

Title of Report	Hackney Markets Strategy 2024-2029	
Key Decision No	CHE S166	
For Consideration By	Cabinet	
Meeting Date	22 January 2024	
Cabinet Member	Cllr Susan Fajana-Thomas, Cabinet Member for Community Safety and Regulatory Services	
Classification	Open	
Ward(s) Affected	All	
Key Decision & Reason	Yes	Significant in terms of its effects on communities living or working in an area comprising two or more wards
Implementation Date if Not Called In	31 January 2024	
Group Director	Rickardo Hyatt, Group Director, Climate, Homes and Economy	

1. Cabinet Member's introduction

- 1.1. Hackney's street markets are an essential part of the community, attracting in excess of 6 million shoppers each year and providing access to value-for-money shopping across a broad range of products. Shoppers come from across London and further afield to shop at Hackney's street markets and to enjoy the diverse cultural and shopping offer that is available.
- 1.2. The successful delivery of the previous markets Strategy 2017-2020 not only resulted in the service achieving a break-even financial position consistently on the markets account, but also saw the service capitalise on commercial opportunities and grow exponentially, and are now recognised as the best markets service nationally.
- 1.3. This Markets and Street Trading Strategy 2024-2029 and Action Plan, together with the extensive survey, engagement and research that underpins it, have revealed that despite its popularity, many of the markets are thriving but some are just surviving and we need to evolve these to ensure every commercial operation within the Hackney portfolio is an incubation hub for small and micro businesses to thrive and prosper.

- 1.4. The challenges ahead are to retain community value, continue to develop and strengthen commercial performance and adapt as Hackney changes in this post-pandemic era, taking up an enhanced role in the growth and regeneration of our boroughs town centres and as a key borough within the wider regional authority, whilst balancing tradition and modernity.
- 1.5. Future investment through the Good Growth Fund, UK Shared Prosperity Fund and corporately funded schemes will deliver new markets and trading spaces to operate a business from, diversify the portfolio with new and innovative uses for commercial and community spaces, growing and stimulating the local and inclusive economies and bringing more people and jobs to the borough.

2. Group Director's introduction

- 2.1 The previous Markets Strategy (2017-20) focused on individual market plans to ensure financial sustainability, improving promotion and increasing awareness of all our locations, in order to retain and grow our occupancy rates by providing traders with a consistent source of income within our markets. During the 2019-20 financial year, the Market Service conducted a consultation on the introduction of new terms and conditions, as well as a review of a new fees and charges structure. The purpose of this was to ensure that the Council was fair and transparent when supporting traders, and that as required by the Local London Authority Act, it was able to break even at the end of every financial year.
- 2.2 Notwithstanding the economic impact of the Covid-19 pandemic, the Market service has broadened its portfolio to diversify its offer and has consistently maintained a sustainable financial position, breaking even in each of the financial years between 2019 and 2022.
- 2.3 Building on the success of the previous strategy, the new Markets Strategy goes further and seeks to address key Council priorities such as climate action, addressing unemployment and regeneration. It acknowledges the important role markets play within Hackney's communities, both economically as a way to grow local and inclusive economies, providing further local employment opportunities and by supporting positive regeneration of our high streets. From a social value perspective, the strategy also addresses the role markets play in the provision of safe places for communities to come together, engage and celebrate.
- 2.4 The proposed strategy was thoroughly researched and benchmarked against other Local Authorities across the UK and workshopped with key sector stakeholders such as the Greater London Authority (GLA), The National Association of British Market Authorities (NABMA), National Market Traders Federation (NMTF) and Hackney based traders and business associations.

- 2.5 The final draft of the Markets Strategy reflects feedback obtained from stakeholders throughout the consultation process.

3. Recommendations

This report recommends that Cabinet:

- 3.1. **Approves the final draft of the Market Strategy 2024-2029 and the recommendations contained within (as set out in Appendix 1) to be actioned and implemented.**
- 3.2. **Delegates Authority to the Director Environment and Climate Change (formerly Strategic Director Sustainability and Public Realm) to approve any add ons or amendments to the Market Strategy 2024-2029 following Cabinet approval.**

4. Reason(s) for decision

- 4.1. The last Markets Strategy (2017-2020) focused on the financial sustainability of individual markets by promoting and increasing awareness of all locations to grow and retain occupancy rates. The Strategy was approved with a budget of £1.4m to deliver actions that mainly focused on getting the markets to be self-sustainable, as the Service was running at a deficit for many years. The successful delivery of this Strategy saw the service achieve a break-even financial position consistently, but also saw the market portfolio and commercial opportunity grow exponentially, which contributed to driving local employment within Hackney.
- 4.2. The final draft Markets Strategy for 2024-2029 was carefully curated through extensive surveys, engagement and research to identify the needs and aspirations of the community consisting of members of the public and Hackney market traders. The Strategy will concentrate on maintaining and developing what has been achieved by exploring new opportunities to increase the market and street trading locations, reviewing additional operating days, and introducing new licenses to encourage regeneration and local employment within the Borough.
- 4.3. The Strategy will follow an Action Plan to ensure the Market Service takes specific measures to reduce the number of illegal trading activities by educating those who want to work and assisting them in obtaining the necessary licence(s), thereby encouraging all licenced businesses and traders to maximise their income opportunities. It will also support our traders by providing them with necessary entrepreneurial skills training, mental health support and an opportunity to expand their business in different street trading locations/ types of markets.

4.4. The Markets Service was able to use the approved budget to deliver the Markets Strategy 2017-2020 that made a major impact on local employment, but was unable to reach its full potential due to lack of resources and financial constraints. The new Strategy aims to exceed the proven achievements but to also secure the long term sustainability of the markets by supporting several of the mayor's manifesto commitments and by activating other locations within the borough for commercial use:

- 4.4.1. *We will develop a Hackney Nights Strategy to provide clarity to residents and businesses on our approach, including supporting growth while tackling antisocial behaviour and crime in partnership with the police.*
- 4.4.2. *We will build community wealth and create opportunities where residents are the first to benefit as the local economy recovers and reopens - ensuring more of the jobs, opportunities, growth and money spent in Hackney stays in Hackney.*
- 4.4.3. *We will ensure that goods and services are procured locally and sustainably, securing good jobs and opportunities for local people. We will also link this with our ambition to create green jobs for Hackney residents, and we will refresh the Council's Sustainable Procurement Strategy to include principles such as an end to Fire and Rehire, promotion of the London Living Wage, a focus on tackling climate change and enabling local people to access future net zero jobs.*
- 4.4.4. *We will work to expand the Chatsworth Road street market.*
- 4.4.5. *[We will] explore with local businesses and residents a new street market for Stoke Newington Church Street.*
- 4.4.6. *[We will] continue to explore and grow new smaller street trading areas around Hackney.*
- 4.4.7. *We will ensure the street markets at Ridley Road, Hoxton Street and Broadway Market are supported, working alongside local high street businesses to keep our local economy alive and thriving.*
- 4.4.8. *We will celebrate and promote all of our street markets so more of us shop at them, and ensure they remain London's most vibrant and popular destinations.*
- 4.4.9. *We will celebrate and promote all of our street markets so more of us shop at them, and ensure they remain London's most vibrant and popular destinations.*
- 4.4.10. *We will invest in the welfare and wellbeing of Hackney's market traders with quality trading and storage facilities, offering training and help to traders, and work to ensure trader associations are supported and resourced.*
- 4.4.11. *We will bring forward a single council approach to enabling community regeneration in Hackney. Across the boroughs estates, neighbourhoods, high streets and town centres all will focus on delivering places that can support good growth that includes the new homes, workspaces, cultural and social spaces that a growing borough needs. An approach that will require all our public services*

to combine resources and focus on ‘the quality of place’ delivering quality public services - from social services to Streetscene, Planning to Finance, Street Markets to Housing Services and schools - all have their contribution to making a sustainable Hackney.

4.5. The first draft of the Market Strategy went to consultation for a period of 6 weeks between 12th June 2023 and 23rd July 2023. Based on the feedback from the consultation, the Markets Service have made some amendments to the final draft of the strategy. The main points are below.

- **Revision of the dates of the strategy** - From 2023-28 to 2024-29 (pg 1)
- **Revision to content of the enforcement process** in response to internal feedback (pg 18).
- **Revision to content of the trader onboarding process and amended recommendation to highlight the feedback form (pg 22) in response to:** Majority of respondents stated that they agree with providing a welcome pack and feedback forms as part of trader onboarding process (pgs 38/39 draft).
- **Revision to content of street trading sites and market sites (pg 30) in response to:** High number of respondents disagree with having street trading activities in Abney Park and Clissold Park (pgs 16-20 draft) and Additional feedback received from the public outside the consultation process where a number of objections have been received around issuance of licenses for any trading activities in/near the Morry Levy Memorial site on Yoakley Road (pgs 49-53 draft).
- **Revision to content of A boards (pgs 33) in response to:** Over 50% of respondents are in agreement of having additional licences for Ice Cream vans, Night trading, A Boards and no fixed abode (pgs 42-44 draft).
- **Mention of “Mayor of London” included in sections associated with the Good Growth Fund** in response to internal feedback (pgs 6,15).
- **Revision to content of “Paper-free” changed to “Virtual licences and digital processes”** in response to internal feedback (pgs 39).
- **Appendix page added to provide the following key links** in response to internal feedback (pg 40):

Business and Planning Act 2020

The Highways Act 1980

London Local Authorities Act 1990

Part III of the Food Act 1984

- **Relocation of tables to improve readability** in response to internal feedback (pgs 41-42).
- **Any errors in grammar and punctuation found were amended.**

5. Details of alternative options considered and rejected

5.1. Adopting no future strategy was considered but rejected due to the risks involved in sustaining the Borough’s Markets and street trading activities - Please refer to Section 5.6 (Risk Assessment).

6. Background

Policy Context

6.1. The new Market Strategy 2024-2029 sets out high level objectives and associated missions for Hackney’s markets over the coming years. These objectives are summarised below.

Mission	Objectives
A Safe and Inclusive Shopping Experience	<ul style="list-style-type: none"> ● Maintaining high-quality standards applied to all trading locations. ● Review and update commodity listings. ● Review and update operational times in markets and street trading sites. ● Further development of market facilities for customers. ● Review of training plan and resources for officers. ● Review of traffic management orders.
Fair and Transparent Markets	<ul style="list-style-type: none"> ● Monitoring of enforcement and implementation of statutory regulations. ● Review stall set-up consultation for traders in Ridley Road Market. ● Review and update markets service policy. ● Explore and update engagement policy. ● Recognising and promoting excellent practice at Hackney Markets.
Financially Secure and Sustainable Markets	<ul style="list-style-type: none"> ● Review and update all processes and procedures at Hackney Markets. ● Trademarking of branding and securing brand integrity of Council-run markets. ● Increase and maintain trader occupancy rates. ● Increase and maintain Shop Front licences. ● Review of fees and charges at Hackney Markets. ● Continued reduction of waste and operational costs.

A Supported Enterprise and Business Growth	<ul style="list-style-type: none"> • Further development of market facilities for traders. • Social media marketing at Hackney Markets. • Promotion of Council-run markets to customers. • Expansion of Hackney’s street markets. • Development of new trading sites across Hackney. • Relaunch of Trading Places at Hackney Markets. • Management of the Ridley Road Indoor Market and storage facility. • Explore opportunities for new licence types.
Mental Health & Wellbeing of Market Traders	<ul style="list-style-type: none"> • Relaunch of Trading Places to support mental health and wellbeing. • Mental health champions at Hackney Markets.
A future for Young Entrepreneurs	<ul style="list-style-type: none"> • Relaunch of Trading Places to support young entrepreneurs.
Hackney Markets - Going Green	<ul style="list-style-type: none"> • Virtual licensing and digital processes at Hackney Markets. • Reduction of single-use plastics. • Promoting public transport when visiting Hackney Markets.

6.2. The Market Strategy 2024-29 is aligned with the Council’s visions and values, and the mayor’s manifesto commitments. It is strongly influenced by the London Local Authorities Act 2004 and the related guidance from:

- NABMA
- NMTF
- Cross River Partnership recommendations to the Mayor of London.
- Various Governmental reports pertaining to the importance of markets in relation to regeneration and the ‘High Street’.
- The London Benchmarking Group for Street Trading.

Equality impact assessment

6.3. An Equality Impact Assessment (EIA) has been completed and there was no negative impact on licence holders. The full assessment can be found in Appendix 3

Sustainability and climate change

6.4. The Strategy is linked with our ambition to create green jobs for Hackney residents, and we will refresh the Council’s Sustainable Procurement Strategy to include principles such as an end to Fire and Rehire, promotion of the London Living Wage, a focus on tackling climate change and enabling local people to access future net zero jobs.

Consultations

- 6.5. The Markets Service has completed the consultation process - Please refer to Appendices 4 for the report and findings.

Risk assessment

- 6.6. Without a Market Strategy and clear objectives setting there is a risk of:
- 6.6.1. Market locations failing to break even or cease as a result of no work programmes.
 - 6.6.2. The overall market account failing (or sustain) to break even.
 - 6.6.3. No electricity in the markets restricts the number of traders we can offer trading to and heightens the risk to Health and Safety to the public and traders when cooking foods using LPG gas.
 - 6.6.4. Limited funding available allows no scope for events, promotional activities for Markets which in turn would increase the fees & charges to all traders.
 - 6.6.5. Due to the exponential growth in the majority of the street trading locations, it is no longer possible to provide consistent promotional support to our traders with the existing resources available in the Service's Licensing & Development Team. This would result in increased fees and charges to recruit an additional officer to manage the communication and social media for the service.
 - 6.6.6. Failing to deliver the manifesto commitments without additional funding and necessary resources.

7. Comments of the Group Director of Finance and Corporate Resources.

- 7.1. The report has no immediate financial implications; however, Appendix 2 summarises aspirational proposed work programmes that the Service wants to pursue over the next five years in order to help Hackney's Markets develop and diversify, in order to meet community needs and foster profitable trading conditions. Before any work programmes can be implemented, each one must be presented individually for review along with a thorough business case that considers budget allocation, market performance, cost-benefit analysis, and the performance of the Service.
- 7.2. The 2024–2029 Market Strategy is intended to serve as an open-ended framework for Service plans, allowing each market to create its own unique market strategy. It builds on the individual strengths of the Council, Traders, and Associations and aims to make sure that the Markets are acknowledged as desirable locations to conduct business in and that they are boosting trade and commerce.

8. **Comments of the Director of Legal, Democratic and Electoral Services**

- 8.1. The recommendations set out in part 2 of this report fall within the definition of a Key decision under the Council's Constitution.
- 8.2. Cabinet is authorised to approve the recommendations set out in Section 2 of this report, pursuant to the Council's constitution Article 13.5 which states:
- 8.3. A key decision is a Cabinet decision which is likely to:
- i) Result in the Council incurring expenditure which is, or the making of savings which are, significant having regard to the Council's budget for the service or function to which the decisions relates, or
 - ii) Be significant in terms of its effects on communities living or working in an area comprising two or more wards in the area of the Council.
- 8.4. Recommendation 3.1 of this report recommends that Cabinet approves the Market Strategy 2023-2028 and the recommendations contained within (as set out in Appendix 1) for implementation.
- 8.5. Currently the Mayor's scheme of delegation reserves to the Mayor and Cabinet approval of: all corporate policies and strategies and all formal service strategies. The Mayor and Cabinet are able to approve the recommendation set out in Paragraph 3.1 of this report.
- 8.6. The recommendation set out in 3.2 of this report recommends that Cabinet delegates authority to the **Director, Environment and Climate Change**, to approve any amendments made to the Market Strategy 2023-2028 after cabinet approval is received. Paragraph 2.2 (Sub-delegation of Cabinet Functions) i) of the Cabinet Procedure Rules states that *"If the Elected Mayor delegates functions to the Cabinet, unless they direct otherwise, then the Cabinet may delegate further to a Committee of the Cabinet, to an officer, to any joint arrangements, to another authority or to area committees"*. Cabinet is therefore able to approve and delegate functions as per the recommendations in 3.2 of this report.

Appendices

- Appendix 1 - Markets, Shop Fronts & Street Trading Strategy 24-29
- Appendix 2 - Markets Strategy - Service Tracker
- Appendix 3 - Markets Strategy 24-29 : Equalities Impact Assessment
- Appendix 4 - Markets Strategy 24-29 - Consultation Report

Report Author	Tahiara Munshi Markets Operations Manager tahiara.munshi@hackney.gov.uk 020 8356 2475/ 07510 378 277
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Comments for the Interim Group Director, Finance prepared by	Deirdre Worrell Director for Neighbourhoods & Housing Finance deirdre.worrell@hackney.gov.uk 0208 356 7350
Comments for the Acting Director of Legal, Democratic and Electoral Services prepared by	Josephine Sterakides Senior Lawyer-Litigation and Public Realm josephine.sterakides@hackney.gov.uk 0208 356 2775