

PROJECT INITIATION DOCUMENT

(October 2017)

Route 108 - Bow Enterprise Park Development Bus Service Enhancement



Version Control

[Please log the versions of the PID as it moves through the IDF process. This is to ensure that the correct/final version is signed and submitted for reporting.]

Version Number	Author and Job Title	Purpose/Change	Date
0.1	Stephen Walker,	Initial draft	26-Jun-17
	Principal Transport		
	Planner, TfL		
0.2	Vicky Allen, LBTH	Comments on initial draft	20-Jul-17
1.0	Stephen Walker, TfL	Final version	01-Aug-17
1.1	Stephen Walker	Further version following IDSG	17-Oct-17
		Finance Sub-cttee discussion	



Project Initiation Document (PID)

Project Name:	Route 108 - Bow Ente	erprise Park Bus Servic	e Enhancement			
Project Start Date:	1 October 2016	Project End Date:	30 September 2017 (in terms of s106 funding – the project will continue beyond this date)			
Relevant Heads of 1	Relevant Heads of Terms:					
Responsible Directorate:		TfL				
Project Manager:		Stephen Walker, TfL				
Tel:	020 3054 0549	Mobile: n/a				
Ward:	Ward:		Bromley South			
Delivery Organisati	on:	TfL				
Funds to be passpo Organisation? ('Yes		Yes				
Does this PID involv grant? ('Yes', 'No' o	•	No				
Supplier of Services	S:	TfL				
Is the relevant Lead Member aware that this project is seeking approval for funding?		Yes				
Is the relevant Corp aware that this proj approval for funding	ect is seeking	Yes				



Does this PID seek the approval for capital expenditure of up to £250,000 using a Recorded Corporate Director's Action (RCDA)? (if 'Yes' please append the draft RCDA form for signing to this PID)	No – Project is Revenue
Has this project had approval for capital expenditure through the Capital Programme Budget-Setting process or through Full Council? ('Yes' or 'No')	Νο
<u>S106</u>	
Amount of S106 required for this project:	£440,000 (excluding any interest to be paid by the developer)
S106 Planning Agreement Number(s):	Planning Ref: PA/10/01734 Referred to in Schedule 4 Section 1 part (ii) subsection (f). Also part (iv)
CIL	
Amount of CIL required for this project:	n/a
Total CIL/S106 funding sought through	£440,000 (excluding any interest to be paid
this project	by the developer)
Date of Approval:	



This PID will be referred to the Infrastructure Delivery Steering Group (IDSG):

Organisation	Name	Title
LBTH – Place	Ann Sutcliffe	Acting Corporate Director of Place (Interim Chair)
LBTH – Place	Owen Whalley	Divisional Director Planning & Building Control
LBTH – Resources	Paul Leeson	Business Manager
LBTH – Place	Andy Scott	Acting Service Head for Economic Development
LBTH – Place	Matthew Pullen	Infrastructure Planning Manager
LBTH – Governance	Fleur Francis	Team Leader, Planning Legal
LBTH – Governance	Sophie Chapman	Planning Lawyer
LBTH – Governance	Andy Simpson	Business Improvement & S106 Programme Manager
LBTH – Governance	Vicky Allen	S106 Portfolio Coordinator
LBTH – Governance	Tope Alegbeleye	Strategy, Policy & Performance Officer
LBTH – Governance	Oscar Ford	Service Manager - Strategy, Performance & Resources
LBTH – Health, Adults and Community	Flora Ogilvie	Associate Director of Public Health
LBTH – Children's	Janice Beck	Head of Building Development
LBTH – Place	Adele Maher	Strategic Planning Manager
LBTH – Place	Paul Buckenham	Development Manager
LBTH – Place	Alison Thomas	Head of Housing Strategy, Partnerships and Affordable Housing Strategy, Sustainability and Regeneration
LBTH – Place	Richard Chilcott	Head of Asset Management
LBTH – Place	Jonathan Taylor	Sustainable Development Team Leader
LBTH – Place	Abdul J Khan	Service Manager, Energy & Sustainability
LBTH – Place	Christopher Horton	Infrastructure Planning Team Leader



Related Documents

ID	Document Name	Document Description	File Location			
If copi	If copies of the related documents are required, contact the Pro					
	GLA Decision Notice	Letter from GLA to LBTH				
	Report March 2011	explaining the Mayor's decision				
	Bus services in South	Review of bus services				
	Tower Hamlets					
	Changes to bus	Consultation leaflet				
	services in the Isle of					
	Dogs area (March					
	2016)					
	Route 108 & D8	Bus schedules to demonstrate				
	schedules	frequency of service				



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1.0 Purpose of the Project Initiation Document

- 1.1 Planning permission for the Bow Enterprise development was given in 2011. The associated S106 provided for £440,000 'towards public transport infrastructure provision in the vicinity of the Land' (schedule 4 section 1(ii)(f)). The S106 does not define public transport infrastructure. However the GLA decision notice paragraph 21 dated March 2011 explains that £420,000 had been agreed between TfL and LBTH for 'bus capacity'.
- 1.2 To date 2 of the 3 phases of the development have been constructed and 2 of the 3 public transport contributions triggered. It is understood the first payment was made in August 2014 and the second in July 2016. With interest this money now totals £307,821.22. The final instalment has not yet been triggered.
- 1.3 In January 2014 TfL published a review of bus services in South Tower Hamlets. This anticipated growth in demand on the Violet Road corridor i.e. the road adjacent to the development (see table 6 of the report). This demand growth was driven by a combination of new development and the expected introduction of Crossrail It also identified as a weakness that the D8 paralleled the DLR reducing the direct travel opportunities offered to people on that corridor (see Table 7 of the report). The report suggested a potential scheme to address these issues. This was swapping the 108 with the D8 so that the higher frequency 108 served the Violet Road corridor. This also created new direct travel opportunities e.g. to North Greenwich. The D8 would replace the 108 on the Blackwall Tunnel Northern Approach corridor.
- 1.4 More detailed analysis was undertaken of this suggested scheme and in March 2016 consultation was undertaken to swap the D8 and 108 routeings (see consultation document). In October 2016 the scheme was implemented and routes 108 & D8 were swapped and larger buses procured to operate on both routes.
- 1.5 This project directly benefits the Bow Enterprise Park development by creating additionality namely higher capacity, higher frequency, longer hours of operation and new direct travel opportunities. More specifically space for passengers per hour in each direction Monday to Saturday daytimes from 275 to 420 a 53% increase. (In fact in the busiest hour, busiest direction the increase is higher still). Bow Enterprise Park also receives a higher frequency (6 buses per hour rather then 5 bph) meaning less wait time at the bus stop. Frequencies also improved on Sundays and all evenings. The scheme also introduces a 2 bph night service past the site where previously there was none. Finally the scheme introduced new, direct travel opportunities e.g. North Greenwich and other locations south of the river.



- 1.6 The scheme also creates additionality beyond the development site. Route D8 has been converted to double deck buses (previously single deck) and new direct journey opportunities from Blackwall Tunnel Northern Approach created e.g. to Canary Wharf & Crossharbour).
- 1.7 The scheme provides additional capacity overall and better targeted capacity to mitigate anticipated growth in demand from new development like Bow Enterprise Park. It also contributes to the sustainability of the development by providing a higher quality of bus service e.g. new direct travel opportunities. The scheme is also value for money generating an estimated £820,000 of passenger benefit per annum or alternatively £1.90 worth of benefit for every £1 spent.
- 1.8 Funding from the development should have been secured at the time of consultation but through an oversight this was not done. This PID rectifies this.
- 1.9 This Project Initiation Document (PID) will define the Route 108 project and bring together the key components needed to start the project on a sound basis. It also provides the basis for building the principles of project management into the project right from the start by confirming the business case for the undertaking, ensuring that all stakeholders are clear of their role, agreeing important milestones, and ensuring that any risks involved have been assessed. The primary purposes of this PID are to:
 - Justify the expenditure of S106 contributions on the named project which will provide the IDSG with a sound basis for their decision;
 - Provide a baseline document against which the Project Team, Project Manager (and in some cases) the Project Board can assess progress and review changes.

2.0 Section 106/CIL Context

Background

2.1 Section 106 (S106) of the Town and Country Planning Act 1990 allows a Local Planning Authority (LPA) to enter into a legally-binding agreement or planning obligation with a developer over a related issue. Planning Obligations/S106 agreements are legal agreements negotiated between a LPA and a developer, with the intention of making acceptable development which would otherwise be unacceptable in planning terms.



- 2.2 CIL is a £ per square metre charge on most new development. In April 2015, the Council adopted its own CIL Charging Schedule. CIL must be spent on the provision, improvement, replacement, operation or maintenance of infrastructure, where a specific project or type of project is set out in the Council's Regulation 123 List.
- 2.3 On the 5th January 2016, the Mayor in Cabinet agreed the implementation of a new Infrastructure Delivery Framework which will help ensure the process concerning the approval and funding of infrastructure using CIL/S106 will be appropriately informed and transparent.

<u>S106</u>

- 2.4 Section 106 (S106) of the Town and Country Planning Act 1990 allows a LPA to enter into a legally-binding agreement or planning obligation with a developer over a related issue. Planning Obligations/S106 agreements are legal agreements negotiated, between a LPA and a developer, with the intention of making acceptable development which would otherwise be unacceptable in planning terms.
- 2.5 This S106 PID is part of the Tower Hamlets Council S106 Delivery Portfolio and is aligned with the agreed Heads of Terms (HoT) for the Deed creating Planning Obligations and undertakings for the development at Bow Enterprise Park, Cranwell Close, London E3 PA/10/01734.
- 2.6 The agreement dated 28 September 2011 obliged the developer to pay the Council £440,000 'towards public transport infrastructure provision in the vicinity of the site'. The appropriate parts of the s106 can be found in Schedule 4 Section 1 part (ii) subsection (f). Also part (iv) of schedule 4 Section 1.
- 2.7 The first contribution was received in August 2014 and the second in July 2016. The final contribution has yet to be triggered. It is time limited for a period of 10 years according to schedule 12 from practical completion of the development



Planning Applications	Site Address	Funding Requirement	PA Amount	Amount Received	Amount allocated to Project	Date Contribution Received	Expiry Note of Contribution
PA/10/01734	Bow Enterprise Park Development, Cranwell Close, London	Towards public transport infrastructure provision in the vicinity of the site	£440,000 + indexation	£307,821.22	£440,000 + indexation	14/08/14 & 22/07/16	expended in full or committed within 10 years from date of practical completion of the whole development

2.8 The remaining £127,179.78 is expected to be paid, by the developer with any indexation once the development reaches practical completion. Once these funds are received they will be passed to TfL. TfL have provided their agreement that these funds will only be passed once received from the developer, and should the funds not be received by the Council, there will not be the expectation on behalf of TfL for these funds to be provided.

3.0 Equalities Analysis

- 3.1 When making decisions, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who do not (the public sector equality duty). A proportionate level of equality analysis is required to discharge the duty.
- 3.2 The London Bus network promotes equalities through being available to all and through features such as fares policy (e.g. free for children) and accessible vehicle design.

4.0 Legal Comments

- 4.1 Legal Services considers the Route 108 Bow Enterprise Park Development Bus Service Enhancement Project to satisfy the terms of the S106 agreement set out at paragraph 2.7 above.
- 4.2 PA/10/01734 requires the contribution and any interest accrued on that contribution to be used towards public transport infrastructure provision in the vicinity of the land. The project overview at section 5 helpfully explains that the 108 bus shall be re-routed so that it serves the Bow Enterprise Park Development and the capacity and frequency of the 108 bus service shall be increased as a result of this project. It is clear that this project is taking place within the vicinity of the site and the effect of such change will see an improvement in public transport infrastructure. The s106 agreement already provides for the money to be paid to Transport for London for

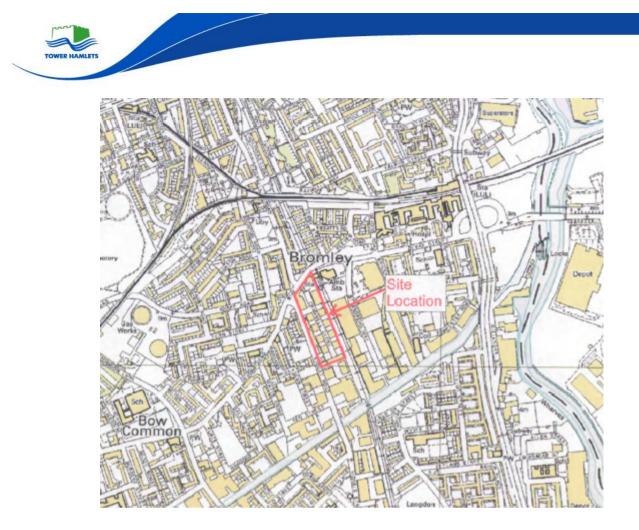


them to carry out such improvements and so as this money is being passported it is not considered to be a grant.

- 4.3 Legal Services considers the funding for this PID to be in accordance with the purposes for which the contribution was secured under the S106 agreement.
- 4.4 When approving this PID, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who do not (the public sector equality duty). A proportionate level of equality analysis is required to discharge the duty. The positive equality impacts are addressed in the above paragraph.
- 4.5 These comments are limited to addressing compliance with the terms of the S106 agreement mentioned above (as based on the information detailed in the PID) and advice on any other legal matters (such as advice on procurement) should be sought separately if appropriate.

5.0 Overview of the Project

5.1 The scheme re-routes the 108 bus past the site to replace route D8 (which instead operates on the previous 108 alignment). The project provides additional bus capacity and frequency in the vicinity of the site throughout the day and week including at night. It also creates new direct travel opportunities. This mitigates the impact of the development through the provision of higher quality public transport infrastructure for residents of the new development. This encourages more sustainable travel choices and prevents a reduction in public transport quality for existing users e.g. reduces the risk of crowding on buses. (The scheme also increases capacity on route D8 by using larger vehicles - 87 capacity double deck buses compared to 55 capacity single deck buses as previous. It also creates new direct travel opportunities). The overall impact of the scheme is to create an estimated £820,000 worth of passenger benefit per annum.



6.0 Business Case

Overview/General

6.1 The business case for the development is to provide increased capacity to mitigate projected new demand from new development, provide more people with reduced wait times and create more new trips by providing new direct travel opportunities for local residents.

Project Drivers

6.2 A driver behind the project is planned population growth in this part of London. The development at Bow Enterprise Park will result in the erection of new residential buildings of between three and 20 storeys equating to 557 residential properties. Phase 1 has completed, providing 259 dwellings and nine commercial units. Phase 2/3 is in construction phase and will result in a further 154 residential units. Construction of the remaining 144 units is likely to commence in the near future. The extra population establishes the need for improved bus services servicing this area.



- 6.3 The scheme is in accordance with the Mayor's Transport Strategy to provide a good public transport experience that can encourage and cope with more passengers. The transport strategy recognises that the flexibility of the bus network is a good way of providing convenient public transport options in areas of London that are changing through growth because of new housing developments.
- 6.4 The project was implemented on 1 October 2016 following statutory consultation and procurement of the service change (new routeing and larger buses) through the tendering of the 108 contract (which commenced on 1 October 2016).
- 6.5 The S106 clearly has in mind improving bus capacity (see GLA letter). The other bus route that operates close to the site is the 323. This route currently has sufficient capacity. LBTH have requested an understanding of how increasing the frequency of the 323 would compare with the actual scheme. Increasing the peak frequency of the 323 has an estimated cost benefit of 0.8 to 1 which would not meet TfL criteria. The reason for this is that the benefit derived is essentially reduced wait time. Due to the low usage relatively few would derive benefit from the increased frequency resulting in the benefit being insufficient to justify the additional cost.

Deliverables, Project Outcomes and Benefits

- 6.6 The deliverable is route 108 operating past Bow Enterprise Park development at 6 bph Monday to Saturday daytimes (with 1 additional journey on the busiest peak hour); 4 bph Sunday daytimes and all evenings and 2 bph during each night using 70 capacity single deck buses. This deliverable has been achieved since 1 October 2016.
- 6.7 The benefits are:
 - less waiting time for passengers at bus stops due to higher frequencies
 - reduced risk of crowding on buses due to larger buses being used
 - New direct travel opportunities e.g. to North Greenwich
 - Introduction of a new night bus to the Violet Road area.
- 6.8 The expected outcome of the scheme is increased travel from the new development by sustainable means.

Other Funding Sources

6.9 The project fulfils the specific s106 obligation to fund public transport infrastructure in the vicinity of the site. Once the s106 is exhausted the project will be funded by



TfL going forward. However it should be noted that there is still one instalment of the S106 still to be received.

Related Projects

6.10 The bus network is kept under regular review. The s106 for Bow Enterprise Park also included the requirement to implement a travel plan and monitor it.

7.0 Approach to Delivery and On-going Maintenance/Operation

7.1 As noted in section 1 there was a failure to realise at the time of the consultation on the scheme that funding was available to fund the service. This PID rectifies this. The project was delivered in October 2016. The continued delivery of the bus service is as per TfL standard procedures. The s106 also made provision for the developer to implement and monitor a travel plan.

8.0 Infrastructure Planning Evidence Base Context

- 8.1 Paragraph 6.1 of the Transportation, Connectivity and Public Realm Infrastructure chapter in the Infrastructure Delivery Framework: Evidence Base identifies a need to invest in existing and new public transport to ensure capacity can respond to increased demand. Whilst the Evidence Base classifies borough-wide bus service enhancements (medium term) as 'Critical Enabling', the Evidence Base does not reference specific locations or projects within the route network. As such, it is recommended that decision makers consider whether the project responds to increased demand for public transport in the specific area where expenditure is proposed.
- 8.2 The PID describes in Section 5.0 that the new bus route was introduced in October 2016 to respond to growth in the area, particularly the Bow Enterprise Park Development which includes 557 new residential units. The project is therefore considered to be supported by the Evidence Base.

9.0 Opportunity Cost of Delivering the Project

9.1 The project fulfils the specific s106 obligation to fund public transport infrastructure in the vicinity of the site. The scheme is a cost effective way to mitigate the impact of the development. At the present time the likelihood is that the alternative to not funding the scheme is to return the money to the developer meaning less money to



spend on bus service enhancements more generally.

10.0 Local Employment and Enterprise Opportunities

10.1 The project proposes the relocation of a bus route which provides limited opportunities for employment via procurement. However, the proposed route, provides links 24/7 to jobs and educational opportunities.



11.0 Financial Programming and Timeline

Project Budget

Table 1							
Financial Resources							
Description	Amount	Funding Source	Funding (Capital/ Revenue)				
Bow Enterprise s106	£307,821.22	S106	Capital				
Total	£307,821.22						

Project Management

TfL will manage the project.

Financial Profiling

Table 2 Financial Profiling									
Description 2017/18				2018/19				Total	
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
Route 108				£307,821.22					£307,821.22
Total				£307,821.22					£307,821.22

Notes:

The s106 provides £440,000 (plus interest) for bus services payable in three instalments when the relevant conditions have been triggered. Currently only two instalments have been triggered. With interest these total £307,821.22. It would be appropriate to fund this scheme with the remaining s106 money should it be triggered within a reasonable timeframe.

The first two instalments were triggered in August 2014 & July 2016 respectively. The project commenced on 1 October 2016.

The net cost of the project (gross cost minus fares revenue) is £430,397 per annum.

Therefore in Year 1 (1 October 2016 – 30 September 2017) the full \pm 307,821.22 will be exhausted. In the event that the final instalment is triggered then the project would be eligible to utilise that funding. Thereafter the project will be funded by TfL



for the foreseeable future.

Outputs/Milestone and Spend Profile

Tab	Table 3							
Pro	Project Outputs/Milestone and Spend Profile							
ID	Milestone Title	Baseline Spend	Baseline Delivery Date					
1	Review bus services	In house	January 2014					
2	Evaluate route 108 / D8 scheme	In house	June 2015					
3	Consult on 108 / D8 scheme	In house	March 2016					
4	Implement bus service change	£307,821.22	1 October 2016					
Tot	al	£307,821.22						

12.0 Project Team

- 12.1 Information regarding the project team is set out below:
 - Project Sponsor:
 - Project Manager (LBTH): Vicky Allen
 - Project Manager (TfL): Stephen Walker

13.0 Project Reporting Arrangements

Table 4						
Group	Attendees	Reports/Log	Frequency			
IDSG Sub Group	Numerous – defined in ToR.	Monitoring Report	Quarterly			
IDSG	Numerous – defined in ToR.	Monitoring Report	Quarterly			
IDB	Numerous – defined in ToR	Monitoring Report	Quarterly			

14.0 Quality Statement

14.1 TfL monitors bus service quality in terms of reliability. This is published on the TfL website.



15.0 Key Risks

15.1 The key risks to this project are set out in the Table 6 below:

Та	Table 5									
Risk No.	Risk	Triggers	Consequences	Controls	Likelihood	Impact	Total			
1	Inability to continue running the higher level of service once s106 funding has been spent	When s106 funding has been spent	Less capacity and / or frequency in the vicinity of the development	On-going review of the bus network	1	1	1			

16.0 Key Project Stakeholders

16.1 The principal stakeholders are shown in Table 6 below and will be engaged from the earliest stages of the project and through to project closure. The key stakeholders will be engaged as required, after delivery is completed.

Table 6				
Key Stakeholders	Role	Communication Method	Frequency	
LBTH stakeholders – public realm and s106 monitoring	Enforcement	E-mail	As required	
Local residents	Will benefit from increased bus frequency	On-line publicity and info at the bus stop.	On-going.	

17.0 Stakeholder Communications

17.1 Significant consultation was undertaken regarding the bus service change including



meetings with LBTH members, LBTH officers, public drop in exhibition and a public consultation exercise. The service change has been publicised using standard TfL procedures.

18.0 **Project Approvals**

The PID has been reviewed and approved by the Chair of the IDSG and the Divisional Director for the Directorate leading the project.

Role	Name	Signature	Date
IDSG Chair	Ann Sutcliffe		
Divisional Director, Planning & Building Control	Owen Whalley		

Project Closure

[Please note that once this project has been completed a Project Closure Document is to be completed and submitted to the Infrastructure Planning Team and the S106 Programme Manager.]



Appendices



	Project Closure Document					
1.	Project Name:					
2a.	Outcomes/Outputs/Deliverables I confirm that the outcomes and outputs have been delivered in line with the conditions set out in the any Funding Agreement/PID including any subsequently agreed variations.		Please Tick ✓ Yes No			
2b.	 Key Outputs [as specified in the PID] Outputs Achieved [Please provide evidence of project completion/delivery e.g. photos, evaluation] Employment & Enterprise Outputs Achieved [Please specify the employment by the project] 					
За.	Timescales I confirm that the project has been delivered within agreed time constraints.	Please Tick ✓ Yes No				
3b.	 Milestones in PID [as specified in the PID] Were all milestones in the PID delivered to time [Please outline reasons for any slippage encountered throughout the project] Please state if the slippage on project milestone has any impacts on the projects spend (i.e. overspend) or funding (e.g. clawback) 					
4a.	Cost I confirm that the expenditure incurred in delivering the project was within the agreed budget and spent in accordance with PID	P Yes	lease Ti	ck ✓ Io		
4b.	 Project Code Project Budget [as specified in the PID] Total Project Expenditure [Please outline reasons for any over/underspend] Was project expenditure in line with PID spend profile [Please outline rea encountered throughout the project] 	sons for	any slippag	ge in spend		



	Closure of Cost Centre		Please Tick ✓		
	I confirm that there is no further spend and that the projects cost centre			No	
	has been closed.				
5.	Staff employment terminated	Yes		No	
	Contracta /invoises have been terminated/presented				
	Contracts /invoices have been terminated/processed	Yes		No	
	Risks & Issues	F	Please 1	Γick ≁	-
6.	I confirm that there are no unresolved/outstanding Risks and Issues			No	
•					
					_
	Project Documentation		Please		
	I confirm that the project records have been securely and orderly archived	Yes		No	
7.	such that any audit or retrieval can be undertaken.		1 1		<u> </u>
	These records can also be accessed within the client directorate using the f	ollowi	na filep	ath:	
	[Please include file-path of project documentation]				
	Lessons learnt				
	Project set up [Please include brief narrative on any issues faced/lessons learned project	t set up			
	Outputs [Please include brief narrative on any issues faced/lessons learned in delivering o	utputs a	s specifie	d in the	PID,
	including the management of any risks]				
	• Timescales [Please include brief narrative on any issues faced/lessons learned in deliver	ing proje	ect to time	scales	
	specified in PID]				
8.					
	Spend [Please include brief narrative on any issues faced/lessons learned regarding project	ct spend	i.e. stickii	ng to	
	financial profiles specified in the PID, under or overspend]				
	Partnership Working [Please include brief narrative on any issues faced/lessons learn	ed re: in	ternal / ex	xternal	
	partnership working when delivering the project]				
	Project Closure Please include brief narrative on any issues faced/lessons learned projection	ect closu	ire]		



		ect Sponsor including any further action ry and any outstanding actions etc]	on required	
9.				
	The Project Sponsor and Project Manager are satisfied that the project has met its objectives and that it can be formally closed.			
10.	Sponsor (Name)		Date	
	Project Manager (Name)		Date	