

<b>Committees:</b>		<b>Dates:</b>
Streets and Walkways Sub Committee		27 September 2016
Projects Sub Committee		11 October 2016
Port Health and Environmental Services		22 November 2016
<b>Report Subject:</b>	<b>Issue Report</b>	<b>Public</b>
Middlesex Street Area Enhancement - Phase 2		
<b>Report of:</b>		<b>For Decision</b>
Joint report of the Director of the Built Environment and the Director of Markets and Consumer Protection		
<b>Report authors:</b>		
Helen Kearney, Department of the Built Environment and Steve Blake, Department of Markets and Consumer Protection		
<b><u>Summary</u></b>		
<b>Dashboard</b>		
(i) Project status: Green		
(ii) Timeline: Gateway 1 /2 was approved in 2012		
(iii) Total project estimated cost:		
Phase 2: c £2-4m cost range, for public realm enhancements and market improvements.		
(iv) Phase 2 spend to date: £0 (costs accounted for in Phase 1 as part of wider Middlesex Street Area Enhancement project)		
(v) Estimated cost to reach next Gateway: £50,000		
(vi) Overall project risk: low		
<b>Last Gateway approved</b>		
Gateway 1/2 for the Phase 2 element of the works.		
<p>This Progress Report relates exclusively to Phase 2 of the Middlesex Street Area works; Phases 1 and 3 have been reported to committee separately.</p> <p>For information, Phase 1, comprises public realm and enhancement works at the northern end of Middlesex Street, Widegate Street, Sandys Row and Rose Lane, and was last reported at Gateway 5. Works began on site in August 2016 and are scheduled for completion in June 2017. Phase 3 comprises the removal of Middlesex Street Estate ramps and new landscaped space at Artisan Street, and has been approved at Gateway 4. Works are expected to commence in late 2016.</p>		
<b>Progress to Date</b>		
<p>This report advises Members of progress to Phase 2 of the Middlesex Street Area project, and sets out a strategy for progressing the project to Gateway 3.</p> <p>The project aims to enhance Petticoat Lane Market and the central section of Middlesex street between Sandys Row and St Botolph Street, celebrating the character and history of the area whilst improving the visitor experience. The project will require working in partnership with the London Borough of Tower Hamlets, and in consultation with market traders and other local stakeholders.</p> <p>To date, following Gateway 2 approval the City has commissioned two studies: one of potential environmental improvements and one on the market offer and operations. The recommendations of both studies are informed by extensive stakeholder and market trader consultation undertaken in 2013 and 2015. Subject to Member approval these</p>		

recommendations will form the basis of a consultant brief to develop public realm enhancement design proposals for Middlesex Street and a strategy/ delivery plan for changes associated with the market operation.

### **Recommendation**

It is recommended that Members approve the funding required to reach Gateway 3 of £50,000, to be funded from Section 106 contributions relating to the 5 Broadgate development (Section 106 agreement dated 29<sup>th</sup> July 2011).

### **Main Report**

<b>1. Reporting Period</b>	2012-current
<b>2. Progress to Date</b>	<ol style="list-style-type: none"> <li>1. This report relates to Phase 2 of the Middlesex Street Area project, which is concerned with public realm improvements in the central section of Middlesex Street between Sandys Row and St. Botolph Street, alongside the enhancement of Petticoat Lane Market located in Wentworth Street (in the London Borough of Tower Hamlets). See the map at Appendix 1 for the project area.</li> <li>2. Middlesex Street and adjacent streets are on the eastern fringe of the City. The area is well-known due to its central London location and the fame of the historic Petticoat Lane Market. However, both Middlesex Street and the market are in need of improvement. To the north, Spitalfields Market is an attractive visitor destination, whilst to the south, Aldgate is currently being redeveloped to create significant new public spaces. Middlesex Street could form an enhanced pedestrian route between these two key areas.</li> <li>3. The enhancement of the Middlesex Street area is a high priority project of the Liverpool Street Area Enhancement Strategy (adopted in 2013). With the opening of Liverpool Street and Whitechapel Crossrail stations, the number of pedestrians in the area is anticipated to significantly increase.</li> <li>4. The project area is along the border with the London Borough of Tower Hamlets (LBTH). LBTH manage the middle and southern parts of the Petticoat Lane Market, and the eastern side of Middlesex Street lies in Tower Hamlets. The need for an improved setting for the market and local retail offer has been endorsed through a public consultation exercise carried out with LB Tower Hamlets.</li> </ol> <p><u>Background</u></p> <ol style="list-style-type: none"> <li>5. In March 2012 a Gateway 1/ 2 report initiating the Middlesex Street Area enhancement project was agreed by Members.</li> </ol>

- |  | <ol style="list-style-type: none"><li>6. A public consultation and a traffic study were carried out from January to March 2013 and highlighted the need to provide an enhanced environment and improve traffic movement in the area. In October 2013 Members considered an Options Appraisal (Gateway 4) report, and approved splitting the project into two phases: Phase 1 being enhancements to the northern end of Middlesex street; and Phase 2 being enhancements to the central section of Middlesex Street and the enhancements to Petticoat Lane Market. A third phase was later added that incorporated enhancements to Middlesex Street Estate/ Artisan Street. See Appendix 2 for an overview of Phases 1 and 3.</li><li>7. Phase 1 of the project has recently been approved at Gateway 5 (April 2016). Works began in August 2016, in Middlesex Street (northern end), Widegate Street, and Sandys Row. They include transforming two traffic islands into pedestrian spaces, raising carriageways, improvement the streetscape, rationalising parking and loading arrangements, and experimental traffic changes.</li><li>8. This progress report now updates Members on the work that has been undertaken specifically on the Phase 2 elements of the work.</li></ol> |
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Consultant work to date

9. A Traffic study was undertaken by Atkins in April 2013. The study presented findings relevant to the operation of Petticoat Lane Market, including the pedestrian numbers entering the market on Sundays and their direction of travel – largely entering and exiting the area from Bishopsgate. It also detailed the parking and loading peak periods for vehicles on market day.
10. Architects 'The Facility' were commissioned in 2013 to recommend measures to improve the Middlesex Street area. As part of their work they undertook a consultation of local stakeholders including market traders, market users, shopkeepers, residents, local freeholders, leaseholders and lessees, local groups and organisations, visitors to the area, and the wider public (via a website).
11. In addition, in-depth work relating specifically to the operation of the market was required. In 2014 market consultants The Retail Group completed a review of the market operation in both the City and Tower Hamlets. This included surveys of traders and visitors, alongside peer reviews, and identified a number of issues in the area.

Consultants' findings:

12. The consultants identified a number of issues, including:

- Poor presentation of stalls
- Lack of sense of arrival at the market
- Inappropriate stall structures being used and often left on the public highway when not in use
- Lack of facilities such as toilets
- Lack of branding
- Lack of diversity in terms of the merchandise on sale
- Clear divergence of the overall quality of the market with the retail offer in the area
- A key issue on market day was a need to strengthen the enforcement policy of both stall layout and parking.

13. The consultants made a number of recommendations specific to the operation of the Market, including:

- Facilities and public amenities including covered spaces for use in poor weather, more and better located seating, cycle parking, temporary seating on pavements, and new public toilets
- Improving Market operations, including new market stalls/rigs, the reorganisation of layout, storage, and management of stalls, road closures at certain times, and proper consideration of trader car/ van parking.
- New market offer including food
- New management structure for ongoing market operations, and clear enforcement policies
- Petticoat Lane Market Development Group to be formed, to suggest and promote improvements to the Market.
- Better trader engagement
- Additional events including visiting or temporary markets
- Offers and collective promotions introduced
- Public realm works including improved paving and widened pavements, more planting, better lighting, commissioning public art
- Conservation work to improve the local shopfronts
- Raising the profile of the market and a branding strategy which highlights the history of the area
- Signage/ wayfinding including improved signage and visibility from Bishopsgate, and new signs and maps on Middlesex Street

A more comprehensive list of the recommendations from the various reports is provided in Appendix 3.

14. In order to make the suggested changes, the consultants outlined a process that included: partnership with Tower Hamlets (LBTH) throughout; development of design for the enhancement of the area; establishment of a Working Group focused on Petticoat Lane Market with Ward Members, local

	<p>traders, businesses, residents, and landowners; and exploring funding options. The aim would be to revitalise the local economy and develop Petticoat Lane Market as a destination.</p> <p>15. Then in October 2015, The Retail Group organised a day of stall trials with market traders. New stall types were erected and traders were consulted on them, with a variety of responses. The responses focused on a number of themes:</p> <ul style="list-style-type: none"> <li>- Ownership of and responsibility for the stalls</li> <li>- Payment for the stalls</li> <li>- Security and storage</li> <li>- Branding of stalls</li> <li>- The timetable for the introduction of the new stalls</li> <li>- Other general comments about the market: need for public toilets, need for better signage, better food offer</li> </ul> <p>16. The findings of these consultants' reports will be the basis for officers' work in the next stage of this project.</p> <p><u>Context: Aldgate and other related developments</u></p> <p>17. Works are underway to create significant new public spaces and increased amenities for residents, workers, and visitors in the Aldgate area. The enhanced area of Aldgate is adjacent to the southern end of Middlesex Street, and would form an attractive gateway to the market. The enhancement of Petticoat Lane Market therefore would align closely with the improvements in Aldgate, and local businesses represented by The Aldgate Partnership business group have expressed their desire for Market improvements.</p> <p>18. The journey from Spitalfields to Aldgate, via Middlesex Street and Petticoat Lane Market has been identified as a potentially important route for visitors and locals in the area, which would bring together the area's historic market places.</p> <p>19. As part of the Phase 1 works, officers have been liaising with the market traders, local businesses and other stakeholders in the area. It is timely to progress with the phase 2 project now given that these relationships have been built and the expectation among stakeholders is for the works to continue.</p>
<p><b>3. Next Steps</b></p>	<p>20. Phase 2 of the Middlesex Street Area enhancement project will include both improvements to the public realm in the area, as well as measures to enhance Petticoat Lane Market.</p> <p>21. A Project Team will be set up to manage the project, with the City Public Realm team in partnership with colleagues from the Markets and Consumer Protection Team and the London Borough of Tower Hamlets.</p>

	<p>22. A key next step will be to set up a Working Group to set the project's aims, guide the project through its various stages, and promote community consultation, comprising:</p> <ul style="list-style-type: none"> <li>- City of London Ward Members</li> <li>- Tower Hamlets Ward Members</li> <li>- Market traders representatives</li> <li>- the East End Traders Guild</li> <li>- local residents</li> <li>- local businesses</li> <li>- Widegate Traders Association</li> <li>- East Anglia University</li> <li>- Local landowners</li> <li>- Other key stakeholders</li> </ul> <p>23. Appoint the following specialist consultants:</p> <ul style="list-style-type: none"> <li>– Market consultants to undertake second stage of work, to create Action Plan and guidance on delivering changes to the market</li> <li>– Landscape architects/designers commissioned to design public realm improvements in the area (possibly including a separate graphic design/branding consultant to advise on signage and area branding)</li> </ul> <p>24. Legal advice will be sought in relation to the bye laws and primary legislation that governs the operations and siting of the market. In addition, relevant policies – for example, those which relate to trading hours or positioning of stalls within the area – will be reviewed.</p> <p>25. Traffic movement and servicing of local areas will be considered, updating the traffic survey already undertaken in light of recent and upcoming changes to the area.</p> <p>26. Subsequent to this work, an overview of options for the enhancement of the market and associated costs will be reported to Members at Gateway 3 in early 2017.</p> <p>27. Other relevant departments and stakeholders will be consulted including Open Spaces, City Surveyors, Chamberlains, Access Team, Planning and historic environment, highways, cleansing.</p> <p><u>Financial Implications</u></p> <p>28. The enhancement of the Middlesex Street area is a high priority of the Liverpool Area Enhancement Strategy (adopted in 2013). It is proposed to be part funded from the Section 106 contributions relating to the 5 Broadgate development, with other sources of funding including from the LBTH. Funding sources to be confirmed at Gateway 3.</p>

	<p>29. The resource estimated to be required to reach the next gateway is:</p> <ul style="list-style-type: none"> <li>- £40,000 fees</li> <li>- £10,000 staff costs</li> </ul>

### Appendices

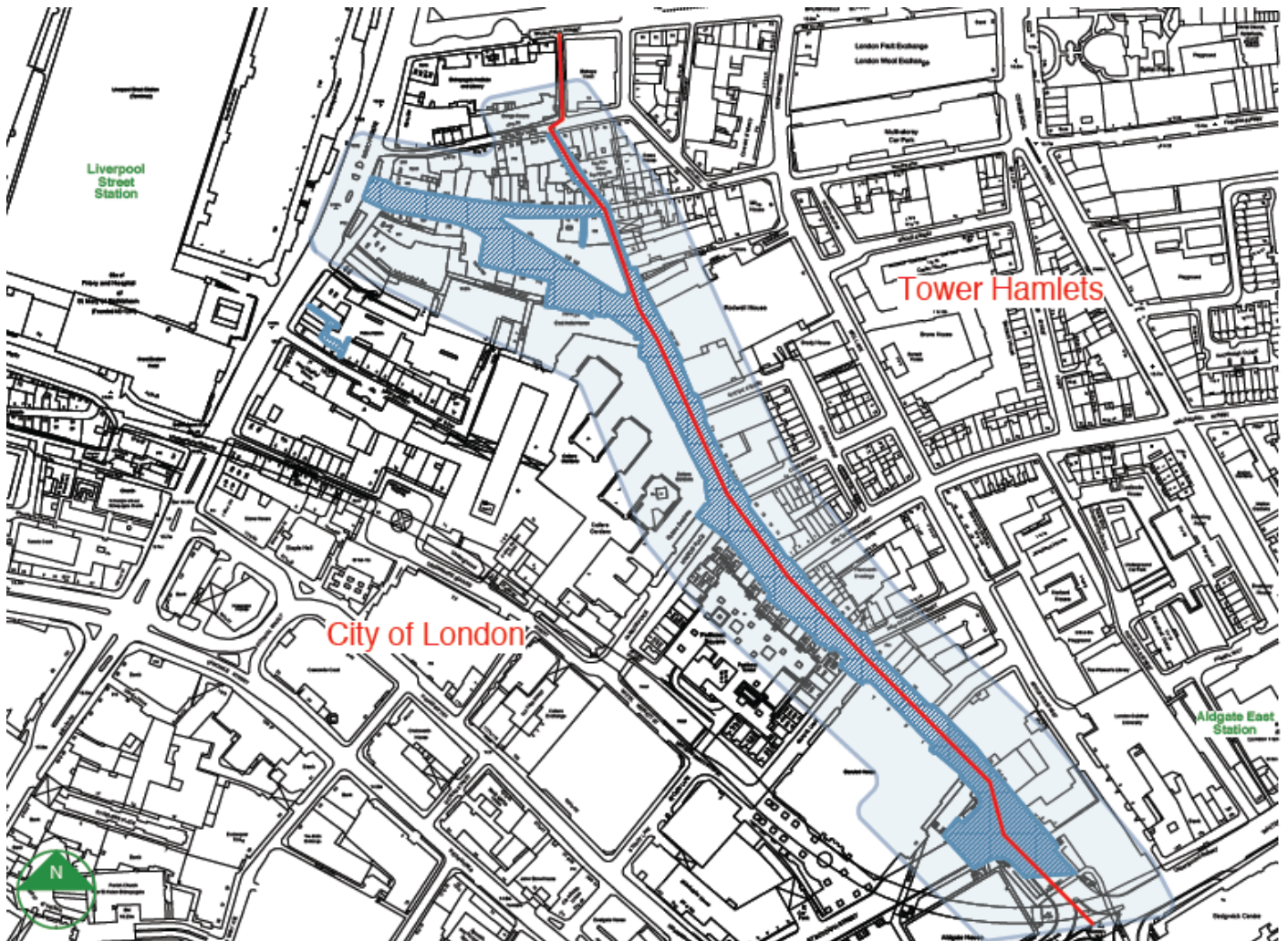
<b>Appendix 1</b>	Plan of project area
<b>Appendix 2</b>	Middlesex Street phases 1 and 3
<b>Appendix 3</b>	Recommendations from consultants' reports

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Middlesex Street, showing boundary between City and Tower Hamlets

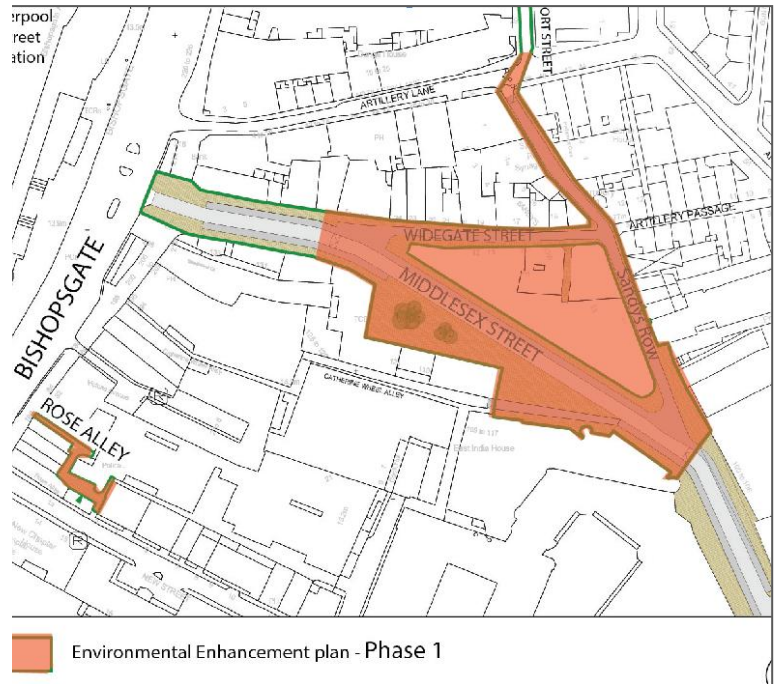




## Appendix 2 Phases 1 and 3, Middlesex Street Area

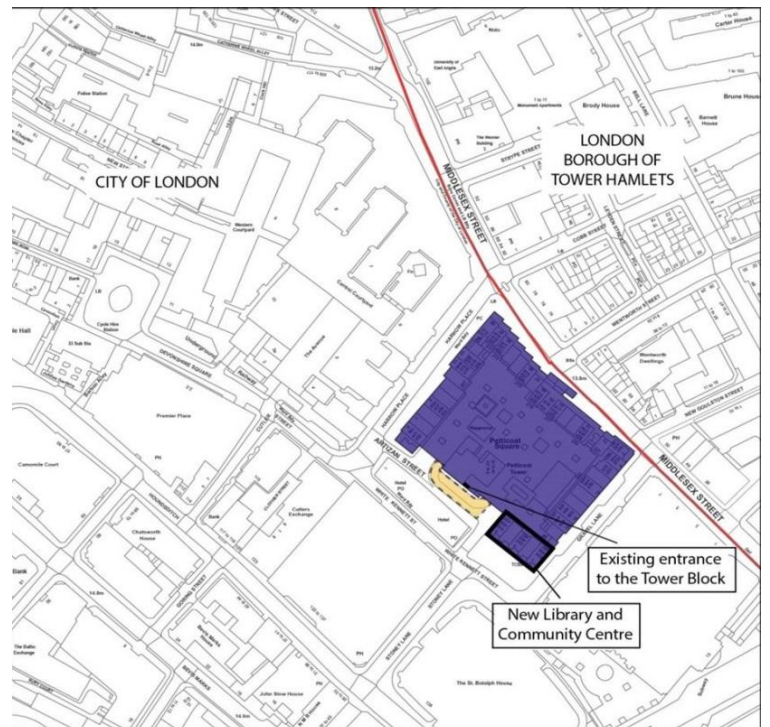
### Phase 1

- Public realm improvements to the Northern end of Middlesex Street, Widegate Street, Sandys Row and Rose Alley
- Transform traffic islands along Middlesex Street into public spaces
- Market Parking and Loading arrangements
- Traffic experiments
- Works commence summer 2016



### Phase 3

- Removal of car park ramp next to Artisan Street Library
- Road and paving improvements including raised carriageway
- New 'Green Oasis' garden with planting and vertical garden
- Community-led project



### Summary of Recommendations from:

#### a) The Facility Architects

#### b) The Retail Group

#### a) The Facility Architects

As part of the work of the Facility Architects, they undertook a consultation of local stakeholders including market traders, market users, shopkeepers, residents, local freeholders, leaseholders and lessees, local groups and organisations, students, visitors to the area, and the wider public (via a website).

From their findings, a set of recommendations were put together. These included Phases 1 and 2 of the project. The recommendations specifically related to Phase 2 were:

Public realm works	<ul style="list-style-type: none"> <li>○ Aim to create a 'green link' pedestrian route from Bishopsgate to Aldgate, e.g. through more trees and planting along the street.</li> <li>○ Improved paving, widening the pavement/ narrowing the carriageway</li> <li>○ Coherent streetscape of both sides of street (City and LBTH sides)</li> <li>○ Less street clutter, e.g. bollards</li> <li>○ 'Playful' approach to street furniture and lighting</li> <li>○ Improved lighting; lighting strategy – including making the street safe and pleasant in the evening</li> <li>○ Granite paving demarcating market stall areas</li> <li>○ New covered public space/s</li> <li>○ New public square in area of traffic islands</li> <li>○ Commissioning of new public art and installations</li> <li>○ Possible staircase removal and new space in western pavement</li> </ul>
Conservation work	<ul style="list-style-type: none"> <li>○ Improved shop fronts; shopfront conservation scheme</li> <li>○ Possible grants programme to facilitate shopfront improvements</li> <li>○ Improved and extended shop units under Middlesex Street estate</li> </ul>
Raising profile and Branding	<ul style="list-style-type: none"> <li>○ Improve profile of market</li> <li>○ Changing name of the street to 'Petticoat Lane'</li> <li>○ Design specific locally- relevant street furniture to highlight the history of the area, e.g. referencing the cloth/ textile industry</li> </ul>
Market operations	<ul style="list-style-type: none"> <li>○ Reorganisation and planning of market stalls</li> <li>○ Weekday market on Middlesex Street</li> <li>○ Variations in market stall offer</li> <li>○ Food market on Thursday/ Friday</li> </ul>

	<ul style="list-style-type: none"> <li>○ New stalls</li> <li>○ Alterations to management</li> <li>○ Pedestrianisation or timed closures in local streets</li> <li>○ Farmers market or fresh food stalls during the week</li> <li>○ Commission specific 'Petticoat Lane' stalls to suit local conditions: storage, assembly, size</li> <li>○ Storage and management of new stalls to be considered</li> <li>○ Rationalisation of market stalls, layout and numbers</li> <li>○ New market layout which can match the numbers of stalls to the existing number</li> <li>○ Parking for market traders considered</li> <li>○ Market to address shopfronts, rather than ignoring them</li> </ul>
Facilities and public amenities	<ul style="list-style-type: none"> <li>○ Covered spaces to encourage market use in poor weather</li> <li>○ More seating; better located seating</li> <li>○ More cycle parking; better located cycle parking</li> <li>○ Temporary seating for local restaurants/ cafes on pavements</li> </ul>
Signage/ wayfinding	<ul style="list-style-type: none"> <li>○ Clarify access routes, providing visual markers for visitors, including directions in and out of the market area</li> <li>○ Provide 'Legible London' standard for signage</li> <li>○ Improved signage and visibility from Bishopsgate</li> <li>○ New signs and maps on the street</li> </ul>

In order to make these changes, the consultants outlined a process that included:

- a) Partnership with Tower Hamlets (LBTH) key throughout
  - b) Urban design developed, including with an understanding and planning of pedestrian routes
  - c) Develop a Working Group focused on Petticoat Lane with local traders, businesses, residents, landowners, and LBTH
  - d) Working Group to put together Urban design Strategy that recaptures the public imagination and spirit of the area.
  - e) Working Group to put together aims including:
    - Put 'Petticoat Lane' back on the map
    - Revitalise local economy
    - Uncover historic context of area
    - New and exciting public spaces
    - Catalyst for creativity and local regeneration
    - Development of a 'destination'
  - f) Funding strategies to be explored, including S106, CIL, local business investment, and crowd funding
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## b) The Retail Group

The Retail Group were commissioned to undertake a review of the market operation in both the City and Tower Hamlets. This included surveys of traders and visitors, alongside peer reviews, and then presented an action plan for the regeneration of Petticoat Lane Market. This extensive review emphasised the strength of the history of the market and its potential in a changing area, but identified a number of issues in the area including:

- Poor presentation of stalls
- Lack of sense of arrival at the market
- Inappropriate stall structures being used and often left on the public highway when not in use
- Lack of facilities such as toilets
- Lack of branding
- Lack of diversity in terms of the merchandise on sale
- Clear divergence of the overall quality of the market with the retail offer in the area and also the offer of surrounding markets such as Spitalfields and Brick Lane

The Retail Group report made a number of recommendations specific to the operation of the Market, including:

- Public toilets
- New Market stalls/ rigs, with ease of storage and assembly, high quality, robustness, potential for branding, flexibility, and ability to tailor to product. Clear procedure for who is responsible for maintaining, storing, and putting up and taking down the rigs, how their design is chosen, rig branding etc.
- New management structure that includes traders and representatives and that has proactive focus on improving the market
- Petticoat Lane Market Development Group to be formed. Focus on improving the market, and consisting of traders, local retailers, City and LBTH and other stakeholders. 'Local champion' appointed. Direct and monitor the market business plan
- Improved signage/ wayfinding that includes arrival point signage (including Aldgate, Bishopsgate, Commercial Road), directional signage from other markets/places,
- Branding including banners and light posts along the length of the market. Strong branding at Aldgate and Bishopsgate ends of market. Brand for Petticoat Lane, along with website showing heritage and information
- Seating – temporary and permanent
- Use of side streets; good for customer seating for example
- Changing areas
- Layout/ improve aisle widths
- Trader engagement through regular news bulletins, communication through a dedicated Petticoat Lane Traders Association, meetings, appointment to management group, publishing actions and findings of studies, trader involvement in planning and evaluating initiatives, and in public realm plans.
- Trading guidelines including layout of stall guidance, rationalising size and number of stalls, maintain central 'arcade'
- Parking – no parking (including trader parking) in the market and local side streets, use nearby streets instead.

- Events including visiting or temporary markets
- Offers and collective promotions
- They also put together a set of next steps.

In October 2015, The Retail Group organised a day of stall trials with market traders. New stall types were erected and traders were consulted on them, with a variety of responses. The responses included a number of issues such as:

- Ownership of and responsibility for the stalls
- Payment for the stalls
- Security and storage
- Branding of stalls
- The timetable for the introduction of the new stalls
- Other general comments about the market: need for public toilets, need for better signage, better food offer