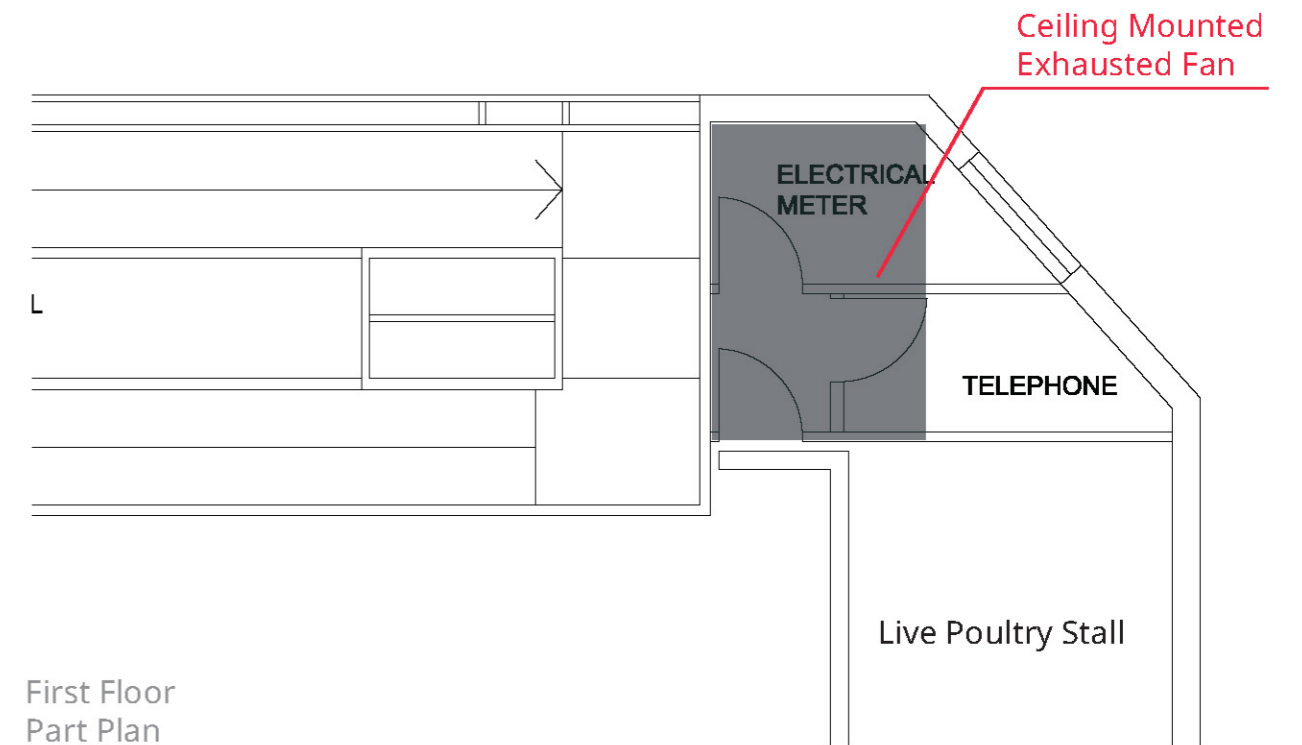
STANDARD STALL DESIGN



PHYSICAL IMPROVEMENT

INSTALLATION OF CEILING MOUNTED EXHAUSTED FAN

Vacant stalls are converted into new storage.



PHYSICAL IMPROVEMENT

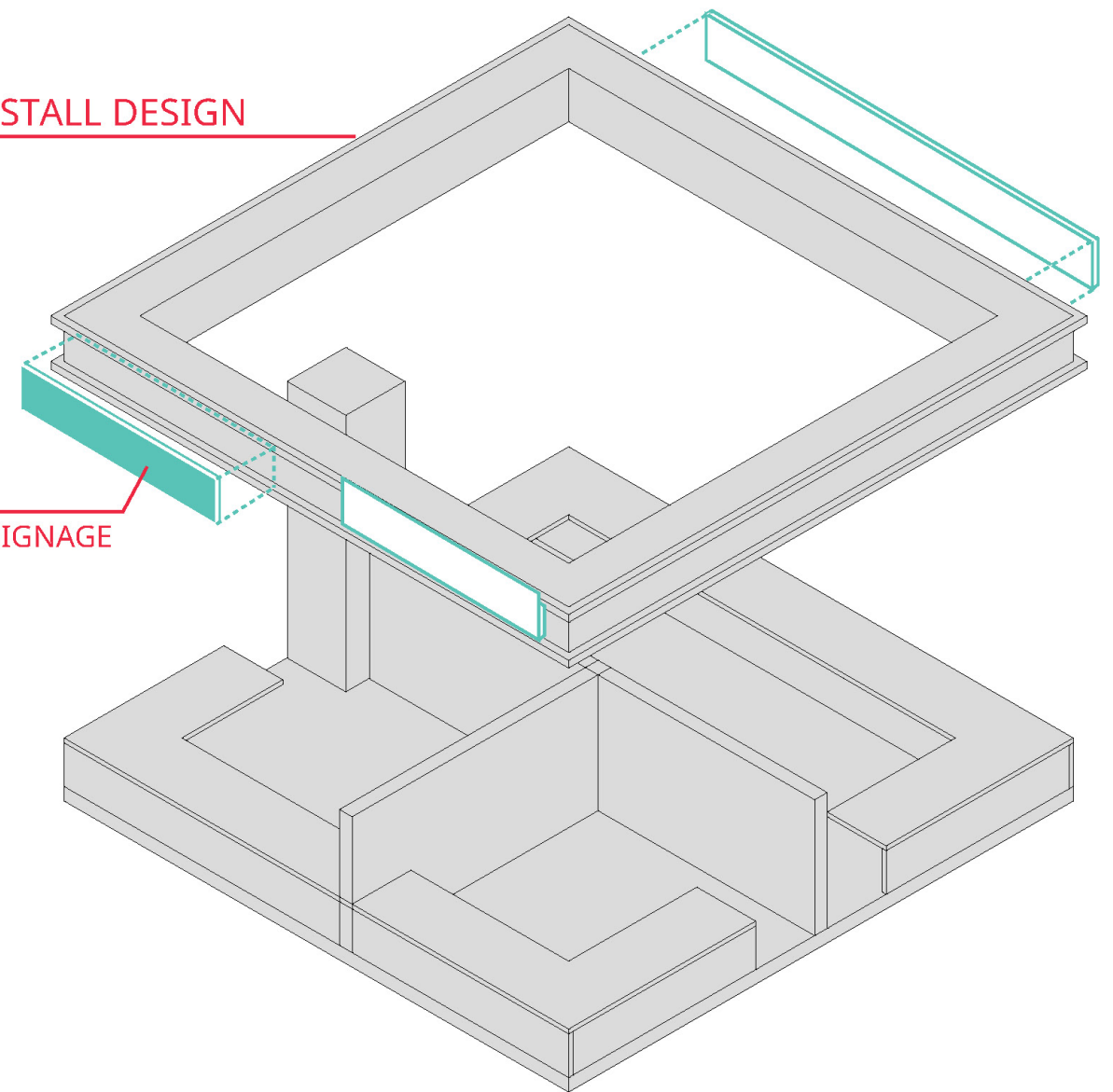
STANDARDIZED SIGNBOARD

Standardized signboard creates tidy environment.



STANDARD STALL DESIGN

STANDARDIZED SIGNAGE



PHYSICAL IMPROVEMENT

RENOVATION OF MARKET FACADE

Renovate market façade in order to strengthen the market identity.



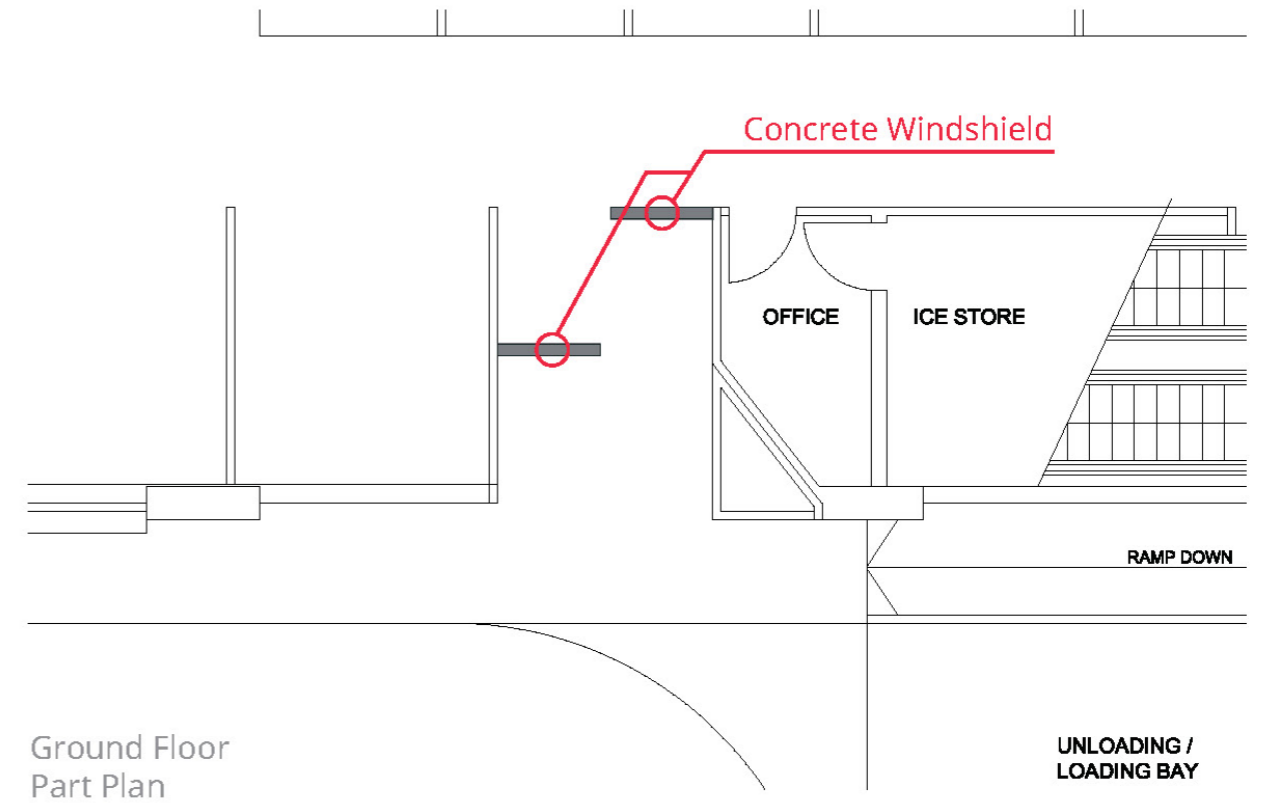
Refine entrance facade facing Sheung Fung Street.



PHYSICAL IMPROVEMENT

INSTALLATION OF CONCRETE WINDSHIELD

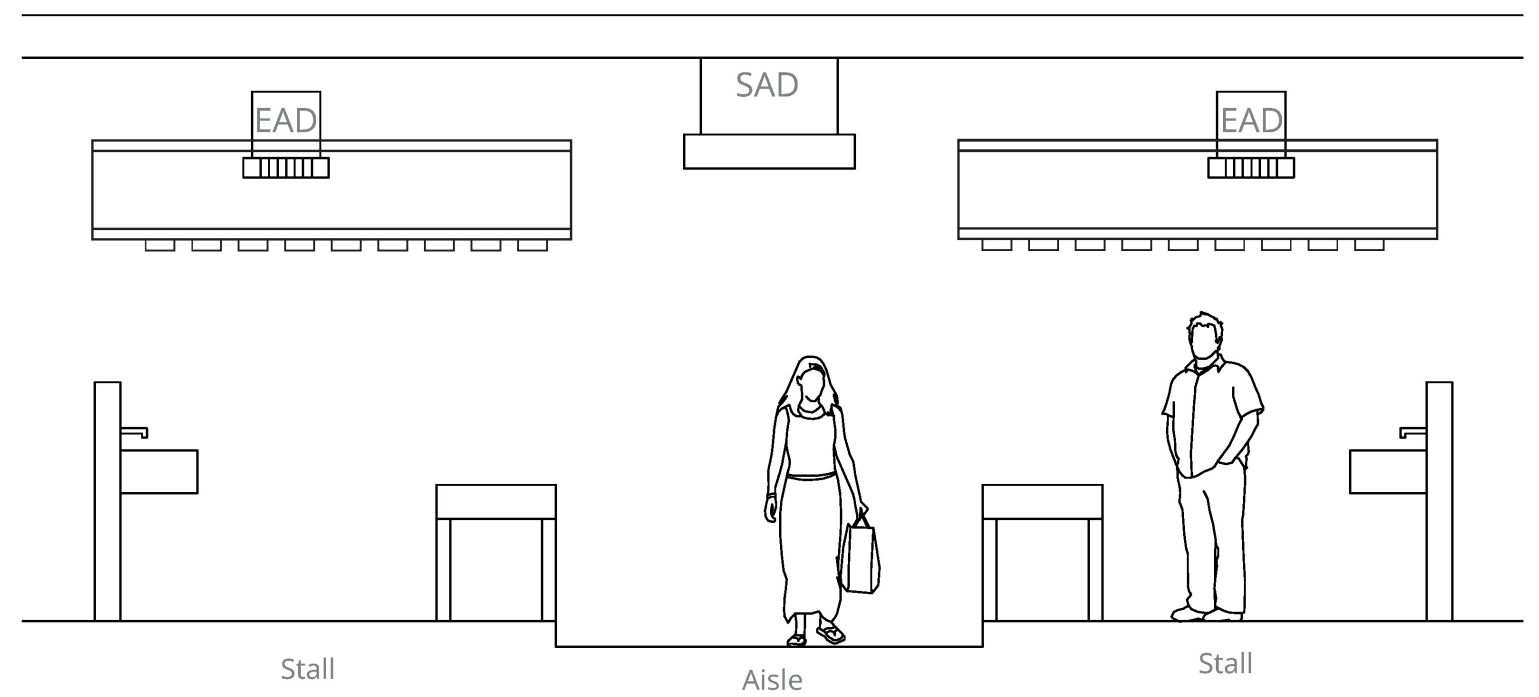
Install concrete windshield to prevent goods being damaged by strong wind.



PHYSICAL IMPROVEMENT

RELOCATION OF AIR DUCT OUTLET

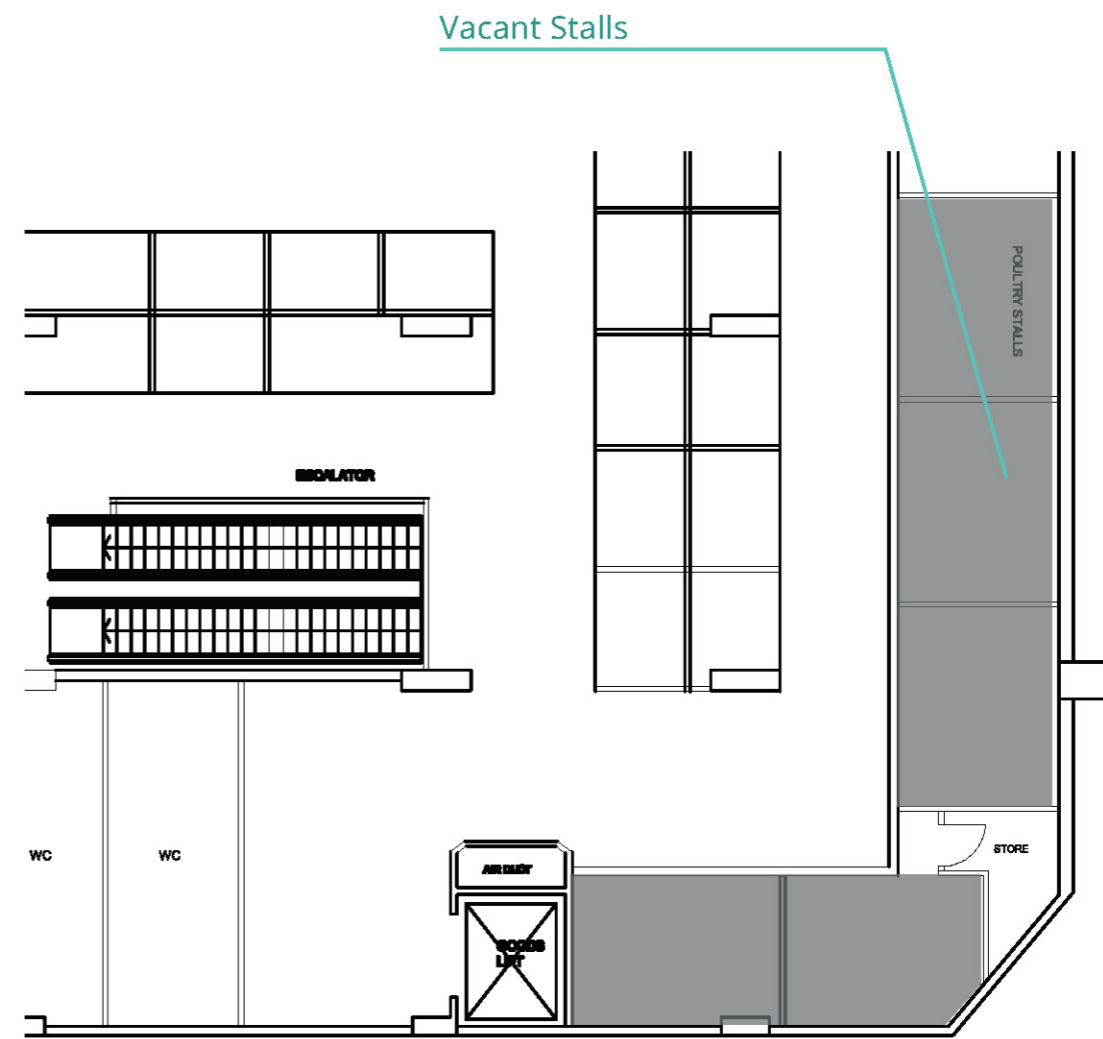
Relocate air duct outlet to avoid facing the fresh vegetables and meat.



PHYSICAL IMPROVEMENT

RELOCATION OF STORAGE

Vacant stalls are converted into storage.



First Floor
Part Plan

STALL ARRANGEMENT

Trades	Existing	New Layout
G/F		
<i>(No. of market stalls occupied)</i>	42	42
Seafood	6	6
Food related wet goods	19	19
Fruits	5	5
Meat	8	8
Non-food related wet goods	1	1
Food related dry goods	1	1
Newspaper	1	1
Ice stall	1	1
Storage	/	/
Vacant	/	/
1/F		
<i>(No. of market stalls occupied)</i>	29	29
Food related dry goods	11	11
Non-food related dry goods	15	15
Poultry	1	1
Siu Mei / Lo Mei	2	2
Storage	/	6
Vacant	/	/
Total no. of market stalls occupied (excl. storage)	71	71
Total no. of stalls	71	77

Note: There are 6 former poultry stalls on 1/F not counted in the existing layout.

LOCKHART ROAD MARKET

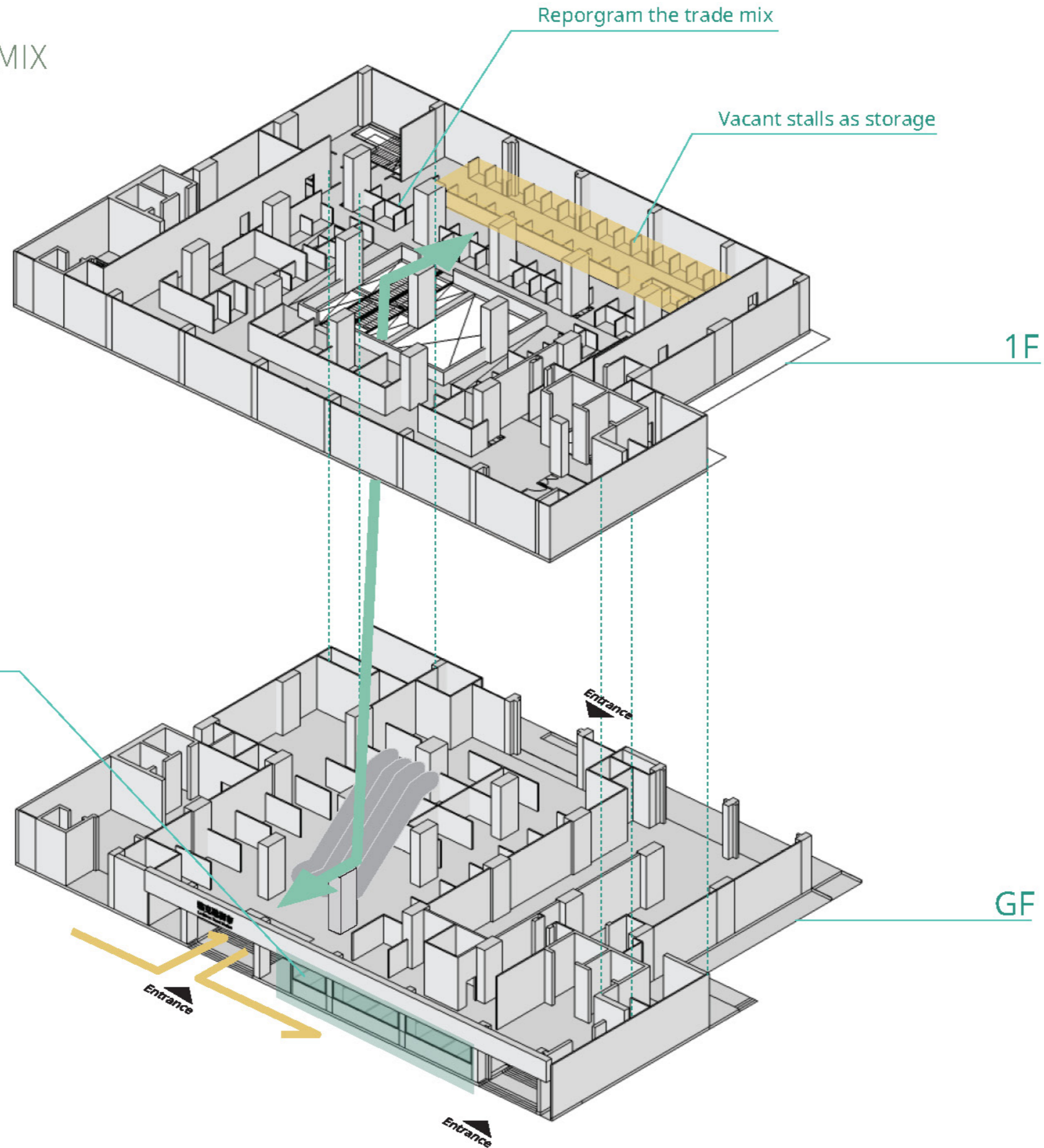
Design Proposal

REPROGRAM THE TRADE MIX

“With new programme new layout, we create new buying experience.”

CONCEPT

REPROGRAM THE TRADE MIX



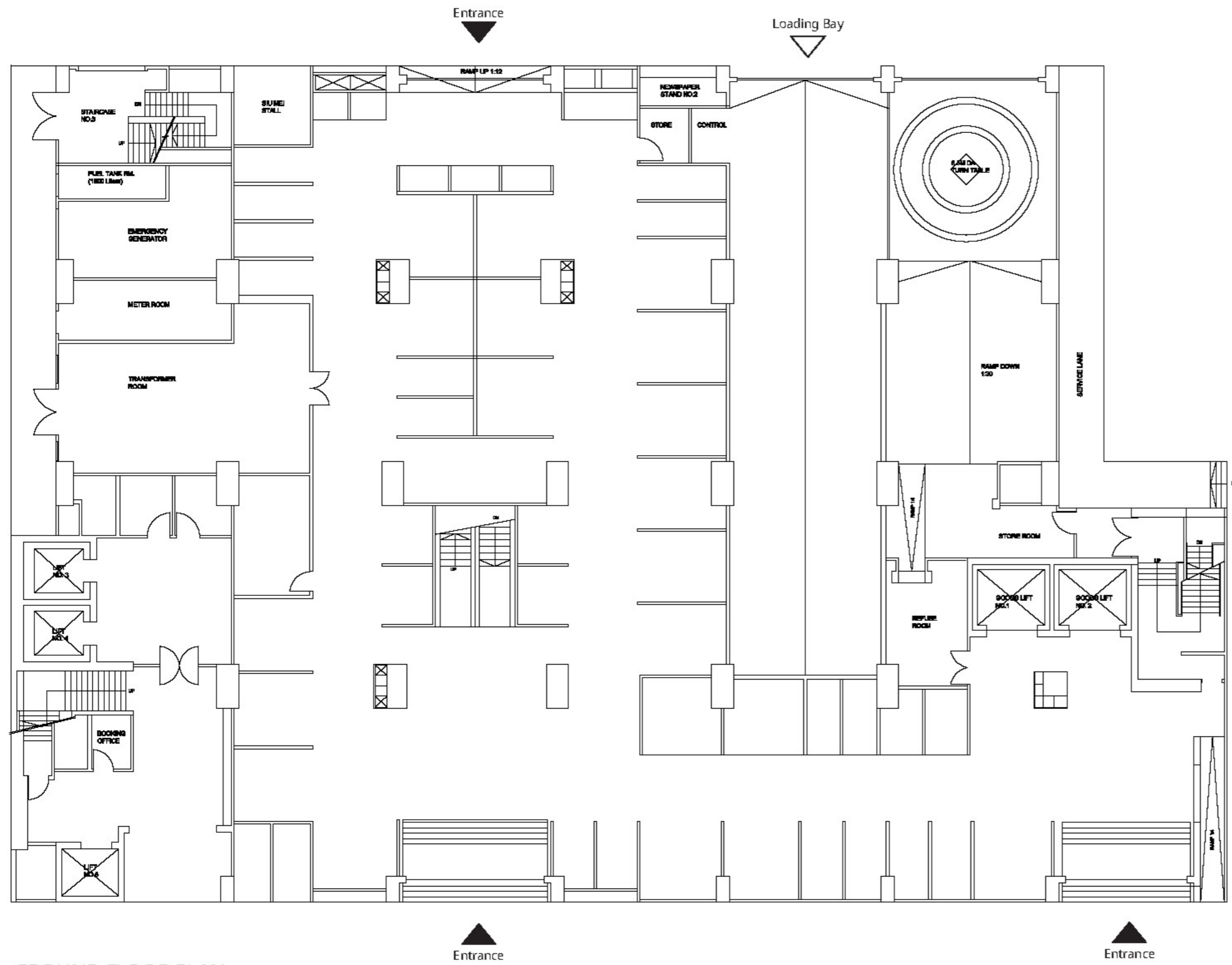
“Lockhart Road Market will be reprogrammed with the trade mix. Other physical improvements includes renovation of facade, enlarging main entrance.”

LAYOUT DESIGN

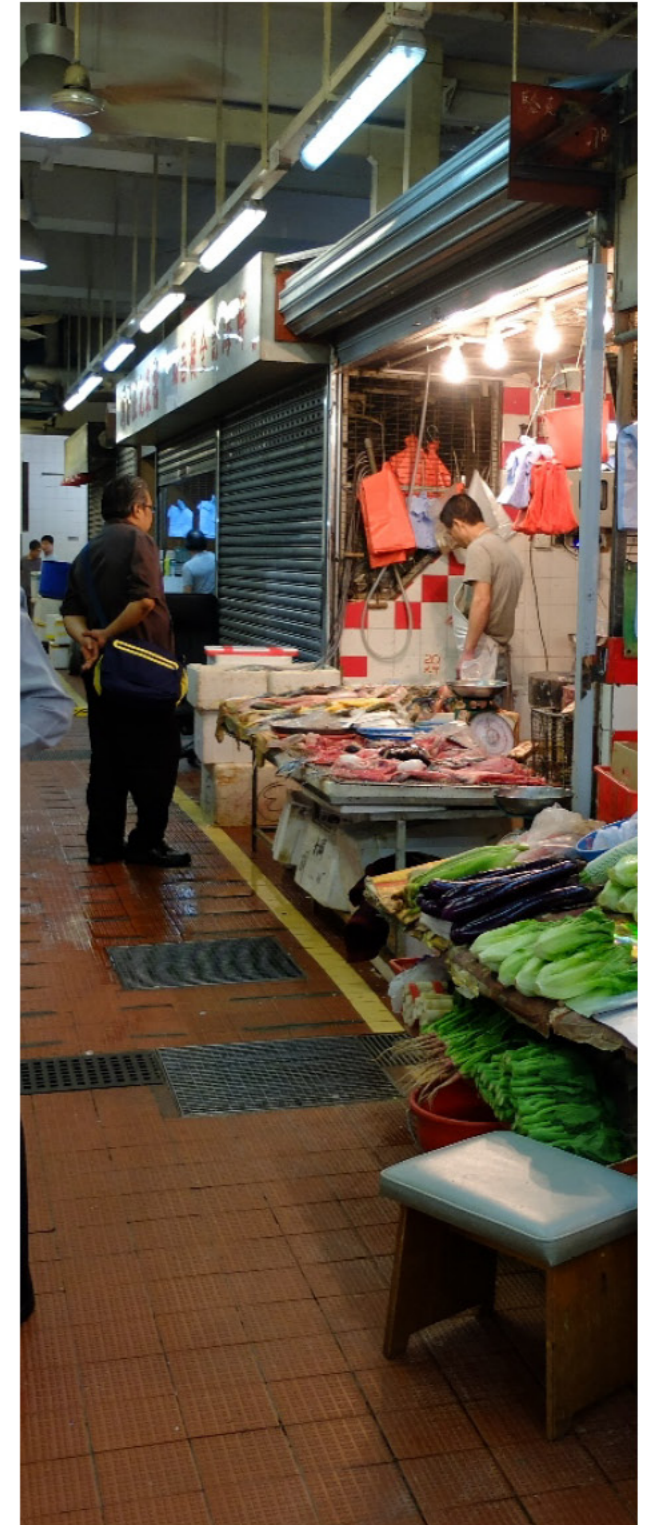
GROUND FLOOR

GROUND FLOOR

ORIGINAL LAYOUT

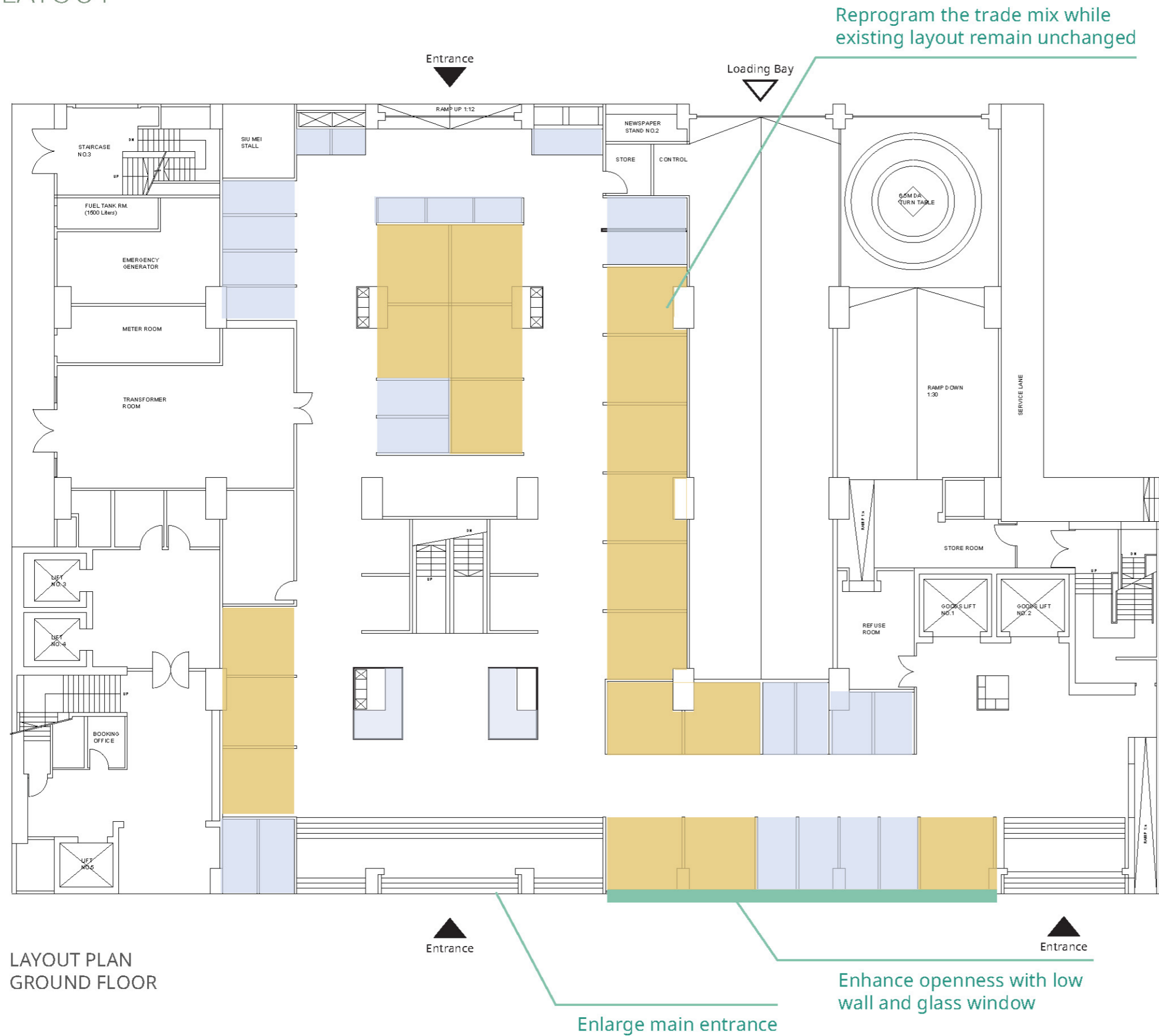


GROUND FLOOR PLAN



GROUND FLOOR

NEW LAYOUT



Reprogram the trade mix while existing layout remain unchanged

“Lockhart Road Market will be reprogrammed with the trade mix. Other physical improvements includes renovation of facade, enlarging main entrance.”

 LARGE STALL UNIT
 SMALL STALL UNIT

LAYOUT PLAN
GROUND FLOOR

Entrance

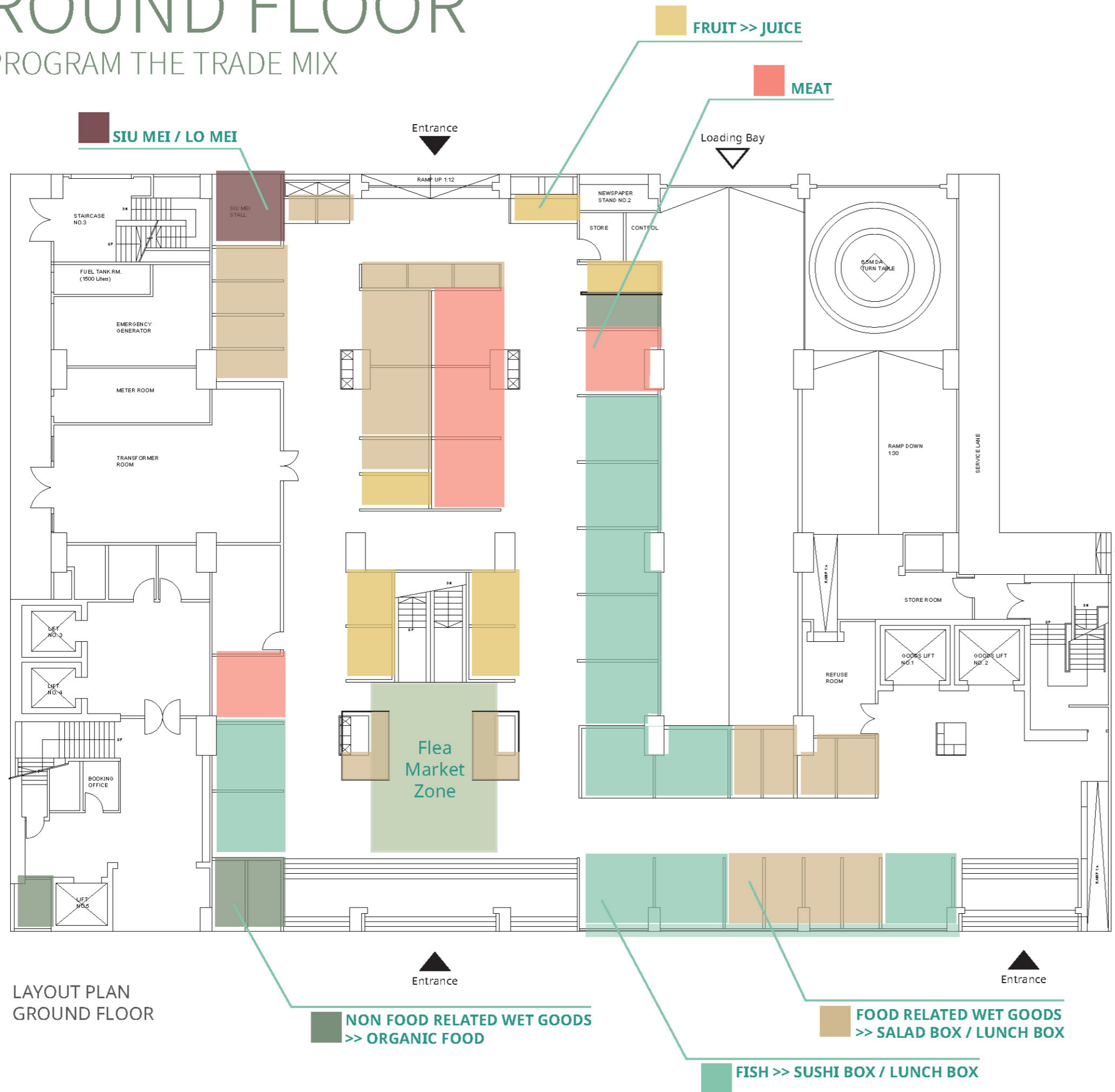
Entrance

Enlarge main entrance

Enhance openness with low wall and glass window

GROUND FLOOR

+REPROGRAM THE TRADE MIX



“Lockhart Road Market will be reprogrammed with the trade mix. Other physical improvements includes renovation of facade, enlarging main entrance.”

- FRUIT >> JUICE
- FOOD RELATED WET GOODS >> SALAD BOX / LUNCH BOX
- FISH >> SUSHI BOX / LUNCH BOX
- NON FOOD RELATED WET GOODS >> ORGANIC FOOD
- MEAT
- SIU MEI / LO MEI
- FLEA MARKET ZONE

LAYOUT PLAN
GROUND FLOOR

NON FOOD RELATED WET GOODS >> ORGANIC FOOD

FOOD RELATED WET GOODS >> SALAD BOX / LUNCH BOX

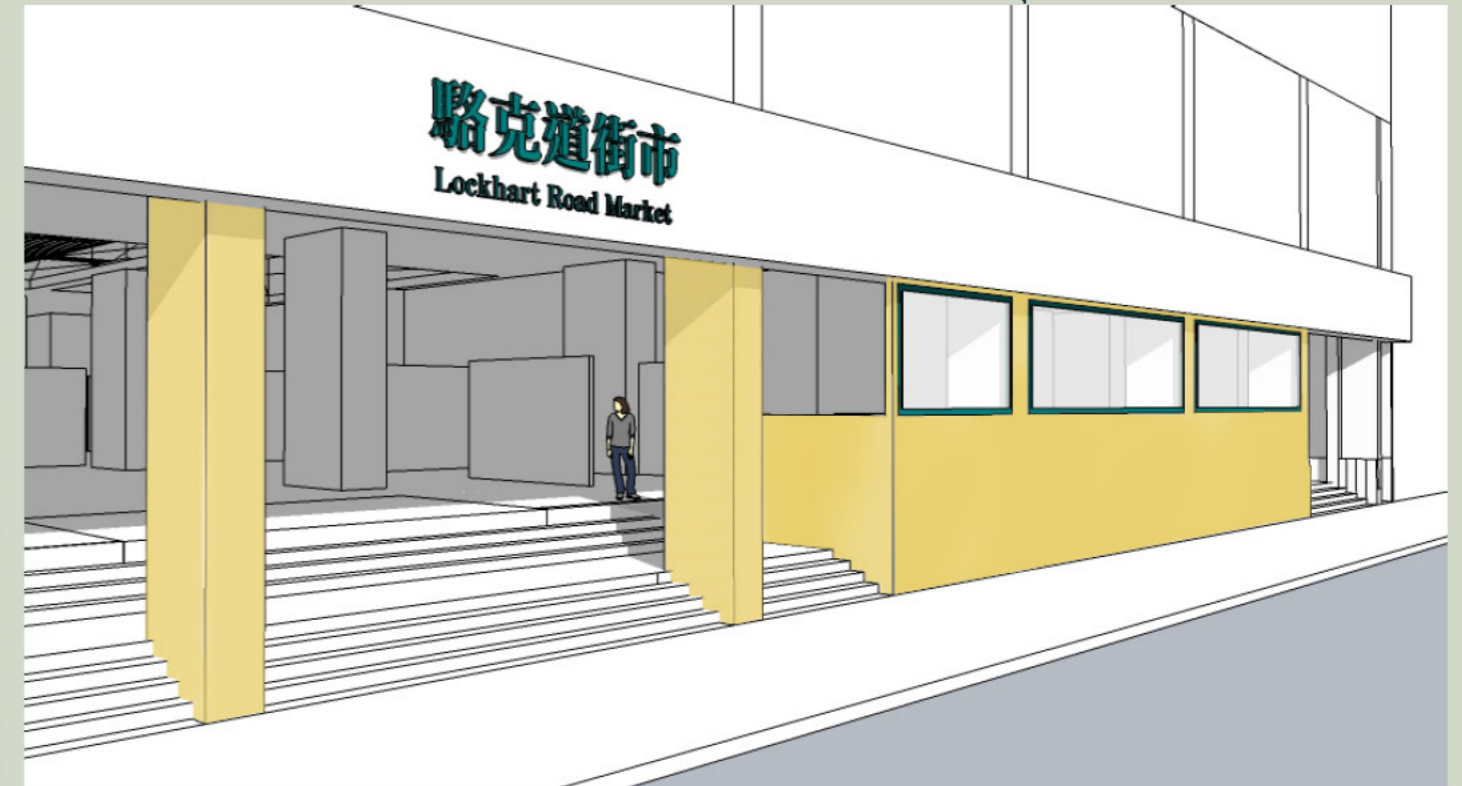
FISH >> SUSHI BOX / LUNCH BOX

ENTRANCE

LOCKHART ROAD

Existing market entrance is narrow and enclosed.

Enlarging main entrance. Lower the wall of market facade and install glass windows.

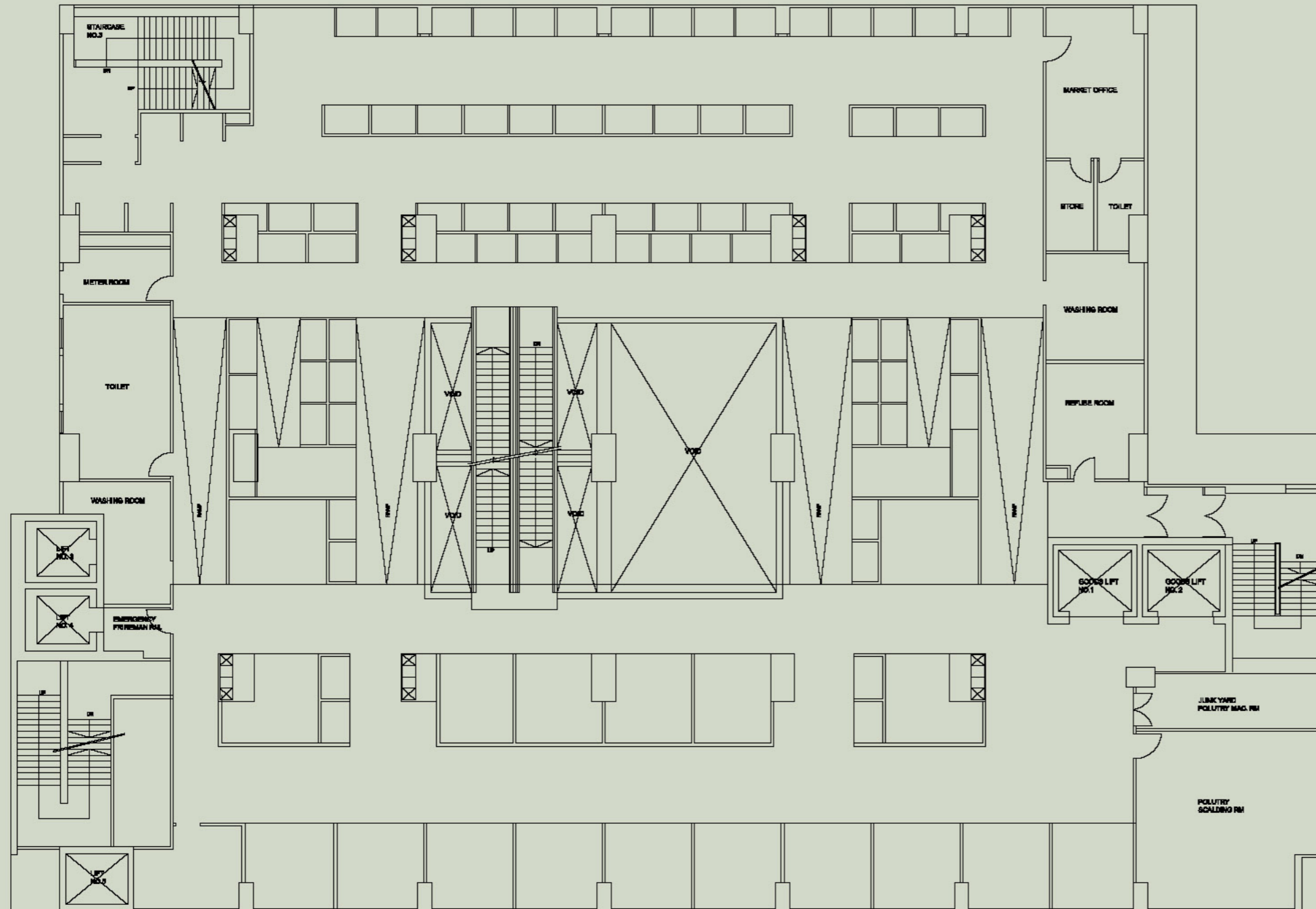


LAYOUT DESIGN

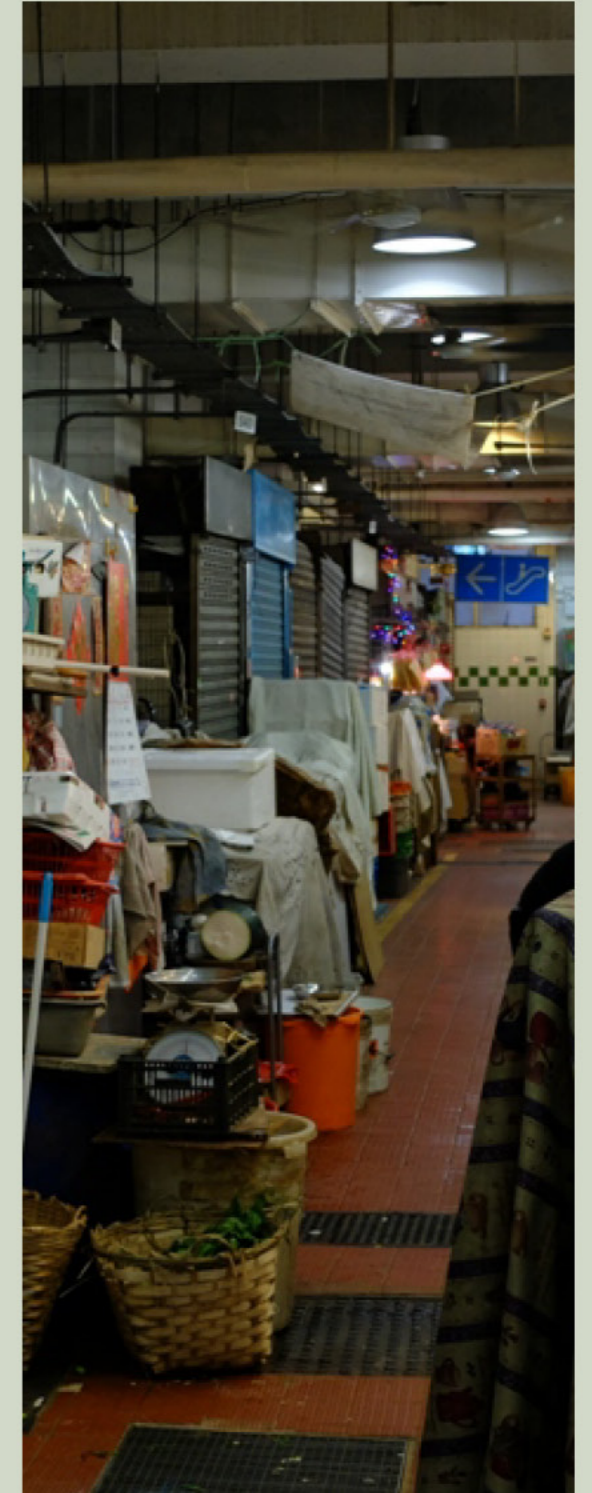
FIRST FLOOR

FIRST FLOOR

ORIGINAL LAYOUT

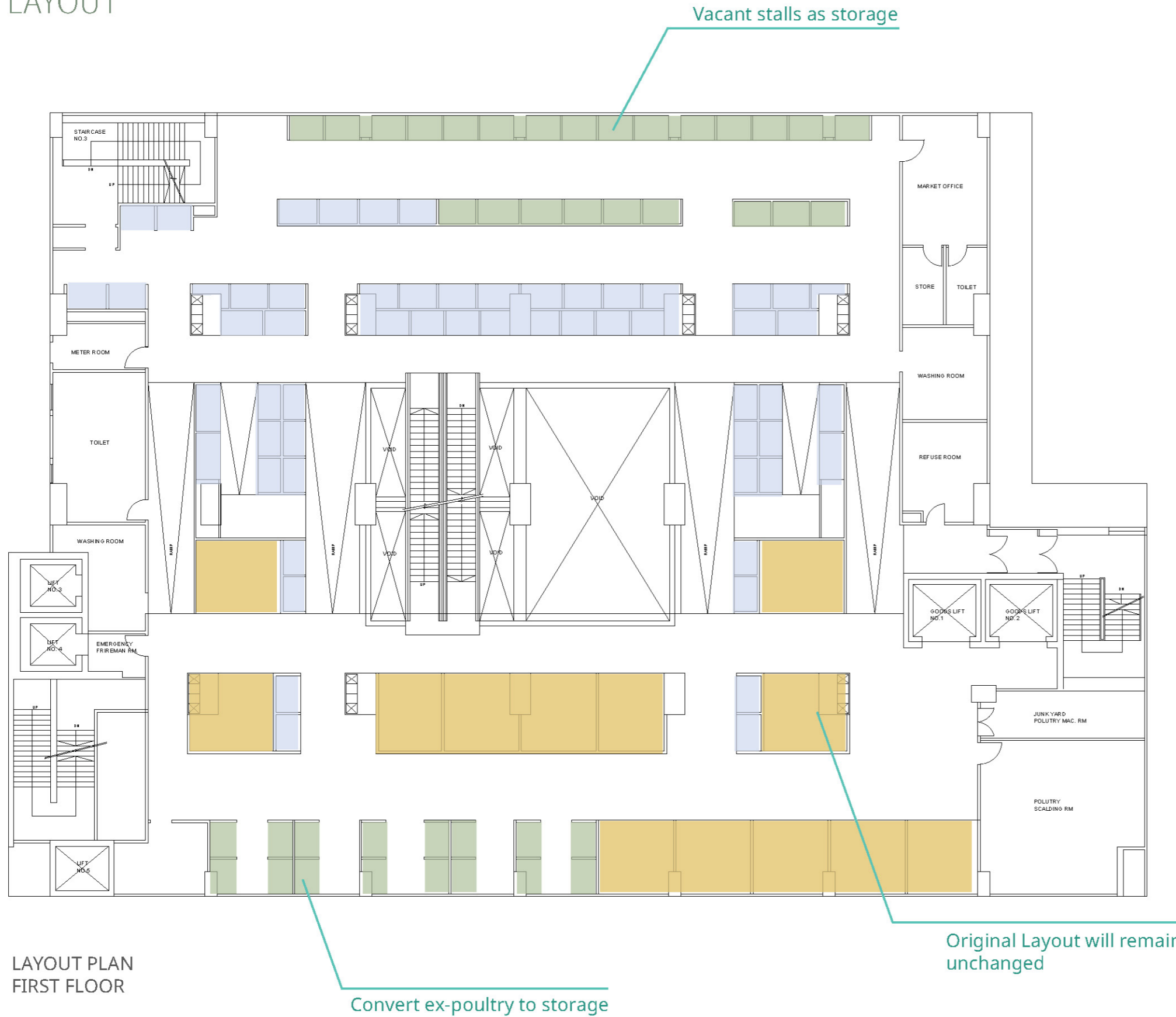


FIRST FLOOR PLAN




FIRST FLOOR

NEW LAYOUT

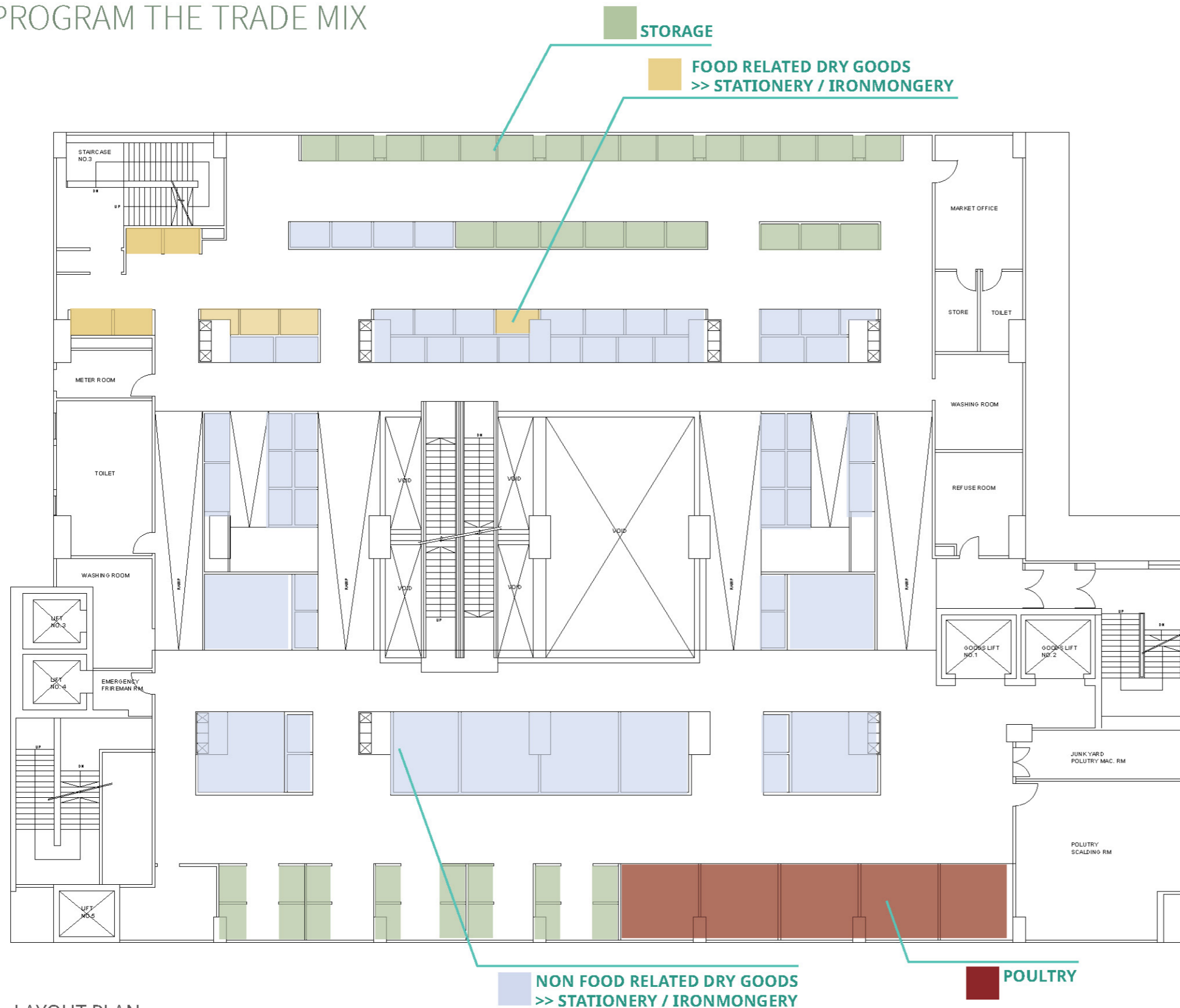


“Lockhart Road Market will be reprogrammed with the trade mix. Other physical improvements includes renovation of facade, enlarging main entrance.”

-  LARGE STALL UNIT
-  SMALL STALL UNIT
-  STORAGE

FIRST FLOOR

+REPROGRAM THE TRADE MIX



LAYOUT PLAN
FIRST FLOOR

“Lockhart Road Market will be reprogrammed with the trade mix. Other physical improvements includes renovation of facade, enlarging main entrance.”

- FOOD RELATED DRY GOODS » STATIONERY / IRONMONGERY
- NON FOOD RELATED DRY GOODS » STATIONERY / IRONMONGERY
- POULTRY
- STORAGE

STALL ARRANGEMENT

Trades	Existing	New Layout
G/F <i>(No. of market stalls occupied)</i>	50	50
Seafood	12	12
Food related wet goods	21	21
Fruits	7	7
Meat	5	5
Non-food related wet goods	4	4
Siu Mei / Lo Mei	1	1
Storage	/	1
Vacant	2	/
1/F <i>(No. of market stalls occupied)</i>	71	71
Food related dry goods	8	8
Non-food related dry goods	58	58
Poultry	5	5
Food related wet goods	/	/
Storage	6	40
Vacant	18	/
Total no. of market stalls occupied (excl. storage)	121	121
Total no. of stalls	147	162

Note: There are 5 former poultry stalls on 1/F not counted in the existing layout.

WING FONG STREET MARKET

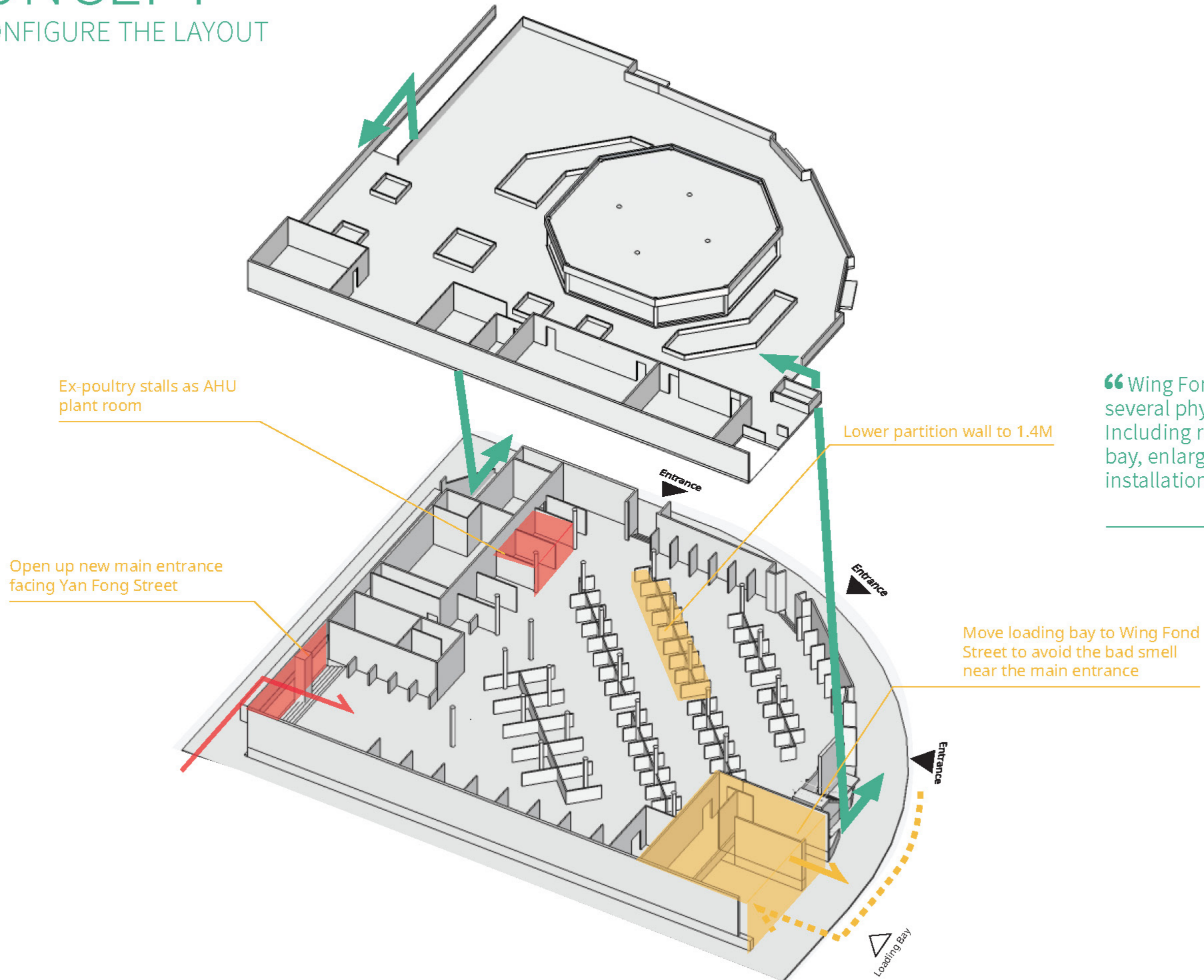
Design Proposal

RECONFIGURE THE LAYOUT

“With new programme and new layout, we create new buying experience.”

CONCEPT

RECONFIGURE THE LAYOUT



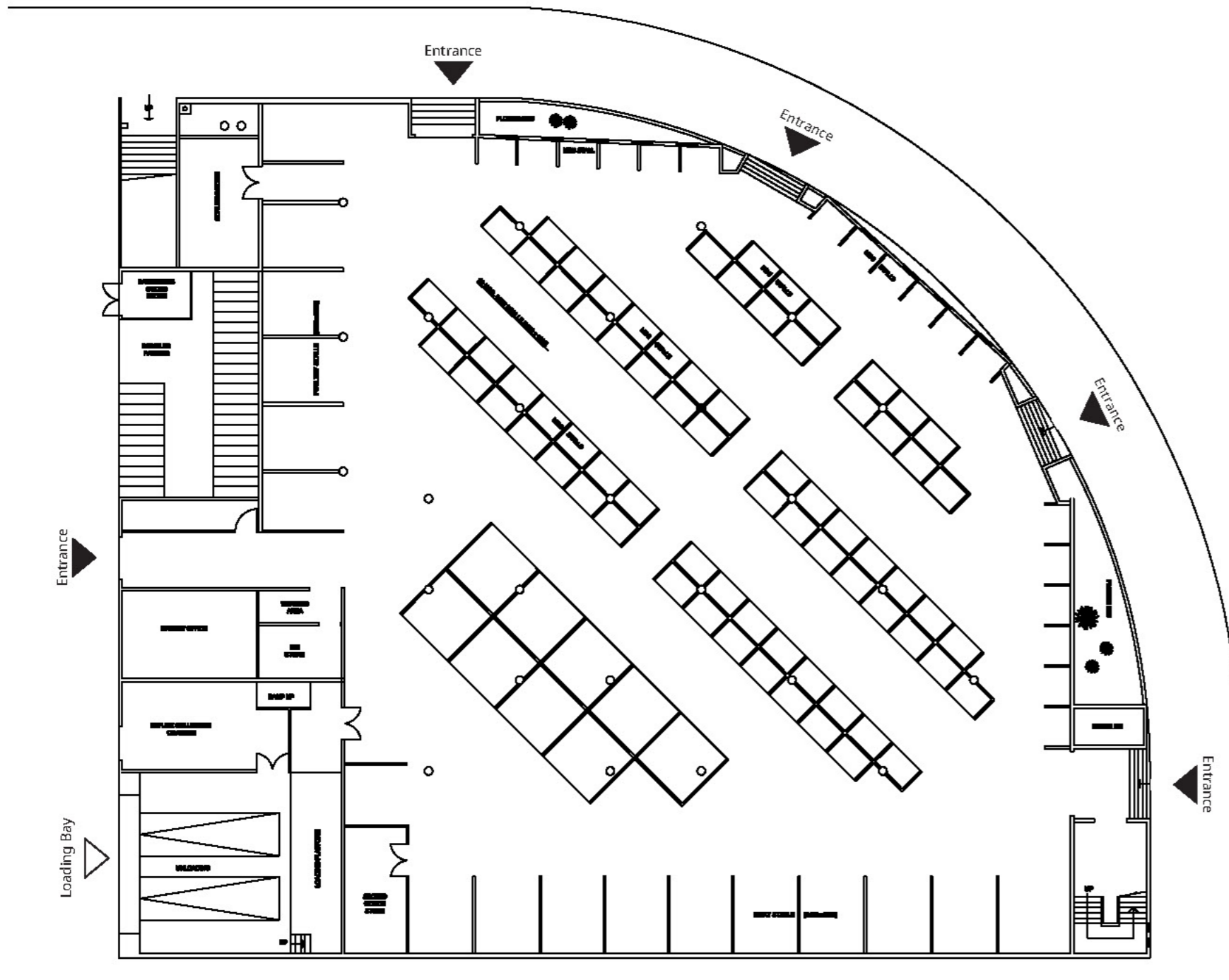
“Wing Fong Street Market adopt several physical improvement. Including relocation of loading bay, enlarging main entrance and installation of air-conditioner.”

LAYOUT DESIGN

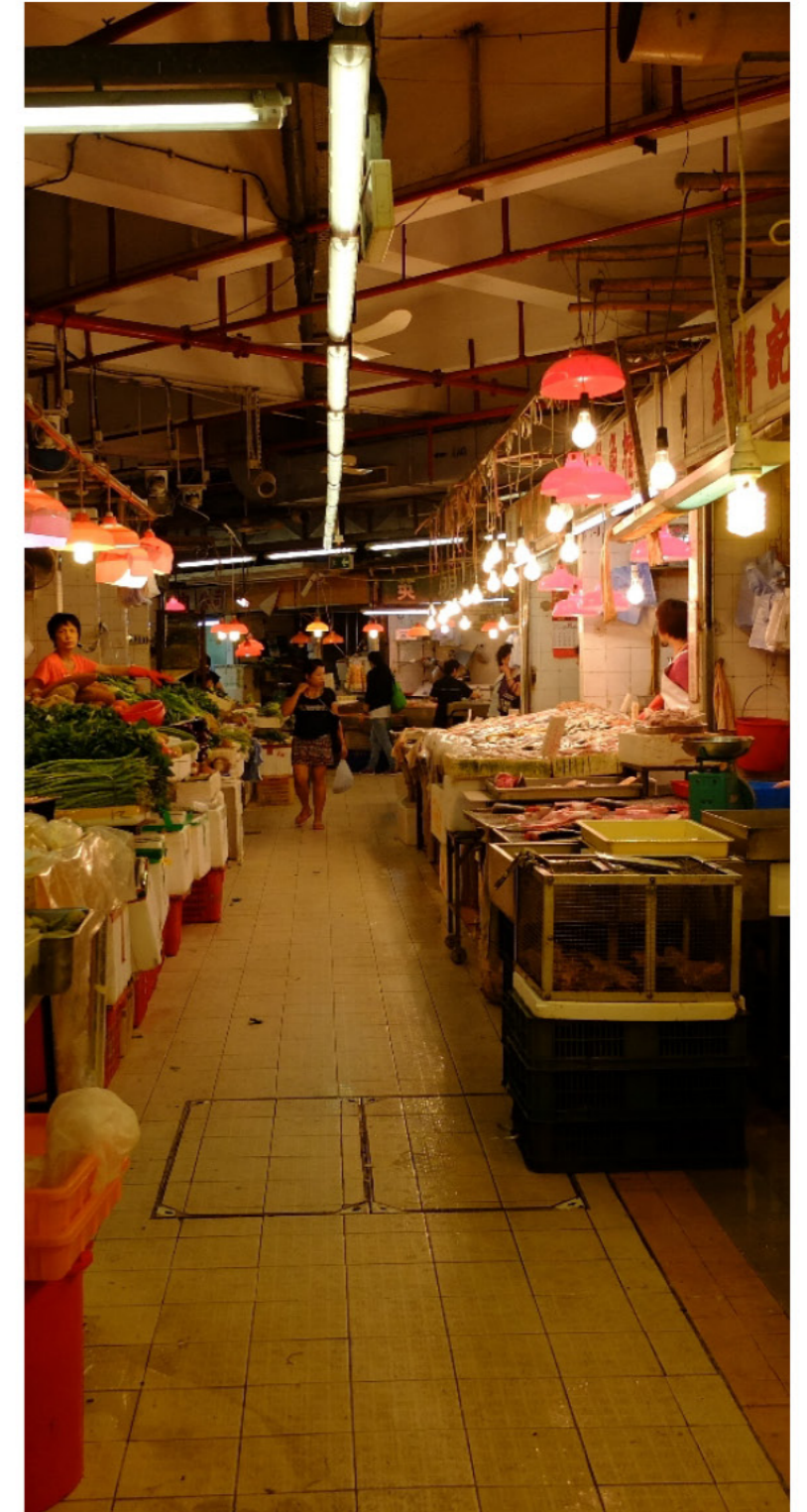
GROUND FLOOR

GROUND FLOOR

ORIGINAL LAYOUT



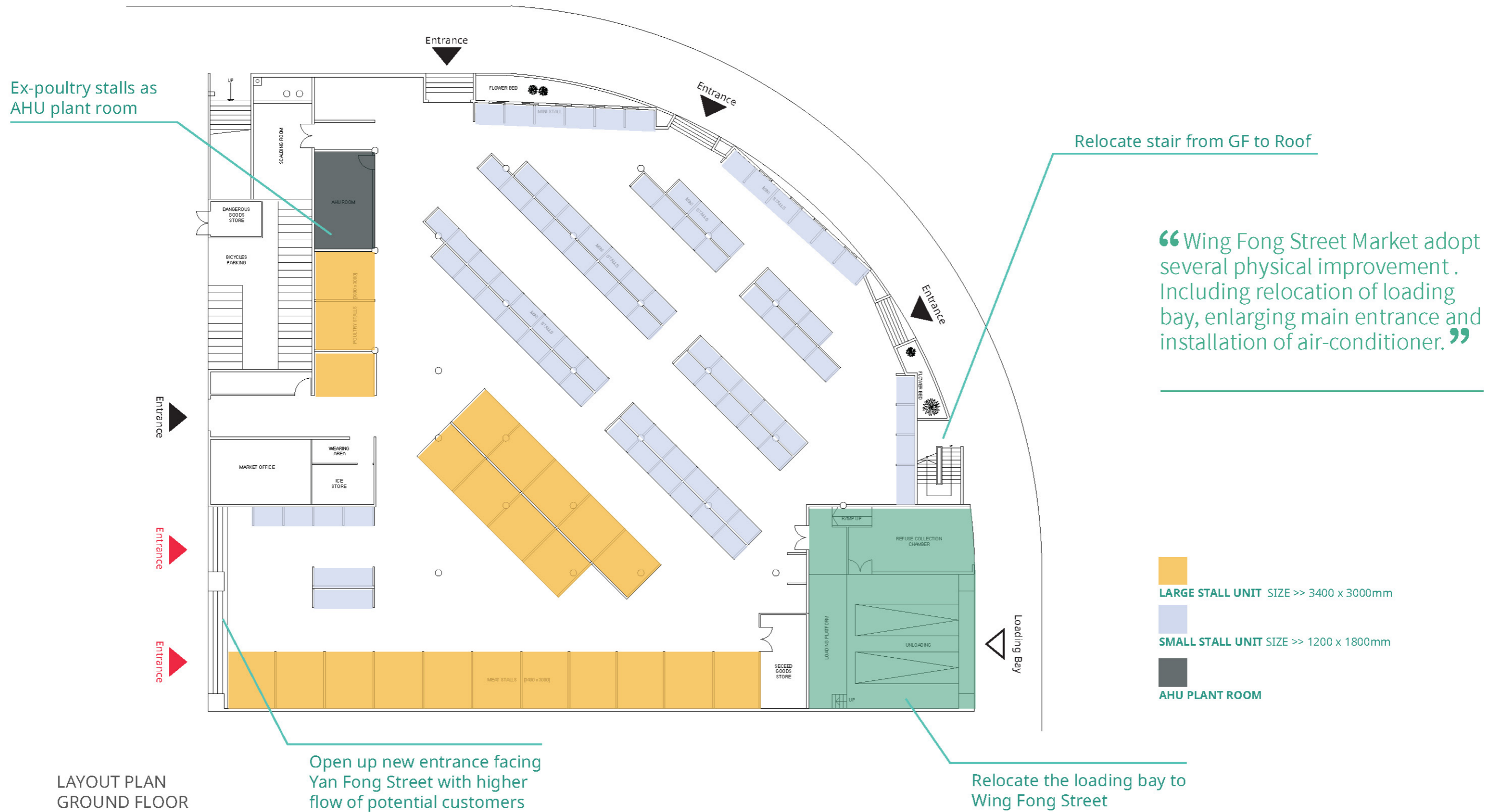
GROUND FLOOR PLAN



GROUND FLOOR

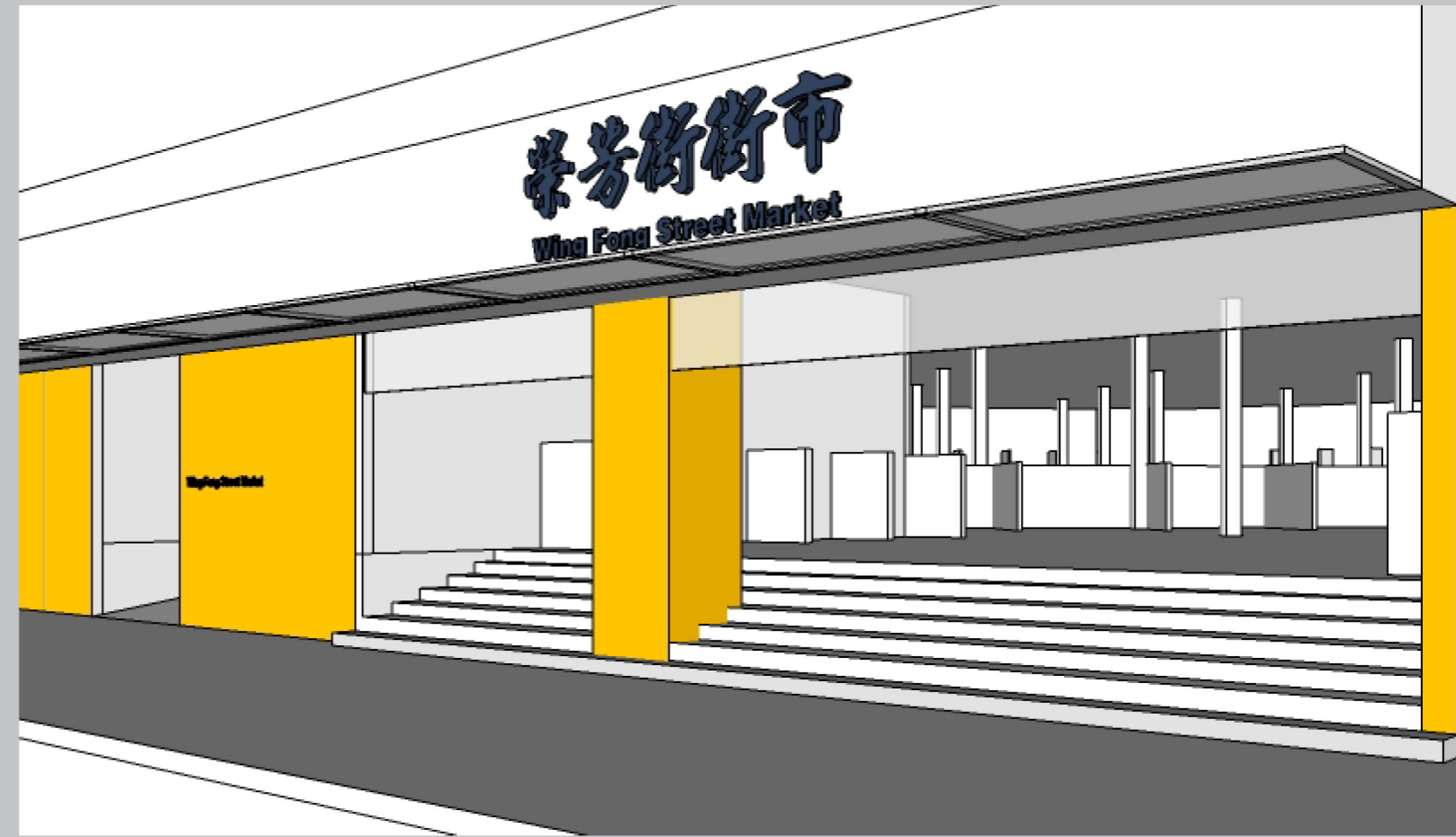
NEW LAYOUT

+RELOCATE THE MAIN ENTRANCE FACING STREET MARKET



ENTRANCE

REARRANGE LOADING BAY & OPEN UP NEW ENTRANCE



“Relocation of loading bay, open up new entrance facing Yan Fong Street with higher flow of people.”

STALL DESIGN IMPROVEMENT

LOWER PARTITION WALL TO 1.4M FOR FIRE SAFETY



STANDARD STALL DESIGN

Hanging LED Lighting

Shorten the partition wall to 1.4 M helps enhancing the openness.

Storage underneath

Short wall instead of high one to enhance openness

700mm width of display

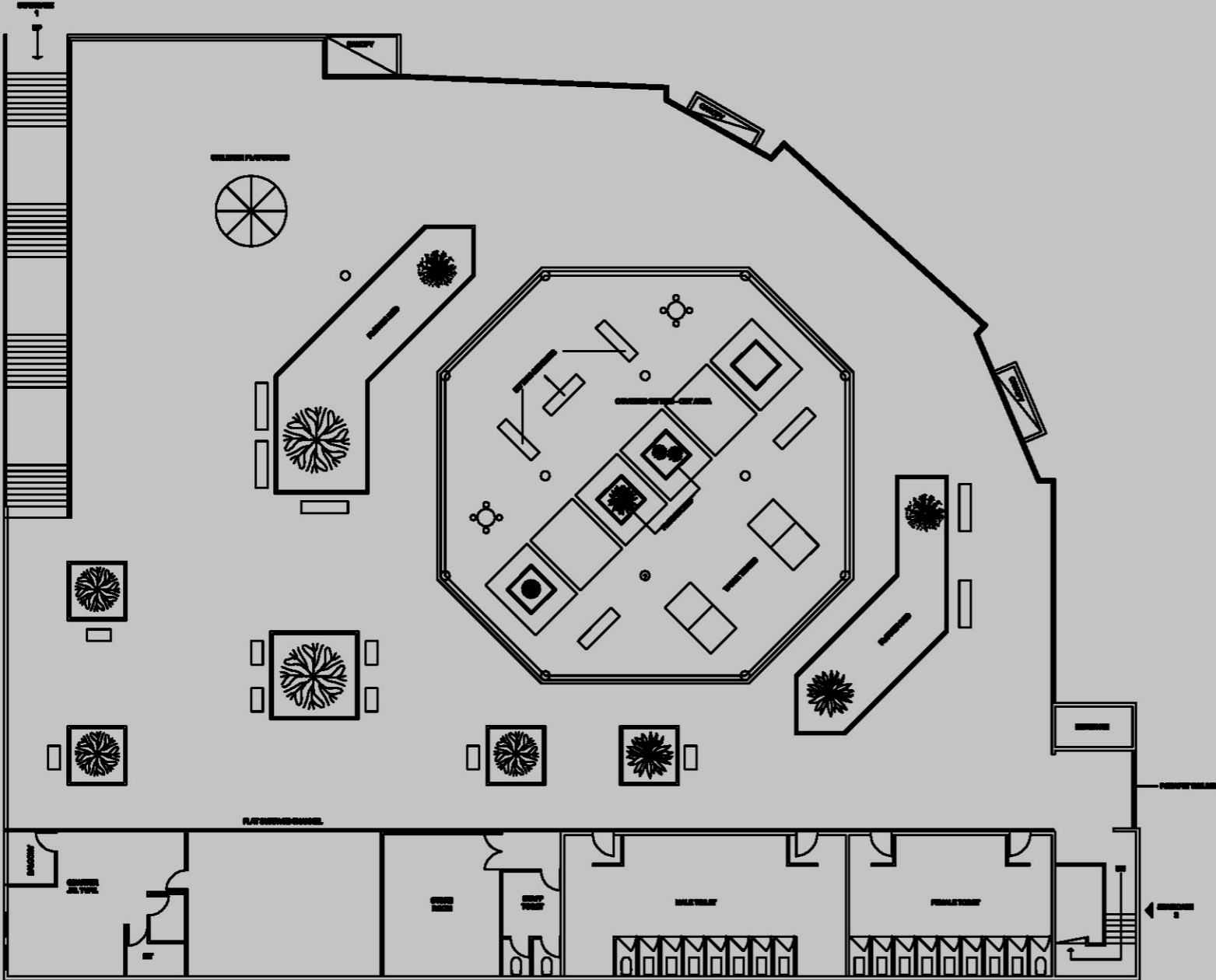
Lower partition wall to prevent risk of fire by stacking up stocks.

LAYOUT DESIGN

ROOF FLOOR

ROOF FLOOR

ORIGINAL LAYOUT

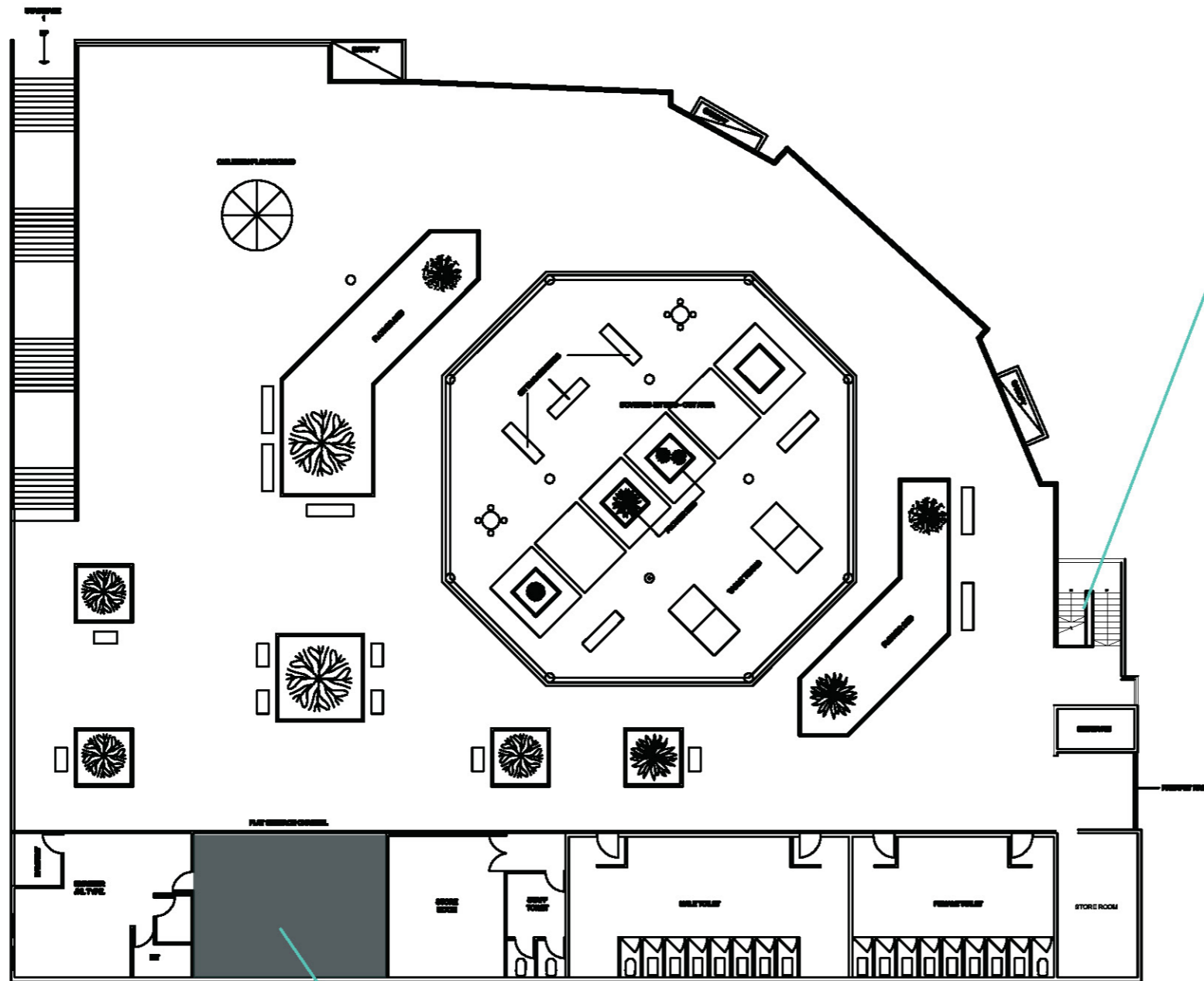


ROOF FLOOR PLAN



ROOF FLOOR

NEW LAYOUT



Relocate stair from GF to Roof

“Wing Fong Street Market adopt several physical improvement . Including relocation of loading bay, enlarging main entrance and installation of air-conditioner.”

Proposed location of cooling tower

LAYOUT PLAN
ROOF FLOOR

STALL ARRANGEMENT

Trades	Existing	New Layout
G/F <i>(No. of market stalls occupied)</i>	106	106
Dry goods	56	56
Fresh Meat	5	5
Frozen Meat	3	3
Frozen Poultry	1	1
Fruit	14	14
Live Poultry	1	1
Seafood	10	10
Siu Mei / Lo Mei	2	2
Wet goods	13	13
Ice stall	1	1
Storage	/	/
Vacant	6	6
Total no. of market stalls occupied (excl. storage)	106	106
Total no. of stalls	112	112

Note: There are 4 former poultry stalls not counted in the existing layout.

Appendix B

Overview of Market Management Consultative Committee (MMCC)

Overview of Market Management Consultative Committee (MMCC)

- To strengthen communication between FEHD and stall operators for better market management, 73 MMCCs are established for the FEHD public markets. The MMCCs convene regular meetings on a quarterly basis.

- The terms of reference of the MMCCs are as follows:
 - (a) to provide input for FEHD to improve the management and business environment of public markets;
 - (b) to devise promotion plans for public markets; and
 - (c) to provide input for enhancing and improving the facilities for disabled persons in public markets.

- Membership of a MMCC is as follows:
 - (a) Departmental market staff
 - (i) Chief Health Inspector (Chairperson)
 - (ii) Senior Health Inspector / Health Inspector (Secretary) / Overseer

 - (b) Others
 - (i) Members of District Council (DC)^(Note 1)
 - (ii) Representatives of the stallholders of different trades, i.e. one representative of each of the trade categories who should be tenants or Registered Assistants authorized by the tenants to attend the meeting on his / her behalf ^(Note 2) ;
 - (iii) Market management contractor / cleansing contractor and security services contractor; and
 - (iv) Representatives of Architectural Services Department, Electrical and Mechanical Services Department or other departments, as and when required.

Note 1 :

- (1) *Respective District Council will be invited to nominate the DC members to participate in the MMCC, normally at the commencement of the term of the DC.*

In normal circumstances, two DC members will be invited as members of the MMCC for markets with less than 150 stalls. For markets with 150 stalls or more, three DC members will be invited as members of the MMCC.

Subject to the recommendation of the respective DC, the DC member of the constituency area where the market located must be invited as member of MMCC. Other DC member(s) to serve as member(s) of the MMCC are to be nominated by the DC.

The term of office of DC members in the MMCC would be in line with their terms of office as DC members.

Note 2 :

- (1) *Market tenants would be invited to nominate representatives of the trade categories concerned by themselves and we would not intervene on their nomination processes;*
- (2) *There is no fixed term of office of the representatives of the stallholders. Upon termination of tenancy or his resignation, tenants of the trade categories concerned should be invited to nominate a new representative; and*