

Committees:	Dates:	
Streets and Walkways Sub-Committee Projects Sub Committee Port Health and Environmental Services (for information)	24 July 2017 18 July 2017 19 September 2017	
Subject: Middlesex Street Area Enhancement Phase 2: Petticoat Lane Market Improvements and Public Realm	Gateway 3 Outline Options Appraisal	Public
Report of: Director of the Built Environment and Director of Markets and Consumer Protection	For Decision	

Summary

Dashboard

Project status: Green

Timeline: Gateway 3

Project estimated to cost: c.£2m - £4m cost range, for public realm enhancements and market improvements.

Latest Approved Budget: £50,000

Spend to date: £8,000

Estimated cost to reach next Gateway: £110,000 (which includes the £42,000 balance proposed to be brought forward from the previous gateway)

Overall project risk: Low

Strategic Overview

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. It will involve public realm enhancements to the area, alongside much-needed improvements to the operation of the market, and a full strategy to bring new visitors into the area, introduce public art programmes, and make the ongoing life of the Market viable for the future.

The market is operated by both the City (at the northern end) and Tower Hamlets (along the middle and southern sections), therefore this project involves close working in partnership with the London Borough of Tower Hamlets, as well as consultation with market traders and other local stakeholders. At this stage, it is the intention of officers to undertake the project in conjunction with Tower Hamlets, and work towards proposals that can be applied across the two sections of the market and along the whole length of the street, whether owned/ run by the City or Tower Hamlets.

Last Gateway approved

An Issue report for the Phase 2 element of the works was considered in November 2016 and Members approved the funding required to reach Gateway 3 of £50,000. Prior to that, a Gateway 1/ 2 report had been approved.

This Report relates exclusively to Phase 2 of the Middlesex Street Area works; Phases 1 and 3 have been reported to Committee separately. For information, Phase 1, comprises public realm and enhancement works at the northern end of Middlesex Street, and works are now complete. 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 imminently.

Progress to date

Following Gateway 1/2 approval the City commissioned two studies: one of potential public realm improvements and one on the market offer and operations. The recommendations of both studies were informed by extensive stakeholder and market trader consultation undertaken in 2013 and 2015. Part of this work was taken forward in a separate project, the Phase 1 improvements.

The elements of the work that related to the proposed Phase 2 were set out in an Issue Report in November 2016. This included a set of findings about the Market that were barriers to its improvement, such as the poor presentation of stalls, a lack of sense of arrival at the market, a lack of facilities such as toilets, and a lack of branding.

Members approved the recommendation in the Issue Report to grant funding to reach Gateway 3 collectively. A Working Party was convened to set the aims of the project and to drive it forward. The Working Party is chaired by City and Tower Hamlets Ward Members, and its membership includes City and Tower Hamlets officers, Market trader representatives, and local stakeholders.

Through workshop sessions, the 'Issues' relating to the area along with corresponding proposed 'Objectives' and 'Next Steps' have been drafted. These are given on the attached Appendix 1, and will guide the development of the project.

Over the course of the project to date, it became apparent that feelings about the types of improvements needed in the area were fairly unified across the City, Tower Hamlets and the stakeholders. These included both market improvements and public realm enhancements. There was also a general agreement on the need to make improvements quickly, for example through some short-term 'Quick Wins' to improve market stalls and wayfinding in the area, and to introduce temporary events/ art projects to welcome new visitors. This would take place whilst the longer-term design work is developed.

Given that the Working Party is in broad agreement about how to go forward, and that the results of the consultants' work on the market undertaken previously are still valid, officers have decided to move forward with the project without spending the proposed £40,000 on fees to reach Gateway 3, instead rolling this figure forward into post-Gateway 3 work that would allow officers to assess the feasibility of the agreed objectives.

Proposed way forward and summary of recommended options

The proposed way forward is based on the agreed objectives and next steps developed by the Working Party, as given in the attached Appendix 1.

Some of the key project aims are:

- To deliver appropriate size, layout, and mix of stalls to meet the current and future needs of the market traders and visitors.
- Local retail units are incorporated into the market's/ area's offer, providing complementary facilities such as events hubs or visitor facilities
- To produce a joint management plan (i.e. City and Tower Hamlets) for the management of the market including market hours and cleansing.
- Public realm enhancements including improved paving, wayfinding, greening, street furniture, where appropriate for the market operations. Improvements to accessibility in the area, including accessible toilets, seating, and signage to be explored as part of the designs.
- A marketing plan is in place, including events, public art, coordinated digital and social media.
- The name of Middlesex Street has been changed back to 'Petticoat Lane'; subject to approval
- A funding model is established that covers the on-going costs of new stalls, power, repairs, communications, management, events etc.

See Appendix 1 for the full list of objectives.

Key surveys and information gathering including examination of any legal implications of the proposals are now required to inform the design process, and as such the proposed next steps are as follows:

- Market Operations: market development work to produce a draft Market strategy, action plan, and 'Quick Wins'
- Commission consultants to prepare concept designs/ design options for the public realm
- Commission a marketing consultant to put forward a plan for communications, marketing and branding, to include: website, events, signage, brand, social media/ promotions
- Carry out a traffic assessment to recommend a way forward on potential road closures/ changes to vehicle movements
- Review the legal implications of proposals including examining any relevant byelaws or legislative requirements or restrictions, including any relevant highways or planning provisions.

Members will be presented with the options at Gateway 4 where they will have the opportunity to decide on a preferred option/ set of options. Wider public consultation will be arranged to ensure that all stakeholders in the area are given an opportunity to consider and comment on the proposals.

Procurement approach

A number of appointments will be required in order to progress to the next Gateway. These appointments will be tendered competitively through the City of London

Procurement Service, to ensure best value is achieved.

Financial implications

Table 1 below shows the resources expended to date. Table 2 sets out the resources required to reach the next gateway, and a brief explanation of the tasks to be completed with that funding.

Table 1 – Spend to date:

Description	Allocation	Spend	Balance Remaining
Fees	£40k	£0k	40
P&T staff cost	£10k	£8k	2
Total Approved up to Gateway 3	£50k	£8k	42

Table 2 – Funding needed to get to Gateway 4:

Item	Cost	Reason
Market Operations	£25,000	Market development to drive forward market regeneration and to put in place 'quick wins' improvements/ initiatives.
Traffic assessment	£20,000	To assess options for removing traffic/ timed closures for Middlesex Street
Architect/ landscape design	£25,000	To develop design options for the public realm, based on the design objectives as set out in Appendix 1 of this report
Communications, Marketing and Branding	£10,000	To appoint a consultant to develop a brand and communications strategy for the Market.
Staff costs (City Public Realm and City Transportation)	£30,000	To manage the project, commission and manage assessments, liaise with stakeholders, write reports
Total	£110,000	

Of the £110,000 required to get to Gateway 4, £42,000 will be funded from project underspend from the approved funds for the previous stage. The remaining £68,000 will be funded via S106 contributions relating to the 5 Broadgate development (Section 106 agreement dated 29th July 2011).

The S.106 Local Community and Environmental Improvements funding pot for 5 Broadgate can be used for *'health and welfare, leisure and recreation, street scene and air quality improvements in the vicinity of the site'*. The enhancement of the Middlesex Street area is a high priority of the Liverpool Area Enhancement Strategy (adopted in 2013). This project meets its key strategic objectives approved by Members.

The LB Tower Hamlets will contribute financially to this project; to date they have allocated staff costs via market operations officers and a market development officer. Once the funding to Gateway 4 has been approved, officers will work towards setting out a clear funding plan for the remainder of this project, including implementation costs; looking to appropriate s106 monies. This plan will be presented to Members at the next Gateway.

Recommendations

It is recommended that Members:

- Approve the Scheme Objectives as detailed in Appendix 1;
- Authorise the progression of the project and approve funds of £110,000, as set out in Table 2.
- Authorise officers to review the legal implications of proposals including examining any relevant byelaws or legislative requirements, highways and planning provisions.

Appendices

Appendix 1	Schedule of Objectives
Appendix 2	Plan of Area

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Appendix 1

Schedule of Objectives and Next Steps

Middlesex Street – Petticoat Lane Market: Issues, Objectives & Next Steps			
Ref.	Issue	Objective/ Outcome	Next Steps
Operations of the Market			
01	Lack of vision of what the market should be; who it is for; what it's future is	Tower Hamlets and City to work together to create a joint vision for the market; a strong unique vision for the market that will draw people in.	Working party to draft vision; work to gain endorsement from both City and Tower Hamlets
02	Larger stall sizes are required; a more consistent stall size and layout.	There is an appropriate size and layout of stalls to meet the current and future needs of the market traders and visitors	Create an overall market plan (with assistance of consultant if necessary), including: <ul style="list-style-type: none"> - agree a policy for consistent stall sizes and layout, a) in the short term; and b) with a longer term plan - Short-term plan to include discussions with traders in other local markets – ask them to come along to Petticoat Lane on Sundays. - implement the short term plan as soon as possible - Need clear plan for where pitches are, and what should be sold - Package for traders – one system - Stalls need to be appropriate – e.g. wind is a problem.
03	Keep layout of existing market layout to allow access to the shops and keep middle aisle as existing for visitors for the market.		
04	A better mix of stalls is required; can men's clothing be included and 2nd hand stalls and children's stalls.	A new mix in the Market's offer will exist, beyond its traditional focus on women's clothing. The Market offer becomes	Create an overall market plan with assistance of consultant if necessary, including:

O5	Grouping items and products in some way may appeal to more visitors	linked to the stall layout, so that stalls are grouped in an attractive and sensible way. Flexibility is built in about what type of stalls we want; and where. Expand stalls in the area as growth occurs. Clear policy for the pitches. A food offer is incorporated into the market.	- agree a new mix for the Market's offer, widening out beyond its traditional focus on women's clothing. - agree a clear 'USP' for the market Clarify with legal advice licensing issues (e.g. for food).
O6	The Market does not have a clear message of what its purpose is		
O7	Traders need to be aware of the aim of the market for it to appeal to them to work there; it needs something to make it an iconic market.		
O8	Retail units – can these be used to introduce art and craft. To those who like to create (e.g. jewellery, chocolate, clothes, art).	Local retail units are incorporated into the market's/ area's offer, providing complementary facilities such as events hubs or visitor facilities. Local retail units are helped by being better connected to the market and related activities.	Agree aims for the local retail units, including how they might be involved in the wider improvement of the area Engage with local retailers to understand their views, and to give them opportunities for involvement in the new market plan and related events
O9	Improved management of the market ensuring stall positions are in sync	Produce a joint management plan (i.e. between City and Tower Hamlets) for the management of the market. Clear management structure that is across both City and Tower Hamlets. A full events plan for the market, to include street art, is produced. The area needs to be an experience/ destination. Events and market trading are linked to the history of the area.	Agree a joint management plan (i.e. City and Tower Hamlets) for the management of the market, including: - new enforcement policy of market to reflect operational needs as market develops - a new system for licences, permits, payments etc. - clear guidelines for traders that make it easier for new traders to start working, and encourage new traders to the market
O10	Can enforcement be linked to Policies requiring permits and licenses to fit in the traders?		
O11	Revised method of payment system to coordinate traders' payments to coordinate payments to COL and Tower Hamlets for market payments (e.g. rent, licensing perhaps managed on a credit platform).		
O12	Improve rules around how market will		

	function to encourage new traders	One off events – e.g. a free market, or an evening market, are planned regularly, and are advertised.	Plan to include: stall location; pitch size; offer
O13	Trading hours could be increased to 5-6pm in summer (or start later?)	There are new, more appropriate, trading hours to better suit traders and visitors – including extending market hours. Introduce this via a temporary measure first; then look to change primary legislation in the long-term.	Create an overall market plan with assistance of consultant if necessary, including:
O14	The market is open limited hours and is not under cover and this could deter visitors.	Link this to market cleansing. Clear cleansing plan is in place and enforced.	- Agree new, more appropriate, trading hours
PR5/ O15	Concrete staircase. Can it be used? Tourist centre? An associated area of the market, perhaps a covered section of the market?	The concrete staircase is re-purposed to support the functions of the market and adding amenity to the area	Explore possible re-uses of the staircase - Commission design for a new use of the concrete staircase
PR6/ O16	Power and water and sources are needed as part of the design	The redesign of Middlesex Street includes the addition of power and water supply along the Street for use by the Market	Assess how power and water supplies might be introduced along the market
Market Facilities			
F1	Speed: need to act now to attract traders	Short-term or temporary measures to be put in place, making improvements to the area and market, whilst a more long-term strategy is developed	Implement ‘Quick wins’ – introduce changes quickly so everyone can see we are making improvements now. Start events and temporary uses, and chairs/tables and food as soon as possible.
F2	Storage for stalls is an ongoing problem	Long-term solution put in place for storing any new stalls that are introduced.	Provide a quick solution in the short term for storing new stalls (explore whether the estate car park could be used?)
F3	There is no street food in the area or	To develop an attractive and coordinated	Create an overall market operations plan

	tables and chairs. This is what people want. Power required for outdoor use.	food offer, and the facilities required for this, including:	with assistance of consultant if necessary, including:
F4	Toilets required in the area.	- street food carts	- put in place a plan for introducing a food offer to the market
F5	Rubbish collecting is an existing issue.	- tables and chairs	
F6	Cleansing is an issue particularly due to night time economy	- public toilets	
F7	Pop up food and festivals are needed.	- cleansing regime	
		- pop-up events and food	
		- Better and more bins	
		- Covered area that includes facilities	
F8	Sense of arrival is important. Should there be a food and drink section at Bishopsgate side of the market. Seating and stalls at the top end of Liverpool street would make the market more visible.	The market has a clear 'sense of arrival', that is noticeable from Bishopsgate. Improved wayfinding and signage is delivered as part of the re-design of Middlesex Street, with particular focus on the entrances from Liverpool Street/ Bishopsgate and Aldgate.	Commission a designer to produce concept designs for wayfinding/ signage and other features (e.g. historic interpretation, street art etc.) along Middlesex Street Agree where the market ends and begins for signage purposes. Define the site, add markers, define boundaries.
F9/ PR3	Signage, sculptures, and plaques as entrance features were discussed.		
F10	Liverpool Street station does not have signage to the market.	Curate a 'Market Mile' to include Petticoat Lane, Spitalfields, Columbia Road, Brick Lane etc.	Curate a self-guided walking tour/ map for people to visit all the markets in the area. Plan joint events with other local markets.
F11	A 'magic mile' type event could be arranged. A plan could be created showing the route?		
F12	Vehicle access should be marked clearly.	The nature of vehicle access/ movement is reviewed to ensure successful market operations, with vehicle access information clearly displayed on the street.	Commission a traffic study to understand vehicle movement, and recommend timed closures and vehicle movement on market days

Public Realm along Middlesex Street			
PR1	Street art: can it be implemented? Can it add value to the market? Events and sculptures are needed.	The re-design of Middlesex Street includes street art, events and historic interpretation of Petticoat Lane Market.	Develop a street art/ placemaking and events strategy for the area that incorporates the historic market; do this with local groups and organisations.
PR2	Importance of history and heritage. Celebrate the area.	Events take place to complement the market, as set out in a marketing plan.	Commission a designer to produce concept designs for wayfinding/ signage and other features (e.g. historic interpretation, street art etc.) along Middlesex Street
PR3/ F8	Signage, sculptures, and plaques as entrance features were discussed.		
PR4	Greening and lighting was welcomed as long as it does not affect function of market.	Greening along Middlesex Street is to be improved, where appropriate to the needs of the market. Seating to be added as part of the public realm.	Commission architects/ designers to draw up concept designs for the public realm in Middlesex Street including: - greening - new facilities - street improvements - seating
PR5/ O14	Concrete staircase. Can it be used? Tourist centre? An associated area of the market, perhaps a covered section of the market?	The concrete staircase to be re-purposed to support the functions of the market and adding amenity to the area	Explore possible re-uses of the staircase - Commission design for a new use of the concrete staircase
PR6	There are no public covered spaces for people in the rain	Indoor covered areas are opened up to the public and incorporated into market plans	Find a covered area for events, even if just temporary/ short-term – stage events and then make sure the stalls are there along the way.
PR7/ O15	Power and water and sources are needed close to market stalls	The redesign of Middlesex Street includes the addition of power and water supply along Middlesex Street for use by the Market. Food at the market fits in with and complements local cafes/ restaurants	Insert power supply and water as part of the public realm improvements. (prioritise certain areas – e.g. top and bottom ends where we could have food stalls)

		Cleansing is managed.	<p>Commission architects/ designers to draw up concept designs for the public realm in Middlesex Street including:</p> <ul style="list-style-type: none"> - greening - new facilities - street improvements (e.g. power and water supply) <p>Plan for local units, retail and café to complement market stalls.</p>
Communications and Marketing			
C1	Improve signage from Liverpool street, and digital approaches such as Facebook, website	<p>A marketing plan is put in place, including a coordinated digital and Social media plan for the market.</p> <p>A dedicated resource is established to manage the coms and marketing of the area (including the Market).</p> <p>A plan for events that link up to the local area – e.g. the fashion industry, and to crafts and other activities. Link this to a social media presence.</p>	Draft a Communications and marketing plan that aims to attract new visitors, highlight the area’s history, assist wayfinding, and publicise events.
			Work to understand who are the visitors
			Create a coordinated digital Social media plan for the market and provide a resource to fund and manage this; create a Petticoat Lane Market website and app.
			Provide resource and plan to attract new visitors, residents, tourists. Social media campaigns to attract new residents/ visitors. Make sure there are events/ experiences to attract them.
			Tap into the fashion industry – events, stalls, etc – student projects? Specialist traders.

C2	The lack of visitors at the market could be targeted by internet or twitter other means to attract people.		Plan specific promotions, and then advertise them.
C3	website and/or an app was suggested for marketing		Attract tourists coming in from Liverpool Street
C4	Dedicated contact needed for marketing and events. This issue has started moving forward. E.g. busking	Events will take place in and around the market.	Christmas market – include food and decorate for Christmas; attract people from northern end (bishopsgate) to bring footfall down.
C5	Music was suggested along with history tours		Create events plan as part of the wider street art/ placemaking and events strategy.
C6	Petticoat Lane needs to be part of current promotion.	The Market will have a clear marketing plan and a ‘rebranding’ to explain the offer and attract new visitors.	Draft a Communications and marketing plan that aims to attract new visitors, highlight the area’s history, assist wayfinding, and publicise events. Make sure the ‘USP’ of the market is clear.
C7	The Market does not have a clear message of what its purpose is		
C8	Traders need to be aware of the aim of the market for it to appeal to them to work there; it needs something to make it an iconic market.	A clear message of what the Market is, why you would come to trade here, is put into place.	Introduce incentives for new traders/ temporary trading/ specialist traders
C9	Making the market it unique and more interesting.		Events and other work in place to promote the market
C10	London tours – is the petticoat lane on the tour bus route?		
C11	Name change – Petticoat Lane at the top end of Liverpool Street	The name of Middlesex Street is to be changed back to ‘Petticoat Lane’: restoring Petticoat Lane.	Start process of investigating the possibility of a name change; set out legal requirements and formal processes that would be needed.
C12	Signage to reflect the history – e.g. ‘Formerly known as Middlesex Street’		
C13	Understanding who customers are and the purpose of the market. Network with Sunday markets in the area.	A new marketing and branding approach will exist to better connect the market with its costumers (new and existing)	Commission a study to understand who the Market customers are, and what they want; and put together a strategy for attracting

			new people to the market
Other Issues			
I1	Increased wind in the area, does this need to be assessed?	The re-design of Middlesex Street will assess pedestrian comfort levels including climactic conditions	Commission architects/ designers to draw up concept designs for the public realm in Middlesex Street, taking into consideration the area's climactic conditions
I2	Funding is needed	A funding model is established that covers the on-going costs of new stalls, power, repairs, communications, management, events etc.	Funding sources to be investigated by City and Tower Hamlets.

**Appendix 2:
Middlesex Street, showing boundary between City and Tower Hamlets**

