

PROJECT INITIATION DOCUMENT

30th January 2017

ROMAN ROAD TOWN CENTRE DELIVERY PROJECT

Project Initiation Document (PID)

Project Name:	ROMAN ROAD EAST TOWN CENTRE DELIVERY PROJECT		
Project Start Date:	1st April 2016	Project End Date:	31st March 2018
Relevant Heads of Terms:	Employment and Enterprise		
Responsible Directorate:	Development and Renewal		
Project Manager:	Fiona Crehan		
Tel:		Mobile:	
Ward:	Bow East		
Delivery Organisation:	N/A		
Funds to be passported to an External Organisation? ('Yes', 'No')	No		
Does this PID involve awarding a grant? ('Yes', 'No' or 'I don't know')	No		
Supplier of Services:	Council		
Is the relevant Lead Member aware that this project is seeking approval for funding?	Yes – Lead Member for Growth and Economic Development has been briefed		
Is the relevant Corporate Director aware that this project is seeking approval for funding?	Yes – the Corporate Director of Place has been briefed		
Does this PID seek the approval for capital expenditure of up to £250,000 using a Recorded Corporate Director's	No		

Action (RCDA)? (if 'Yes' please append the draft RCDA form for signing to this PID)	
Has this project had approval for capital expenditure through the Capital Programme Budget-Setting process or through Full Council? ('Yes' or 'No')	No
<u>S106</u>	
Amount of S106 required for this project:	£331,197
S106 Planning Agreement Number(s):	PA/07/03277
<u>CIL</u>	
Amount of CIL required for this project:	
Total CIL/S106 funding sought through this project	
Date of Approval:	

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

Organisation	Name	Title
LBTH – D&R	Aman Dalvi	Corporate Director
LBTH – D&R	Owen Whalley	Service Head – Major Project Development
LBTH – D&R	Paul Leeson	Finance Business Partner
LBTH - D&R	Andy Scott	Acting Service Head for Economic Development
LBTH – D&R	Matthew Pullen	Infrastructure Planning Manager
LBTH – Legal	Fleur Francis	Team Leader - Planning Legal
LBTH - Legal	Marcus Woody	Planning Lawyer
LBTH - D&R	Andy Simpson	Business Improvement & S106 Programme Manager

Organisation	Name	Title
LBTH – D&R	Afiya Begum	S106 Portfolio Coordinator
LBTH - CLC	Tope Alegbeleye	Strategy, Policy & Performance Officer
LBTH - CLC	Thorsten Dreyer	Strategy & Business Development Manager - Culture, Public Realm and Spatial Planning
LBTH - Adults	Tim Madelin	Senior Public Health Strategist
LBTH – Children’s	Pat Watson	Head of Building Development
LBTH – D&R	Adele Maher	Strategic Planning Manager
LBTH – D&R	Paul Buckenham	Development Manager
LBTH – D&R	Alison Thomas	Head of Housing Strategy, Partnerships and Affordable Housing Strategy, Sustainability and Regeneration
LBTH – D&R	Richard Chilcott	Head of Asset Management
LBTH – D&R	Jonathan Taylor	Sustainable Development Team Leader
LBTH – D&R	Abdul J Khan	Service Manager - Energy & Sustainability
LBTH – D&R	Joseph Ward	Development Viability Team Leader
LBTH – D&R	Christopher Horton	Principal Growth and Infrastructure Planner

Related Documents

ID	Document Name	Document Description	File Location
If copies of the related documents are required, contact the Project Manager			

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1.0 Purpose of the Project Initiation Document

- 1.1 This project is the final delivery phase of a project that originally commenced in 2013 under the previous administration. It was refocused when the current administration came into office in June 2015 with a PID approved in December 2015. This new PID now aims to deliver the activity required to improve the town centre management and associated activities in the Roman Road East area of the borough. The project will improve the street market, undertake shopfront improvements, bring vacant units back into use, deliver an events programme, transfer the ownership of the Interact Hub (a Council owned building in Roman Road) to Roman Road Trust (the organisation established as part of the Portas pilot town centre activity) and Public Works and support Roman Road Trust to take on town centre management responsibilities in the Roman Road East area. It will aim to improve footfall in the area, improve the look and feel of the Centre and improve the market. A benchmarking exercise is being undertaken in 2016, which will apply the ATCM key indicators of a successful town centre to Roman Road. This will enable the council to measure the impact of any activity undertaken in the area. A final audit of the area will be undertaken at the end of the project as part of the Town Centre Strategy assessment which will provide access to performance indicators at the end of this project.
- 1.2 This Project Initiation Document (PID) will define the Roman Road Delivery project and building on the work already delivered in the Roman Road area refocus project priorities and funding on meeting the needs of a successful town centre. 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 funding 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.

S106

- 2.4 The 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 2 Gladstone Place (PA/-07/03277).
- 2.6 The agreement dated 28 November 2008 obliged the developer to pay the Council £388,442 to be spent 'towards Roman Road Regeneration works'.
- 2.7 The contribution was received on 9th March 2012. It is time limited for a period of

10 years with an expiry date of 12th March 2022 and if the monies are not utilised by that date any unexpended amounts must be repaid immediately to the owner of the relevant development.

CIL

2.9 This PID does not seek approval for the expenditure of CIL funding.

3.0 Legal Comments

3.1 We consider that the funding of the capital works set out in this PID are in accordance with the requirement of the S106 agreement that the contribution be used towards the Roman Road district shopping centre regeneration works. Although an element of such funding shall involve expenditure associated with investigating feasibility, we regard this a necessary component of the works and in line with the purposes of the agreement.

3.2 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.

3.3 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

4.0 Overview of the Project

4.1 In 2012 the Council's Economic Development Service secured £388,442.00 of Section 106 (S106) funding to be spent 'towards Roman Road Regeneration works' (PA/07/03277). This contribution is time limited for a period of 10 years. The Council received the payment totalling £388,422.00 on 9th March 2012, and the expiration for the contribution is 9th March 2022.

4.2 In 2013 PCOP approved a PID which consisted of:

- an Enterprising Town Centre Initiative pilot project to bring vacant units back into active use,
- commissioning and production of a town centre audit, and
- funding towards the employment of a town centre manager during the project delivery phase.

- 4.3 In December 2015, a revised PID was considered by PCOP and approved to refocus and replace the 2013 PID. This came about as a consequence of the new administration coming into office in June 2015 and changing corporate priorities. This necessitated a review of the activities previously approved under the Roman Road town centre regeneration programme to ensure alignment with these new corporate priorities. It was also an opportunity to agree a revised vision for Roman Road with the Roman Road Trust's role as the local town team. This resulted in the development of some new areas of work to respond to the more active involvement from local organisations in Roman Road.
- 4.4 This PID is now seeking approval of:
- identified spend on delivering the predominantly capital regeneration elements of the programme and
 - an extension of the programme timeframe to enable spend in 16/17 and 17/18 on the elements of the programme as contained in the 2015 PID.
- 4.5 From the original approval of £388,422, a total of £57,245 has been expended from S106 sources in the financial years 13/14 to 15/16. There is, therefore, a balance of £331,197 remaining from the original £388,422 approved to be expended on the regeneration activity in Roman Road East as contained in this PID as shown in the table below:

Planning Application PA/09/00203 (S106) for Project	Approved budget '13-'17	Actual S106 spent '13/14	Actual S106 spent '14/15	Actual S106 spent '15/16	Funding currently sought	Budget '16/'17 to '17/'18
Roman Road Town Centre Regeneration (2013 PID)	£388,442	£20,000	£0.00	£37,245	£62,642	£268,555
Roman Road Town Centre Development Project (2015 PID)	£305,800	£20,000 (Town Centre audit)	£0.00	£37,245 (Staffing costs)	--	£268,555
Final S106 budget	£388,442	£20,000	£0.00	£37,245	£62,642	£331,197

- 4.6 The funding will be expended on the following:

Interact Hub, Roman Road

Developing the legacy for the Interact Hub as a site for Site for Cultural and Artistic Residencies and passing the leasehold interest of the building from LBTH to Roman Road Trust/Public Works to ensure continuity.

Tackling retail vacancies

- Develop project action plan bring empty retail units back into use through identifying lease length and cost, size of units and site location, planning implications and use class definition, rental strategy
- start up/fit out costs to deliver a range of works to vacant units in order to bring them back into use
- Identification and subsequent acquisition of suitable retail units
- Commissioners advice sought on defining selection criteria for retail vacancies project
- Negotiate lease with sub tenant
- Project delivery phase and evaluation

Street Market Developments

- Work with Market Services to develop feasible proposals for action
- Identify suitable locations within the existing market to deliver action plan proposals
- Develop associated communications plan to advertise and promote these interventions
- Deliver interventions which includes the upgrade/installation of new power points and fitting of tarpaulins for markets
- Evaluate

Shopfront improvements

- Develop and agree action plan and funding
- Design, consult and agree concept
- Present proposed scheme and concept to generate commitment from businesses
- Commissioners advice sought as appropriate on defining selection criteria
- Implement scheme which will deliver a range of capital shop front improvements to participating businesses

4.7 The capital funding is being expended on:

- Interact Hub improvements to building (£10,000) (Council owned building)
- Vacant units (£70,000) (to be procured externally)
- Improvements to Street Market (£89,000) working with Market Services which includes;
- New power points £62,000 (procured by Highway Services)
- Tarpaulins £27,000 (to be procured externally)
- Shopfront Improvement project (£158,000)(to be procured externally)

The need for this investment to enhance the retail offer and the market and increase footfall has been identified in the recent Area Profile and audit undertaken by ATCM and the Retail Group in developing the Council's Town Centre Strategy (December 2016).

The Council will identify appropriate contractors to carry out improvements works to: shopfronts, the street market and vacant units, following a procurement process. *All capital works will be procured works and will not require a grant.* Businesses taking part in the vacant unit and shopfront improvement projects will make a contribution towards capital costs and will pay this contribution to the Council. The appointed contractors will be managed by and paid directly by the Council. The Council will manage all payments to contractors. The need for this investment to enhance the market and increase footfall has been identified in the recent Area Profile and audit undertaken by ATCM and the Retail Group (December 2016).

- 4.8 The revenue funding is being used to work closely with Roman Road Trust to enable them to take on responsibility for the Interact Hub (working with Public Works), deliver events and support town centre management going forward. It is also funding an evaluation project which will assess the work undertaken in this project and recommend a way forward for the project.

The Interact Hub was designed and built by Public Works and Cass University students with funding of £10K from the Council. The Interact Hub is a timber frame free standing structure measuring <20sqm and sits on land owned by Circle Housing and is accessed via the Council's car park. The transfer of the Interact Hub is being reported on regularly through the regular reporting channels, legal advice has been sought on how to do this in line with Council policies and protocols.

- 4.9 A Capital estimate is required for the capital expenditure identified in this report in the sum of £331,197.

5.0 Business Case

Overview/General

The proposals contained within the PID are designed to align with a number of council strategies and policies aimed at improving the well-being of town centres. It has already been agreed by Cabinet in December 2016 that Roman Road East will be included in Town Centre Strategy and that an Action Plan will be developed in the area.

5.1 Project Drivers

The drivers behind this project are the following:

- Overview and Scrutiny review of Town Centres (2015)

- Roman Road Trust vision for Roman Road Town Centre
- Town Centre Strategy (currently being drafted) and being presented to Cabinet for approval in April 2017
- Approved Area Profile and pilot project for Roman Road East (approved by Cabinet in December 2016)
- Local Plan
- Town Centre Spatial Strategy

Deliverables, Project Outcomes and Benefits

This project will deliver the following:

- 10 units benefitting from shopfront improvements
- 2 vacant units brought back into use
- Regular meetings held with market services and agreement of an Action Plan of activity to be delivered by this project
- Improved market services including – pitch markings repainted, additional electricity power points to enable the inclusion of food stalls in the market and new tarpaulins for all market traders
- Agreement signed between LBTH and Roman Road Trust/Public Works to transfer the ownership of the Interact Hub from the Council.
- Completion of evaluation report
- Agreement reached with Roman Road Trust about their legacy role in terms of town centre management responsibilities

Other Funding Sources

Match funding has been provided by Market Services for the improvements to the Roman Road East Market. Retail units included in the Shopfront Improvement programme are contributing 50% of the costs of the work. The Council will deliver these works and counter-charge the businesses for their proportion of the costs.

6.0 Approach to Delivery and On-going Maintenance/Operation

- 6.1 The capital elements of the project will be procured in accordance with the Council's procurement processes.

Shopfront improvements:

- Businesses identified April to July 2016
- Consultant surveyors appointed October 2016
- Proposals developed for units November 2016 to February 2017

- Commissioners advice sought January 2017
- Suitable building contractors appointed March 2017
- Project delivery April 2017 to March 2018

Vacant units

- Vacant units identified March 2017
- Negotiations concluded June 2017
- Suitable businesses purchased August 2017
- Leases for sub tenants completed March 2018

Market improvements

- Install new power points December 2016
- Purchase new tarpaulins using Council's procedures March 2017

Interact Hub

- Roman Road Trust and Public Works to undertake roof replacement works July 2016
- Conclude negotiations on new lease to Roman Road Trust/Public Works March 2017

6.2 Revenue funding

- Project evaluation completed December 2016
- Agreement reached with Roman Road Trust on their successor role in terms of town centre management March 2017

7.0 Infrastructure Planning Evidence Base Context

7.1 Chapter 7 of the Evidence Base refers to Council Markets and Roman Road is listed.

8.0 Opportunity Cost of Delivering the Project

8.1 This project is fulfilling a specific S106 obligation as included in the original PA and is not available to be expended on anything else as the funding agreement is restrictive 'towards Regeneration Works in Roman Road'.

9.0 Local Employment and Enterprise Opportunities

9.1 Local companies will be approached to undertake the capital and revenue elements of the project, as far as is practicable. Local businesses are the key client group –

both retail and market traders – to benefit from the improvements proposed. This fits with the Council’s Employment and Enterprise Strategies and with the emerging Town Centre Strategy. The key aim is to improve footfall and economic prosperity in the Roman Road East area.

10.0 Financial Programming and Timeline

Project Budget

Table 1			
Financial Resources			
Description	Amount	Funding Source	Funding (Capital/ Revenue)
Street market development	89,000	S106	89,000 Capital
Interact Hub	10,000	S106	10,000 Capital
Tackling vacancies	70,000	S106	70,000 Capital
Roman Road Shopfront scheme	158,000	S106	158,000 Capital
Project evaluation	4,197	S106	4,197 Revenue
Total including VAT	£331,197		

Project Management

This project is being managed by Fiona Crehan whose costs are associated with the Thriving High Streets NHB funded project.

Financial Profiling

Table 2									
Financial Profiling									
Description	Year 16/17				Year 17/18				Total
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
Street Market development			50	10	29				89
Interact Hub				10					10
Tackling vacancies				10	30	30			70
Shopfront improvements			40	40	40	40	18		158
Project evaluation			4,197						4,1
Total			94,197	70	99	70	18		331,197

Outputs/Milestone and Spend Profile

Table 3			
Project Outputs/Milestone and Spend Profile			
ID	Milestone Title	Baseline Spend	Baseline Delivery Date
1	Street Market improvements	89,000	31st March 2017
2	Agreement reached between council and Roman Road Trust/ Public Works regarding the Interact Hub	10,000	31st March 2017
3	10 shopfronts improved	158,000	31st March 2018
4	2 vacant units back into use	70,000	31st March 2018
5	Project evaluation	4,197	30th December 2017
Total		£331,197	

11.0 Project Team

11.1 Information regarding the project team is set out below:

- Project Sponsor: Melanie Aust, Business and Town Centres Manager
- Project Manager: Fiona Crehan, Town Centres and High Streets Manager

12.0 Project Reporting Arrangements

Group	Attendees	Reports/Log	Frequency
IDSG Sub Group	Numerous – defined in ToR.	Monitoring Report	As required
IDSG	Numerous – defined in ToR.	Monitoring Report	As required
IDB	Numerous – defined in ToR	Monitoring Report	As required

13.0 Quality Statement

13.1 Quality standards will be defined in accordance with London Borough of Tower Hamlets' standards. All delivery will be procured and managed to the quality required by the Council.

14.0 Key Risks

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

Risk No.	Risk	Triggers	Consequences	Controls	Likelihood		
					Likelihood	Impact	Total
1	Lack of involvement of retailers in shopfront improvements	Identified businesses not engaging with the council	Potential lack of spend of funding	Good quality consultation and engagement with local businesses	2	3	6
2	Market traders not engaging in street market improvements	Market traders losing or misplacing tarpaulins	Need to replace tarpaulins and increase in cost	Identification of a managing agent	1	1	1
3	Roman Road Trust unable to take on Town Centre Management responsibilities	Roman Road Trust indicates that it is unable to take on this role	Roman Road East does not have a key focus	Council to discuss this with RRT early to agree the scope of their involvement	2	4	8

15.0 Key Project Stakeholders

15.1 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 5			
Key Stakeholders	Role	Communication Method	Frequency
Josh Peck, Lead Member for Growth and Economic Development	Lead role for delivering Town Centres as part of portfolio	Briefing meetings	Monthly
Local Ward Councillors	Local representatives	Briefing papers	Monthly
Roman Road Trust	Town Centre representatives	Meetings	Monthly
Market Services	Delivery of market services in the area	Meetings	Monthly

16.0 Stakeholder Communications

16.1 As shown above.

17.0 Project Approvals

The PID has been reviewed and approved by the Chair of the IDSG and the Service Head for the Service Area leading the project.			
Role	Name	Signature	Date
IDSG Chair	Aman Dalvi		
Service Head, Growth and Economic Development	Andy Scott		

Project Closure

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
		<input type="checkbox"/>	<input type="checkbox"/>
2b.	<ul style="list-style-type: none"> • Key Outputs <i>[as specified in the PID]</i> • Outputs Achieved <i>[Please provide evidence of project completion/delivery e.g. photos, monitoring returns / evaluation]</i> • Employment & Enterprise Outputs Achieved <i>[Please specify the employment/enterprise benefits delivered by the project]</i> 		
	Please Tick ✓		
	Yes	No	<input type="checkbox"/>
3a.	Timescales I confirm that the project has been delivered within agreed time constraints.	Please Tick ✓	
		Yes	No
		<input type="checkbox"/>	<input type="checkbox"/>
3b.	<ul style="list-style-type: none"> • Milestones in PID <i>[as specified in the PID]</i> • Were all milestones in the PID delivered to time <i>[Please outline reasons for any slippage encountered throughout the project]</i> • Please state if the slippage on project milestone has any impacts on the projects spend (i.e. overspend) or funding (e.g. clawback) 		
	Please Tick ✓		
	Yes	No	<input type="checkbox"/>
4a.	Cost I confirm that the expenditure incurred in delivering the project was within the agreed budget and spent in accordance with PID	Please Tick ✓	
		Yes	No
		<input type="checkbox"/>	<input type="checkbox"/>
4b.	<ul style="list-style-type: none"> • Project Code • Project Budget <i>[as specified in the PID]</i> • Total Project Expenditure <i>[Please outline reasons for any over/underspend]</i> • Was project expenditure in line with PID spend profile <i>[Please outline reasons for any slippage in spend encountered throughout the project]</i> 		
	Please Tick ✓		
	Yes	No	<input type="checkbox"/>

5.	Closure of Cost Centre I confirm that there is no further spend and that the projects cost centre has been closed. <ul style="list-style-type: none"> • Staff employment terminated • Contracts /invoices have been terminated/processed 	Please Tick ✓			
		Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
		Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
		Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
6.	Risks & Issues I confirm that there are no unresolved/outstanding Risks and Issues	Please Tick ✓			
		Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
		Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
7.	Project Documentation I confirm that the project records have been securely and orderly archived such that any audit or retrieval can be undertaken.	Please Tick ✓			
		Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
		Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
These records can also be accessed within the client directorate using the following filepath: <i>[Please include file-path of project documentation]</i>					
8.	Lessons learnt				
	<ul style="list-style-type: none"> • Project set up <i>[Please include brief narrative on any issues faced/lessons learned project set up]</i> 	<hr/> <hr/> <hr/>			
	<ul style="list-style-type: none"> • Outputs <i>[Please include brief narrative on any issues faced/lessons learned in delivering outputs as specified in the PID, including the management of any risks]</i> 	<hr/> <hr/> <hr/>			
	<ul style="list-style-type: none"> • Timescales <i>[Please include brief narrative on any issues faced/lessons learned in delivering project to timescales specified in PID]</i> 	<hr/> <hr/> <hr/>			
	<ul style="list-style-type: none"> • Spend <i>[Please include brief narrative on any issues faced/lessons learned regarding project spend i.e. sticking to financial profiles specified in the PID, under or overspend]</i> 	<hr/> <hr/> <hr/>			
	<ul style="list-style-type: none"> • Partnership Working <i>[Please include brief narrative on any issues faced/lessons learned re: internal / external partnership working when delivering the project]</i> 	<hr/> <hr/> <hr/>			
	<ul style="list-style-type: none"> • Project Closure <i>Please include brief narrative on any issues faced/lessons learned project closure]</i> 				

	<p style="text-align: center;">-----</p> <p style="text-align: center;">-----</p>		
9.	<p>Comments by the Project Sponsor including any further action required <i>[Use to summarise project delivery and any outstanding actions etc]</i></p> <p style="text-align: center;">-----</p> <p style="text-align: center;">-----</p>		
10.	<p>The Project Sponsor and Project Manager are satisfied that the project has met its objectives and that it can be formally closed.</p>		
	Sponsor (Name)		Date
	Project Manager (Name)		Date