

PROJECT INITIATION DOCUMENT

**A13 Commercial Road and Watney Market Public Realm and Safety
Improvements**

Project Initiation Document (PID)

Project Name:	A13 Commercial Road and Watney Market Urban Realm and Safety Improvements		
Project Start Date:	Jan 2017	Project End Date:	May 2017
Relevant Heads of Terms:	TRFC		
Responsible Directorate:	Development and Renewal		
Project Manager:	David Eaton		
Tel:		Mobile:	020 3054 0777
Ward:	Whitechapel		
Delivery Organisation:	TfL		
Funds to be passported to an External Organisation?	Yes		
Does this PID involve awarding a grant? ('Yes', 'No' or 'I don't know')	No		
Supplier:	TfL		
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)	Yes		
Has this project had approval for capital expenditure through the Capital Programme Budget-Setting process or	No		

through Full Council? ('Yes' or 'No')	
S106	
Amount of S106 required for this project:	£394,800
S106 Planning Agreement Number(s):	PA/11/03587 - £339,300 PA/12/00925 - £24,000 PA/14/02817 - £31,500
CIL	
Amount of CIL required for this project:	-
Total CIL/S106 funding sought through this project	-
Date of Approval:	October 2016

Distribution List

Organisation	Name	Title
LBTH – D&R	Aman Dalvi	Corporate Director
LBTH – D&R	Owen Whalley	Service Head – Major Project Development
LBTH – D&R	Chris Holme	Finance, D&R
LBTH - D&R	Andy Scott	Service Manager – Economic Development
LBTH – D&R	Matthew Pullen	Infrastructure Planning Team Leader
LBTH – D&R	Helen Green	S106 Programme Coordinator
LBTH – Legal	Fleur Francis	Principal Planning Lawyer
LBTH Legal	Marcus Woody	Planning Lawyer
LBTH - D&R	Andy Simpson	Business Improvement & S106 Programme Manager
LBTH - CLC	Tope Alegbeleye	Senior Support Services Manager, S&R
LBTH CLC	Thorsten Dreyer	Strategy & Business Development Manager -

Organisation	Name	Title
		Culture, Public Realm and Spatial Planning
LBTH Public Health	Tim Madelin	Senior Public Health Strategist
LBTH ESCW	Pat Watson	Head of Building Development

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 As part of Transport for London's Road Modernisation Plan, TfL is looking to improve safety, journey time reliability and the public realm on Commercial Road between New Road and Jubilee Street. There has been a higher rate of reported collisions along this stretch of road compared to similar roads in London, particularly involving pedestrians, cyclists and motorcyclists. TfL is therefore delivering a scheme designed to reduce the number of collisions involving these vulnerable road users.

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 an 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 In terms of the allocation of S106 funding, this 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 Following developments:

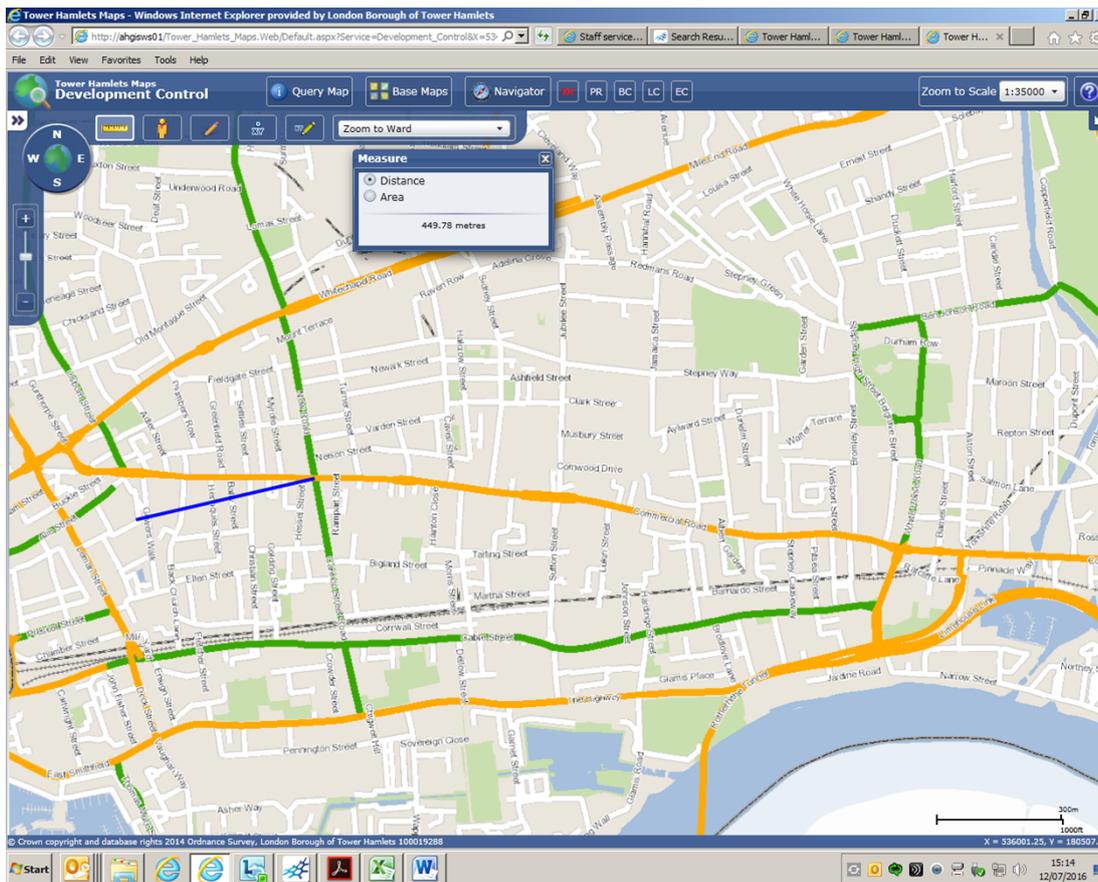
Former Goodmansfields, PA/11/03587.

2.5 The agreement obliged the Developer to pay the Council £339,300 the “*TfL Highway Improvements Contribution*”. The contribution is time limited to be expended or committed within five years from receipt of the contribution. The Council received payment totalling £339,300 on 11th July 2014, therefore the expiry for this contribution is 11th July 2019.

Goodmans fields south site, PA/14/02817

2.6 The agreement obliged the Developer to pay the Council £31,500 the “*TfL Highway Improvements Contribution*”. The contribution is time limited to be utilised or committed within 5 years of payment. The Council received payment totalling £31,500 on 29th April 2016, therefore the expiry for this contribution is 29th April 2021.

2.7 The Goodmansfields development sites are located near to Commercial Road. See map 1 below:



Map 1 Location of Goodmans Fields development site to Commercial Road (449m)

Land at Commercial Road Basin Approach, PA/12/00925.

- 2.8 The agreement obliged the Developer to pay the Council £24,000 towards “*Bus Stop Improvements along Commercial Road*”. The Council received payment totalling £24,000 on 29th July 2015. The contribution is time limited for a period of ten years from practical completion. This contribution will specifically be used for Bus stop improvements along Commercial Road, including footway works, shelter replacement and raised kerb heights to help less mobile bus passengers.

CIL

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

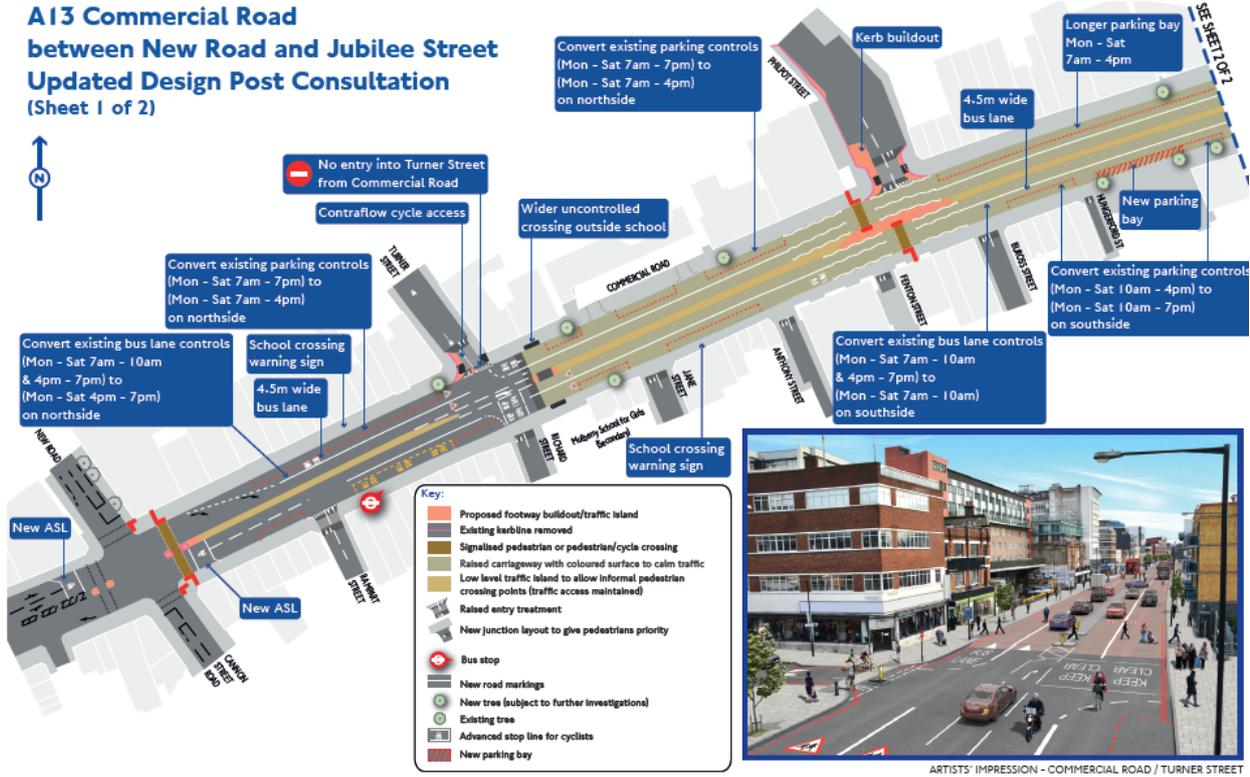
3.0 Legal Comments

- 3.1 We consider that the funding of this project from the section 106 agreements referred to above are in accordance with the terms of those agreements. It is interesting that the Goodmans Fields agreements do not expressly define the purposes for which the relevant monies should be used; but if one takes a common sense approach to interpretation, it is implicit from the contributions’ very nomenclature that they are intended to be used by TfL for highways improvements.
- 3.2 These comments are limited to addressing compliance with the terms of the section 106 agreements 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

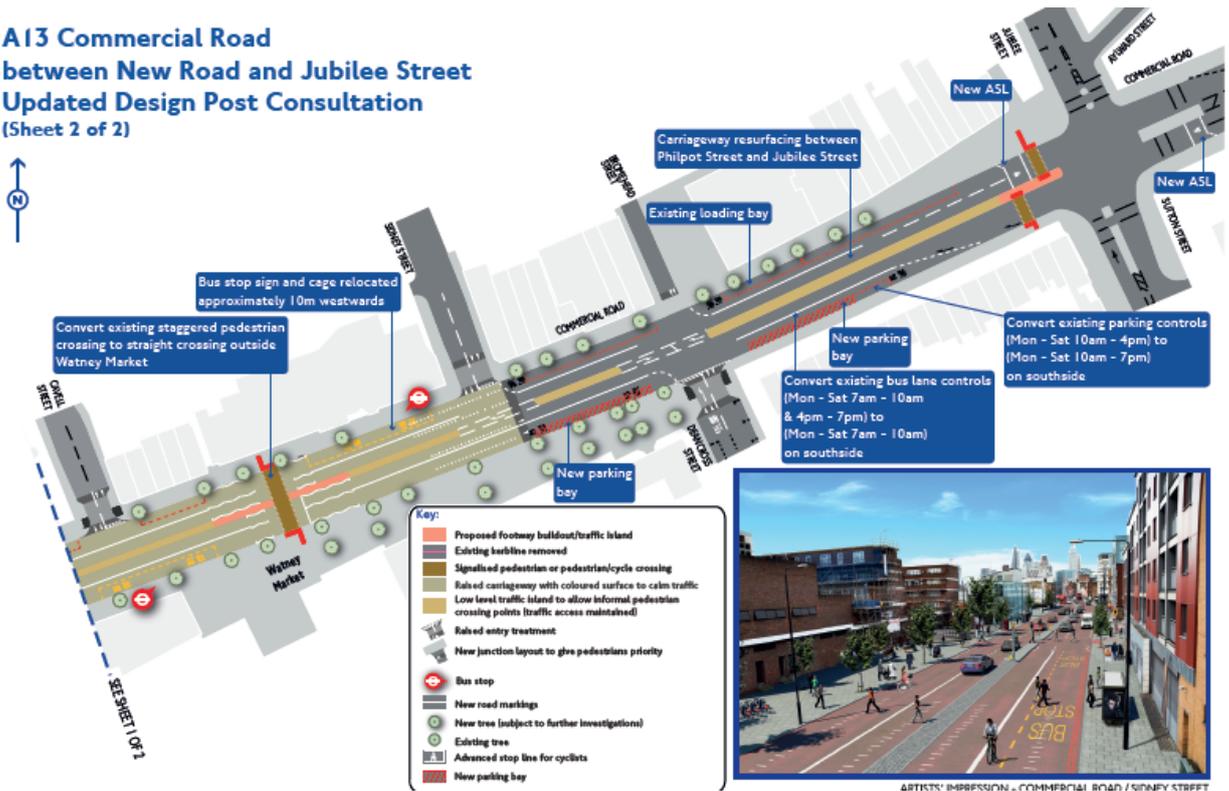
- 4.1 This scheme will deliver a new highway layout designed to deliver road safety improvements for all users but with particular emphasis on pedestrian, cyclist and motorcyclist safety as these are the vulnerable road user groups who have experienced the highest number and severity of collisions. There have been three fatal collisions on this section of Commercial Road (between New Road and Jubilee Street) in the last 3 years. The project will also make improvements to the public realm, providing new trees, pedestrian lighting, improvements to footways, new paving and de-cluttering. These works will specifically benefit residents, including those moving into the new Goodmansfield development, and also workers and visitors to the area.

A13 Commercial Road between New Road and Jubilee Street Updated Design Post Consultation (Sheet 1 of 2)



Indicative Design of works to be carried out

A13 Commercial Road between New Road and Jubilee Street Updated Design Post Consultation (Sheet 2 of 2)



Indicative Design of works to be carried out

5.0 Business Case

- 5.1 Commercial Road is reported to suffer from vehicle congestion, particularly at peak times. Parked vehicles prevent buses from using the eastbound bus lane at busy times, which causes delays to bus passengers.
- 5.2 TfL have also identified a higher rate of collisions compared to similar roads along Commercial Road, between New Road and Jubilee Street, particularly involving pedestrians, cyclists and motorcyclists. See Table 1 below:

Table 1 – Accident rate at New Road/Canon St (Node 88) and Jubilee St/Sutton St (Node 89)

PIA involving:	Study Area Rate	LB Tower Hamlets ATS Average Rate	TfL Inner London ATS Average Rate
Pedestrian	27.8% (5)	17.7%	21.9%
Cyclist	11.1% (2)	12.7%	16.2%
P2W	33.3% (6)	24.6%	26.1%

Table 5.2: Comparison of Vulnerable Road Type Average Accident Rates for Node 88

PIA involving:	Study Area Rate	LB Tower Hamlets Average Rate	TfL Inner London Average Rate
Pedestrian	21.6% (8)	20.5%	20.5%
Cyclist	21.6% (8)	13.8%	16.9%
P2W	29.7% (11)	27.5%	30.4%

Table 5.3: Comparison of Vulnerable Road Type Average Accident Rates for Link 88-89

PIA involving:	Study Area Rate	LB Tower Hamlets ATS Average Rate	TfL Inner London ATS Average Rate
Pedestrian	0% (0)	17.7%	21.9%
Cyclist	7.7% (1)	12.7%	16.2%
P2W	38.5% (5)	24.6%	26.1%

Table 5.4: Comparison of Vulnerable Road Type Average Accident Rates for Node 89

- 5.3 It is noted the Goodmans fields development, which is still under construction, will create an additional 579 new residential units and a 250 bedroom hotel which will put extra pressure on this area.
- 5.4 Collisions have a serious detrimental impact on London's economy. The Department for Transport Analysis Guidance (DfT) puts an average value on the prevention of a collision at £107,465 on urban roads. This is based on lost output, medical and ambulance costs, human costs, police costs, insurance and property

damage and includes an allowance for damage only collisions.

- 5.5 TfLs 'Safe Streets for London. The Road Safety Action Plan for London 2020' (2013), set a new target for London is to achieve a 40 % reduction in Killed or Seriously Injured (KSI) casualties by 2020, from a baseline of the 2005-2009 average. The plan focuses on improving the safety of vulnerable road users – pedestrians, pedal cyclists, and motorcyclists, which account for 76.6 % of KSI casualties.
- 5.6 In addition, TfL are committed to their £4Bn 'Road Modernisation Plan', which aims to radically improve the efficiency, safety and reliability of the network so it is suitable for the 21st century. As part of the plan, investment is being channelled into 'transformational' projects, designed to provide safer, greener and more attractive streets and town centres, while enhancing conditions for cyclists and pedestrians and tackling the capital's congestion issues. From this budget, a £610,000 investment has been made available to support the Commercial Road Scheme. A consultation has been undertaken on the draft scheme between 29 January and 11 March 2016 and 73% of 692 respondents fully or partially supported the proposal.
- 5.7 The Council has included borough wide 'Road Safety Improvements' at accident hotspots in its IDF Evidence Base Document, estimating at £10million as being essential to supporting growth movement and connectivity. Ch 10 para 6.1 (Transportation and Connectivity Infrastructure) of the Councils IDF Evidence Base Document, August 2016 provides that:

Improvements to transport and connectivity infrastructure should be delivered where local analysis, strategy, or TfL, indicate works are required. Many of the relevant projects may aim to encourage modal shift (e.g. reallocation of road space from cars to bicycles) in transport user terms. Significant levels of development and resulting population growth will result in the need for this type of infrastructure.

6.0 Approach

- 6.1 The Council has developed a relationship with TfL to ensure effective delivery of infrastructure projects funded by S106 contributions but where the Council is not best placed to commission or deliver the project. The contribution will be passed to TfL following the IDSG approval process.
- 6.2 A programme of works and traffic management will be developed before the detailed design is completed. TfL will work with LBTH to minimise the impact and co-ordinate works.
- 6.3 Construction is anticipated to commence after January 2017 and last 4-5 months, this will be subject to our internal approvals process and those of the local highway authority which will be dependent on site conditions. Works will be undertaken through TfL's Lohac contract framework process.

7.0 Deliverables

7.1 This project will improve the conditions for bus passengers and vulnerable road users with the specific aim of;

- Improving journey times for bus routes 15, 115 and 135 during the AM and PM peak
- Reducing general traffic speeds to improve conditions for all vulnerable road users
- Widening bus lanes to allow cyclists and motorcyclists to pass buses more safely
- Providing a better pedestrian experience with upgraded footway and priority given to pedestrians at side roads
- Improving the public realm by reducing clutter and introducing paving and more pleasant environment, particularly around Watney market.

7.2 Specific highway improvement works are as follows:

- Creating a raised carriageway appearance with coloured surfacing on Commercial Road between Turner Street and Sidney Street to help lower traffic speeds and reduce collisions. There would still be a detectable kerb height between the road and the footway
- Converting the pedestrian crossing outside Watney Market to a wider straight crossing and relocating it closer to the market. This would mean pedestrians crossing in a single straight over movement rather than passing through a staggered junction. Pedestrian “Countdown” at the crossing would also be considered.
- Raising the level of all side road entrances and providing kerb build outs to reduce traffic speeds, making it easier for pedestrians to cross
- Providing a continuous footway across the following side roads to give priority to pedestrians and a smoother crossing surface: Richard Street; Jane Street; Anthony Street; Fenton Street; Buross Street; Hungerford Street; Bromehead Street
- Reducing kerb heights, particularly around Watney Market, to help pedestrians
- Installing low level central islands to help pedestrians cross the road informally
- Upgrading pavements where damaged or uneven
- Re-surfacing sections of the road to provide a smoother surface for cyclists and motorcyclists and to reduce noise

- Making Turner Street “no entry” to motor traffic (except cycles) from Commercial Road in order to improve safety outside Mulberry School for Girls and to prevent vehicles queuing back onto Commercial Road at busy times. Access would still be possible using other routes, and motorists would be able to exit Turner Street onto Commercial Road as they do now
- Widening bus lanes to 4.5 meters to allow cyclists and motorcyclists to pass buses more safely. We would create space for this by changing the hours of operation of the parking bays on the North side of Commercial Road
- Converting some existing parking bays into two new loading bays.
- Changing parking controls where necessary on the north side of Commercial Road by converting existing ‘all day’ parking (Mon-Sat 7am-7pm) to off-peak times (Mon-Sat 10am-4pm). This would allow the bus lane to operate at peak times (Mon-Sat 7-10am and 4-7pm)
- Providing Advanced Stop Lines for cyclists at junctions to let them wait ahead of other traffic
- New tree planting where conditions allow.
- Improving the public realm – reducing clutter, better paving and a more pleasant environment particularly around Watney Market

8.0 Evidence Base Context

- 8.1 This project is not currently captured within the Infrastructure Delivery Framework Evidence Base.

9.0 Opportunity Cost

- 9.1 Various S106 contributions are being used to deliver this project. The contributions must be paid to TfL so alternative spending opportunities for this funding from the Council’s perspective are limited.

10.0 Local Employment and Enterprise Opportunity

- 10.1 TfL must attract, recruit and retain talented people to deliver a world class public service. TfL is committed to recruiting and selecting people from all sections of the community on the basis of merit and will ensure that the diversity of its employees reflects the community that it serves.
- 10.2 Opportunities are available through apprenticeship schemes to graduate training. TfL’s procurement activities are carried out on the basis of obtaining best possible value. This means: minimising total cost of ownership over the lifetime of the requirement consistent with acceptable quality, reliability and delivery

considerations.

10.3 Procurement will require Suppliers, where appropriate, to be aligned with TfL's corporate objectives for equality and inclusion as outlined in TfL's Equality & Inclusion Policy and as specifically outlined under TfL's duty under the Race Relations (Amendment) Act 2000. Procurement will also encourage applications for inclusion in TfL tendering processes from small and medium-sized enterprises and from London's diverse communities to support this activity.

10.4 TfL has also actively engaged with the borough's Economic Development Team and continues to provide opportunities for Tower Hamlets residents to have access to jobs through the TfL supply chain.

11.0 Programme Timeline

11.1 Project Budget

Table 1			
Financial Resources			
Description	Amount	Funding Source	Funding (capital/revenue)
TfL Project Financing	£867,500	TfL	Capital
S106 - PA/11/03587	£339,300	LBTH	Capital
S106 - PA/12/00925	£24,000	LBTH	Capital
S106 - PA/14/02817	£31,500	LBTH	Capital
Total	£1,262,300		

11.2 Financial Profiling

Table 2									
Financial Profiling									
Description	Year 16/17				Year 17/18				Total
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
				£339,300	£55,500				
Total				£339,300	£55,500				£394,800

11.3 Outputs/Milestone and Spend Profile

Table 3			
Project Outputs/Milestone and Spend Profile			
ID	Milestone Title	Spend*	Delivery Date
1	Detailed Design Finalised		Nov 2016
2	Permit and approvals in place		Dec 2016
3	Commencement of capital works		March 2017
4	Completion of works		May 2017
Total		£394,800	

*As S106 is only a small funding source, the money will be spent on the delivery of capital works only. TfL investment will cover design fees and project management.

12. Project Team

12.1 Information regarding the project team is set out below:

- Project Sponsor: Owen Whalley
- Project Manager (LBTH): Helen Green
- Project Manager (TfL): David Eaton

13. Project Reporting Arrangements

- 13.1 TfL monitors the performance of the Transport for London Road Network through its statutory obligations and responsibilities for the operation of the Transport for London Road Network and its 24 hour traffic control centre.

Table 4			
Group	Attendees	Reports/Log	Frequency
IDSG Sub group	Defined in ToR.	Monitoring Report	Quarterly
IDSG	Defined in ToR.	Monitoring Report	Quarterly

14. Quality Statement

- 14.1 Quality of outputs will be measured through TfL's quality assurance regime and contractual arrangements with its suppliers. Design and delivery required to meet TfL's quality standards.

15. Key Project Stakeholders

Table 5			
Key Stakeholders	Role	Communication Method	Frequency
Local residents and Businesses	Will benefit from the completed projects	letter / leaflet	consultation & advance notice of scheme
LBTH stakeholders; – Clean & Green & highways, Waste Management, parking services, CCTV Manager	enforcement, coordination of street works, highway inspections, street cleansing & refuse collection arrangements	Email/phone calls/meetings	Inception, development of scheme design and during implementation. Notification of completion of works

16. Stakeholder Communications

- 16.1 TfL have already consulted all local businesses and residents and key stakeholder

groups, such as Alliance of British Drivers and confederation of passenger Transport in addition to Statutory bodies such as LBTH council and the London Fire Brigade. All comments have been considered in the final design of the scheme. TfL will write to local residents and businesses in advance of the works to advise them of the works programme and likely disruption during construction.

17. Key Risks

17.1 The key risks to this project are provided in the Table 9 below:

Table 6							
Risk No.	Risk	Triggers	Consequences	Existing Internal Controls – to be confirmed	Likelihood	Impact	Total
1	The ability to agree design with project team.	Lack of clarity over requirements.	Project overrun.	Regular project team meetings and agreement of clear specification.	1	3	3
2	Unforeseen infrastructure complication or obstacle	Arising during on site works	Delay to project	Managed by TfL	1	3	3
3	Problems with construction.	Failure to plan adequately.	Project overrun.	Appropriate engagement with all relevant stakeholders.	1	3	3