

**Outer London Fund Round 2
Evaluation
Project Case Studies**

A Final Report by
Regeneris Consulting
December 2015

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Introduction

- i. Regeneris Consulting was appointed in 2013 to undertake a formative evaluation of Round 2 of the Mayor's Outer London Fund (OLF).

The Outer London Fund

The Outer London Fund (OLF) was announced by the Mayor in spring 2011 with the objective of strengthening the vibrancy and growth of outer London's high streets and their environs.

The £50m fund was to be distributed over two rounds, with delivery of the first round taking place over the course of the 2011-12 financial year and delivery of the second round taking place over a two year period from 2012 to 2014.

Delivered largely by local authorities (working in close partnership with the GLA), the OLF has seen investment in a range of interventions including public realm and wayfinding enhancements, business support, events and marketing activities.

- ii. This case study report accompanies the main OLF R2 Evaluation document, and provides an in-depth review of 9 of the OLF R2 projects.

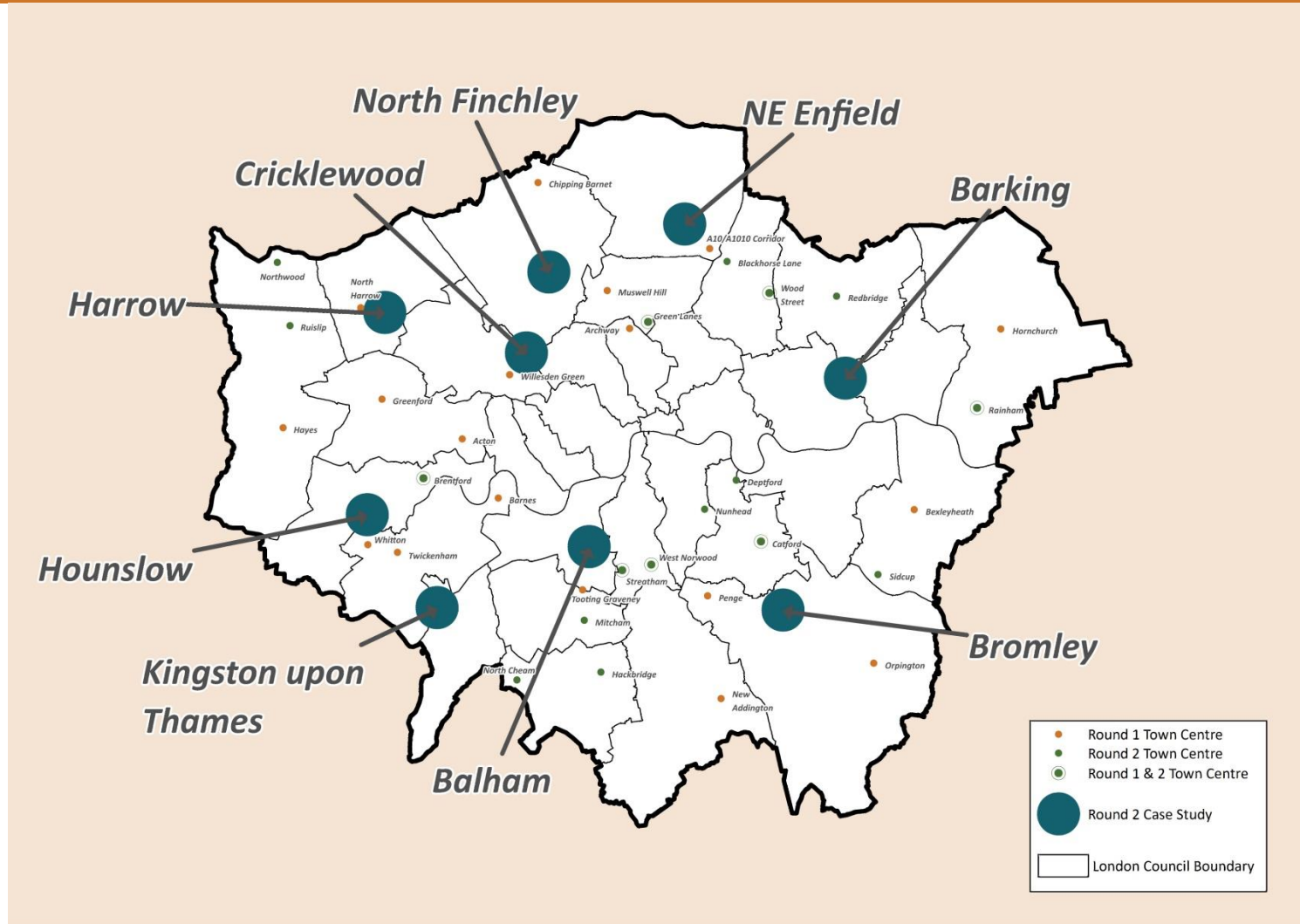
Case Study Selection

- iii. The case studies were selected on the basis that they provide a good geographical spread across Outer London, represent some of the larger OLF projects in financial terms (covering around £14.3m OLF spend, 41% of the total), and cover a range of different types of

interventions. The case studies areas are mapped and summarised on the following two pages.

- iv. It should be noted that while included within this report and originally an OLF R2 project, the North East Enfield project has subsequently been re-categorised as a High Street Fund project, and now sits outside the OLF programme.

Location of OLF Round 2 Evaluation Case Studies



Source: Regeneris Consulting

Outer London Fund Round 2 Evaluation - Case Studies

Summary of Case Study Projects										
Town Centre	Borough	OLF Value (Total)	Public Realm	Physical Structures	Shop fronts	Wayfinding & Signage	Events & marketing	Business Support	Management	Overview
Barking	LB Barking & Dag.	£1.35m (£1.93m)								Projects included Short Blue Place (which was shortlisted for an award at the National Urban Design Awards 2014), ShutterArt and the Barking Bathhouse project.
North Finchley	LB Barnet	£1.07m (£1.45m)								The project has enhanced the appeal of the town centre through improvements to the public realm and a series of events.
Cricklewood	LB Barnet	£1.68m (£2.27m)								The project has renewed and unified the town centre, with the creation of a town square and enhanced engagement with the business community through the establishment of a town team.
Bromley	LB Bromley	£2.00m (£5.08m)								The project has focused on delivery of a range of projects targeted at improving town centre appearance and coherency, with a particular focus on improving linkages to, and appearance of, Bromley North Village.
North East Enfield	LB Enfield	£1.90m (£4.31m)								The main focus of the North East Enfield project was the delivery of the Electric Quarter, with OLF aiming to deliver new residential, retail and community space. The project also included re-development and modernisation of the Enfield Business Centre.
Harrow	LB Harrow	£1.76m (£2.75m)								Interventions in this project were geared towards improving legibility and ease of movement within the town centre, improving the town centre environment and improving town centre management through the development of a Business Improvement District.
Hounslow High Street	LB Hounslow	£2.00m (£2.75m)								This project involved improvements to the public realm on the high street, additional way finding, creation of two public squares, shop front improvements and the creation of a new 24-stall street market and supporting infrastructure.
Kingston	LB Kingston	£2.01m (£4.06m)								The project focused on promoting the historic core of the town including public realm and infrastructure improvements to the Ancient Market Place and All Saints church and a programme of events.
Balham	LB Wandsworth	£1.44m (£1.95m)								The project focused on reviving the town centre and helping to improve connections between community spaces. Delivery included public realm enhancements on Hildreth Street and in other locations throughout the town centre, wayfinding improvements, and a re-developed town centre website.

OLF R2 projects) and provides overall findings on programme impacts and achievements, lessons learnt and legacy.

Research Undertaken

- v. Case studies have been prepared via a process of both desk based and primary research, including:
- Review of background documents including project bids and grant agreements
 - Review of self-evaluation documents produced at project completion
 - Workshops with project delivery teams to delve behind the detail contained within background information, ask questions and gather additional material where required
 - Separate consultation with those involved in delivery – including GLA project managers and design / delivery consultancies.
- vi. Focus has been placed on understanding key aspects of delivery, outputs and impacts achieved, analysis of what worked well, barriers to achievement, lessons learned and project legacy.
- vii. The research process has spanned a two year period, with consultations and workshops held with project teams both at interim (summer 2013) and final evaluation stage (spring 2015).

Using this document

- viii. This case study report provides in-depth analysis of project delivery and performance at the level of the individual project. The document *should be read alongside the main OLF R2 Evaluation report*, which examines performance at the programme level (via reference to all



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Case Study 1: BALHAM

Project Overview

- 1.1 Balham is located in the south west of London in LB Wandsworth.
- 1.2 The Balham OLF R2 project aimed to enhance the public realm in the town centre, improving the prospects of businesses located away from the main High Street and helping to attract investment.
- 1.3 The project was awarded £1.44 million OLF R2 funding, with further match contributions from the council bringing the total project value to £1.95 million.
- 1.4 At inception, the project consisted of ten main delivery strands:

- Develop a coherent urban design strategy and a consistent overall design approach;
- Improve the appearance of the Balham High Road Railway Bridge, by incorporating artwork;
- Improve way finding in Balham town centre;
- Improve Hildreth Street, by reducing car access, and improving the public realm along the street;
- Improve Balham Community Space;
- Create a new public square in the post office forecourt;
- Implement a creative solution for the 'Ugly Wall', 154 Balham High Street;
- Explore development potential close to Balham station;
- Traders association to deliver a series of cultural events in summer 2012 and beyond.

- Redevelop the town centre website and create an interactive map.

Delivery Performance

- 1.5 Each of these strands proceeded through to delivery with the exception of the Post Office public square project. A decision was made not to proceed with this project due to uncertainty about the long term future of the site. An alternative project was developed and delivery focused on improving the quality of the boundary wall between the Waitrose car park and the high street.

Delivery Mechanisms

- 1.6 The project was delivered by LB Wandsworth in close partnership with the GLA, TfL and wider stakeholders in the local area such as Balham Town Centre Partnership Board (a body that comprises local businesses, the Balham Society, Wandsworth Council and other local representatives).
- 1.7 Within LB Wandsworth the economic development team took lead responsibility for the project. They liaised closely with the Highways Team in delivery activities.
- 1.8 A design consultancy, Metropolitan Workshop, was contracted at project outset to lead on design and delivery elements of the project – the objective of this was to ensure the development of a coherent urban design strategy and consistency across all delivery activities.

Delivery timescales

- 1.9 The project was originally contracted by the GLA to deliver over a two year period from 2012 to March 2014.

1.10 However, a number of strands of delivery experienced significant delays:

- The creative solution for the Ugly Wall project was delayed by difficulties experienced in getting agreement and permissions from the landowner (Waitrose). This strand of delivery completed in March 2015;
- The Balham Community Space project was also delayed significantly, as a result of difficulties getting agreement from the neighbouring landowner (Sainsbury's). When agreement was finally reached, delivery was due for completion in October 2015.

Funding

1.11 The project was awarded £1.44 million OLF R2 funding, with a total project value of £1.95 million including match. The delays described above resulted in additional costs for the project – relating to additional administrative costs and contractor costs.

1.12 Overspend is estimated at around £355,000. This has been covered by the council via its New Homes Bonus funding; without the allocation of this additional resource, completion of a number of strands of delivery would not have been possible.

Figure 1.1 Balham High Road Railway Bridge



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Project impacts

- 1.13 It is understood from consultation that despite delays in delivery, the project ultimately met the majority of its deliverables targets – most notably the key deliverable of 2,772m² of public realm improved.
- 1.14 The project self-evaluation provides initial information on the extent to which the project is resulting in positive economic uplift for the town centre. There are a number of positive findings in this regard:
- Town centre vacancy rates have decreased substantially: the project self-evaluation reports that the town centre vacancy

rate stood around 1% in October 2015, compared to a 2012 baseline figure of 7%. The improvements to Hildreth Street has had a particularly positive impact, with numerous new businesses opening on this street in previously vacant units

- Directly linked to the above, the self-evaluation reports that new employment and business turnover has been created within the town centre. The project team estimate that up to 58 jobs have been created. However, the extent to which these can be directly attributed to the OLF investment is unclear
- There have been difficulties in recording footfall due to a malfunctioning footfall camera. However, in the period up until 2013 (when the camera was functioning) there was evidence of increasing footfall. However, the extent to which this positive trend can be directly linked to project delivery is unclear.

1.15 At this stage, the project team has not undertaken survey work to estimate either the number of *jobs secured* by the project or impacts on *visitor satisfaction* levels. In relation to the former of these, it should be noted that the grant agreement target (600 jobs secured) was set in error, and reflected a misunderstanding of the formal GLA definition of this indicator.

Table 1.1 Summary of Project Deliverables and Impacts

		Target	Actual
Improved public realm (m2)		2,772 m2	2,772m2
Core direct/ indirect jobs	FTE Jobs created	62	58 (based on businesses opening in previously vacant units)
	FTE Jobs secured	600*	Not assessed at time of final evaluation
Change in business turnover		Increase of £2.9m	Estimated at £2.4m
% change in visitor satisfaction		10% increase in satisfaction (from 57%)	Not assessed at time of final evaluation
% change in footfall		10% increase	10% increase reported by 2013, but data not available at project close in 2014
% change in vacancy rates		Target vacancy rate of 4% (from 7% baseline)	Vacancy reduced to 1%

* It is understood that this target was set in error, reflecting a misunderstanding of the definition and how this would be measured.

1.16 Aside from the formal targets, evidence suggests that the improvements to Hildreth Street have had the largest impact locally, attracting a number of new businesses (4 to date) and helping to improve the shopping environment in this previously peripheral area. It has improved connections between the community spaces in Balham and attracted more shoppers away from the main shopping street. It has also helped to change the way that part of the town centre is used: the improvements have attracted a number of new

cafes to the town centre with outdoor seating, helping to change the image and perception of the town centre.

- 1.17 A website to promote Balham was already in existence but this has been improved and rebuilt using OLF Round 2 funding. As a result, there has been a 42% increase in visits to the website.
- 1.18 A series of cultural events were held including the Ritherdon Road summer street party, the Hildreth Street Jubilee Street Party, and the Balham Food Festival Big Feast in Hildreth Street. Events are reported to have been well attended and successful at creating a more vibrant town centre, which is inclusive of the local community.
- 1.19 The project has also helped to result in a new (Hildreth Street) Trader Association and a revitalised (Ritherdon Road) Association.

Figure 1.2 'Ugly' Wall



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Effectiveness of the delivery process

- 1.20 The project delivery process was largely successful: while the project encountered significant delays, this was mostly caused by difficulties negotiating with third parties (explored in more detail below).
- 1.21 The project benefited from a strong and stable relationship with the GLA. The stability of the single project manager at the GLA was seen as particularly beneficial, while the flexibility offered by the GLA (especially given the delays incurred by the project) helped to ensure all projects were delivered to completion.
- 1.22 Within LB Wandsworth, there was some turnover in project management towards the end of delivery. However, this was unavoidable due to the extended time period of delivery and does not appear to have impacted adversely on delivery.

Project achievements

- 1.23 The project has been effective at solving several long-standing issues in the town centre and has promoted an improved image of the town centre. In this regard, the project has been highly effective, and this is something that the council would not have been able to achieve alone within such a short time period.
- 1.24 One of the most significant achievements has been the overall quality of the design: this has been achieved via the appointment of a single consultancy firm to oversee the development of the plans and subsequent delivery. This has resulted in consistency across the various strands of delivery – both thematically, but also in terms of quality.
- 1.25 More generally, the project has been successful at integrating the existing community space within Balham, improving the public realm adjoining the two supermarkets in the town centre and improving

usage of previously peripheral areas. The improvements to Hildreth Street in particular has significantly improved the image of the area, attracting new shops and increasing footfall. Businesses appear positive regarding the improvements to the area, and early (anecdotal) indications suggest it has improved shopper's perceptions of the town centre. Although it has taken time to develop, other public realm improvements, such as improving the Ugly Wall and wayfinding has further contributed to the improved image of the town centre.

- 1.26 A further achievement has been the approach to engagement and consultation. The consultation strategy for Balham focused upon engagement with project partners, local residents, businesses, councillors and other stakeholders. The aim was to engage with stakeholders and the general public to make them aware of the scope of the project and its timescales. Consultees had an opportunity to outline any concerns and to communicate any ideas. The findings from this process informed the design outcome and was effective at raising awareness of the project and building community support for an improved town centre.

Barriers to achievement

- 1.27 Although the project has now largely delivered all of its goals, it suffered a significant number of delays throughout the course of the project. The cause of these delays are highlighted below:
- **Third party involvement:** by far the largest cause of delays throughout the project's delivery was the need to involve third parties, which often led to significant delays in signing agreements and delivering projects. When the council tried to deliver public realm improvements at Sainsbury's and Waitrose, there were significant delays caused as neither could agree on designs. Senior and political level intervention

was required to resolve these challenges. Delays were also experienced in the delivery of Legible London wayfinding signs in the town centre;

- **Engineering / construction challenges:** a number of delays were caused during construction by unforeseen engineering challenges – a burst water-main on Hildreth Street was one such issue and resulted in delays while the project contractors waited for the utilities company to act;
- **Initial contracting issues:** consultation suggests that initial delays in signing the grant agreement for the project delayed the project by around 6 months. This was a significant delay in the context of two year delivery period and given the scale of the capital spend.

Lessons Learnt

- 1.28 The project suffered some initial delays at the start of the project in holding **consultations** with residents and the business community regarding design. This was something which some projects involved in OLF Round 1 had already completed. Although this did not have a major impact on the ability of the project to meet its goals, it did create some time pressures in the initial stages of the project.
- 1.29 Once in delivery, the council has learnt the importance of keeping **businesses 'happy'** while the development of capital projects are ongoing. This was particularly the case during the improvement works that took place in Hildreth Street, which caused significant disruption for local businesses, and had a particularly large impact on smaller businesses, who have less ability to survive periods of disruption. To allow for this in the future, the council recognised there should be higher levels of revenue spend on banners and/or business liaison officers, to lessen the impact of large capital projects.

- 1.30 **Unexpected / hidden costs** can emerge during the delivery of large capital projects. An example of this is the pressure placed on the town centre manager during the improvements to Hildreth Street. Although this could not necessarily be avoided given the disruption caused during these capital projects, more detailed planning is needed in the future to ensure resource implications of delivery are fully understood and planned for.
- 1.31 The project managers at LB Wandsworth would have benefitted from **more knowledge sharing** on how to effectively manage large scale capital projects. This might have helped to reduce some of the delays throughout the project, and reduce the amount of on-the-job training required by project managers. **Better collaboration** between project managers on different projects would have helped managers to learn from mistakes on previous projects during the delivery process and enable a better outcome.
- 1.32 A further lesson learnt relates to **procurement and contracting**. A single contract was drawn up for the contractor for the scheme which specified a single completion date for all elements of delivery. When one aspect of delivery was delayed (as a result of 3rd party negotiations), the contractor was able to push back on all elements of delivery. Separate contract for different elements of the scheme might have been more effective and limited the level of overspend.
- 1.33 There are also lessons to be learnt in terms of **target setting**: at Grant Agreement stage, a target was set for 600 jobs to be secured which reflected a misunderstanding of the GLA's definition of that indicator. At headline level, this has impacted upon the ability of the project to demonstrate that it has achieved against its targets.

Project Legacy

- 1.34 Partly reflecting the success of the project, the council is investing its own resources to improve the Bedford Hill railway bridge. Other than this, and reflecting the fact that a number of long standing issues have now been alleviated, the council does not currently have any plans for additional investment in the town centre.
- 1.35 That said, the project has helped to emphasise the importance of town centre investment within the council and, partly reflecting this, the council is planning to continue to prioritise its network of town centres via its town centre managers.
- 1.36 The project has also helped to strengthen local business and community networks – both existing networks such as the Balham Partnership, but also new networks (e.g. the Hildreth Street Traders Association). Such networks have an important role to play in ensuring the benefits delivered by OLF are maximised by the local business community.
- 1.37 At a more strategic level, the project has allowed the council to build an effective relationship with the GLA, strengthening the potential for future collaboration.
- 1.38 The influence of the GLA design panel has helped to create a higher quality project than might otherwise have been developed. It is anticipated that this will leave a lasting legacy, influencing the quality of future investment carried out in Balham and across the Borough.



Case Study 2: BARKING

Project overview

- 2.1 Barking town centre is a large retail and commercial centre located on the western side of the London Borough of Barking and Dagenham.
- 2.2 The Barking OLF R2 project was developed following the completion of the OLF Round 1 project and looked to build upon momentum generated by those investments. The project aimed to tackle longstanding negative perceptions of Barking, by promoting the town centre and its regeneration ambitions.
- 2.3 The project comprised six main strands of delivery across the town centre area, which had the aim of increasing security and safety, enabling healthy living and creating attractive public art and spaces to enjoy and relax. The projects were:

- Short Blue Place – creating a new public space linking new footfall generated by development to the main retail area;
- Signage – three signs celebrating the history of the area and the role of the fishing industry;
- Molten Festival – a week-long event to help increase footfall and revenue;
- Cycle 4 All - a get healthy cycling scheme for disabled people;
- Barking Bathhouse - a temporary pop up spa, bar and events;
- Shutter Art now called Paint the Town, improving shop fronts and security shutters.

- 2.4 The project was awarded £1.35 million OLF R2 funding from the GLA, with further contributions from the council bringing the total project value to £1.93 million.

Figure 2.1 Short Blue Place (left) and Paint the Town (right)



Source: London Borough of Barking and Dagenham

Project delivery

- 2.5 The project was delivered by the London Borough of Barking and Dagenham in close partnership with the GLA, TfL and wider stakeholders in the local area.
- 2.6 The department within LB Barking and Dagenham ultimately responsible for the delivery of the project was the Economic Development department. They liaised closely with the Culture and Arts Team in undertaking some aspects of the delivery, and they had a good working relationship with them.
- 2.7 The longer timescale for Round 2 compared to Round 1 (2 years versus 1) also enabled the Council to establish further partnerships for delivery, utilising the knowledge, experience, contacts and

expertise of CREATE, London Outdoor Arts Festival, Designed by Good People and ING Media.

2.8 The project was originally contracted by the GLA to deliver over a two year period from 2012 to March 2014, with a high proportion of spend (94%) claimed in year 1 (2012/13) of the project. This reflected that many of the elements of project were ‘ready to go’ as a result of activity under OLF R1.

Project Performance and Impacts

2.9 Evidence suggests that the project was delivered successfully. Ultimately, the full OLF allocation was claimed and all aspects were delivered within the intended timeframes:

- While it was not possible to deliver a number of aspects of the original project, the project team were able to agree with the GLA alternative uses for the funding. This was the case with the proposed welcome signage outside Barking station. It was not possible to deliver this due to difficulties with 3rd party negotiation but funding was diverted to new signage at Abbey Road;
- While some delays were encountered along the way (e.g. the delivery of a number of pieces of signage and artwork), these reflected design and engineering complexities and did not impact significantly on the overall timescales.

2.10 The key project deliverables / outputs are summarised in the table below. More shop fronts were improved than originally projected due to the high demand for the scheme. The council invested a further £23,796 to allow more shop fronts to be redesigned, however this still did not meet the total demand for the project.

Table 2.1 Summary of Project Outputs / Deliverables

		Target	Actual
Public Realm	Area of public realm improved	1,535m2	1,535m2
	New way finding and other signs installed	3	10
Shop-fronts	High street frontages improved	30	51
Marketing and Events	Public events delivered	2	2
Other	Street trees planted	0	8
	Business associations supported	0	1
	Number of disabled people involved in Cycle 4 All scheme	No target agreed	300

2.11 Consultation with key project partners suggests that these interventions have been successful in improving the image of Barking town centre and, linked to this, people’s perceptions: a public questionnaire suggested that the vast majority of people liked the improvements that have been made to the town centre. It is anticipated that the public realm, signage and ShutterArt projects will have a lasting legacy on the area and will improve the potential of the visitor and evening economy now and in the future.

2.12 Despite this, at this stage Barking has not been able to demonstrate any significant uplift in economic performance to date:

- Notably, footfall has decreased significantly since the start of the OLF programme, although this may be the result of a poorly placed camera checking people movements;

- In addition, while statistics suggest a large fall in vacancy rates, this may be partly explained by the London Road redevelopment project (external to the OLF), which saw a large number of derelict businesses premises knocked down to make way for a new Asda supermarket in the town centre.

2.13 These findings emphasise the long term challenges facing Barking town centre; consultation suggests that these were exacerbated by the opening of Westfield in Stratford in 2012. These challenges emphasise the importance of the longer term regeneration programme for Barking town centre: the OLF R2 has been a constituent part of this, and as such, overall impacts are only likely to emerge in the long run and will depend on the success of future regeneration activity.

		Target	Actual
Core direct/ indirect jobs	FTE Jobs created	0	10 – at Barking Bathhouse
	FTE Jobs secured	50	Target not monitored
% change in business turnover		Increase: 2%	Mixed – trade improved for 40% of businesses, decreased for 32%
% change in visitor satisfaction		Increase of 10%	Increased by 20%
% change in footfall		Increase by 2%	Evidence suggests decline in footfall although concerns over data reliability
% change in vacancy rates		Reduction of 2%	Decrease to 6.5% from baseline of 11.7%

Effectiveness of the delivery process

- 2.14 The project was delivered efficiently by the economic development team at LB Barking and Dagenham, as highlighted by the fact that a large proportion of activity was delivered within the first year (2012/13). Delays in the delivery process were largely caused by third parties such as Legible London and problems gaining permission from leaseholders and freeholders.
- 2.15 The experience of OLF Round 1 had a positive impact on the delivery of Round 2, both in design terms (with projects largely ready to go), but also in administrative terms (with the delivery experience of Round 1 directly benefiting Round 2). The presence of a stable team (both LB Barking and GLA managers remained the same throughout both rounds) was particularly significant in this respect.
- 2.16 Reflecting the above stability, there was a strong relationship between the GLA and LB Barking and Dagenham and this helped to drive the project forward efficiently and effectively through delivery.

Achievements

- 2.17 At the overarching level, the OLF R2 project has sustained and enhanced the momentum which has been building in Barking: the OLF R2 project has been a key part of the longer term regeneration programme which started with OLF R1 and will continue in the future via the significant development activity planned locally (e.g. the Housing Zone). The new Barking Town Centre Strategy 2015/18 aims to capture this momentum, bringing into one place the ambitions and objectives for regeneration activity to ensure a coordinated approach which builds on the legacy of OLF.
- 2.18 In addition, the following individual projects had many key achievements as summarised below:

- **Barking Bathhouse** was highly successful, with several mentions in local and national newspapers. It generated significant momentum and led to increased footfall in the town centre. While originally planned as a temporary project, the Bathhouse was so successful that a decision was made to make the project permanent: the Bathhouse moved to an interim location in the Barking Learning Centre until a permanent base was found. With the help of Swan Housing (who showed interest in the plot of land on Cambridge Road) new facilities will be built with housing above.
- The **Paint the Town** project proved a success and demand for the project has led to a waiting list of businesses wanting to get involved. The Council has contributed more towards the project due to its popularity and further underspends from other OLF delivery strands were diverted to maximise the offer. The inclusion of artists from the local Barking and Dagenham College helped to encourage students to progress with their coursework and raise their confidence. This project has helped to strengthen the relationship between the council and local businesses.
- The **Cycle for All** project has been successful in providing bikes to disabled people. The number involved in the project has increased to over 300 participants which has helped people improve their life and fitness. The project is now self-financing and the bikes are regularly used by members.
- The **Short Blue Place** public realm improvements have seen a relatively rundown area in the heart of the town centre transformed to a well-used space; the project was shortlisted for an award at the National Urban Design Awards 2014.
- The **Molten Festival 2012** was a huge success and helped to raise the profile of local cultural organisations. This has made

it easier for local people to access and participate in arts and cultural activities by removing physical, social, cultural and financial barriers.

Figure 2.2 Barking Bathhouse (left) and the Bathhouse's 2-day TimeOut homepage takeover (right)



Source: London Borough of Barking and Dagenham

Barriers to achievement

2.19 The project was largely successful and delivered well within the time frame given by the GLA. However, several minor barriers to achievement have been identified by LB Barking and Dagenham. These are:

- **Third party involvement:** the Creative Signage project took longer than expected due to third party involvement and gaining agreement from leaseholders and freeholders for signs that were required on the side of buildings. The Barking Station sign was dropped due to the number of approvals required from the leaseholders and freeholder's management agents, Network Rail and the licenses required

to implement the scheme. This delayed the project and funds were diverted to another sign at Abbey Road;

- **Initial engagement difficulties:** The Paint the Town project initially encountered problems in getting retailers involved as they were skeptical as to the benefits. Once a few shops had taken part in the project, many other shops warmed to the idea and were then more willing to participate. This has left a waiting list of shops wanting to be involved while further funding is found;
- **External factors:** For the Barking Bathhouse, poor weather meant that the temporary structure that would house the bathhouse could not be built as it would not have been capable of withstanding the poor conditions. This caused delays to the project of a few months.

Lessons learnt

- 2.20 Several key lessons were learnt by LB Barking and Dagenham throughout the OLF process, including:
- Ensuring that **consultants are accountable** for project management and that overspends are talked through beforehand. In several cases it was assumed that the Council would meet any shortfalls in budgets;
 - Developing a **clear strategy in community and partnership engagement** at the initial bid stage so they have an input into how each element was going to be delivered;
 - The delivery team would have benefitted from **more knowledge sharing** amongst other OLF Round 2 delivery teams as this would have given them more support throughout the process;

- The important benefit that **consistency in delivery team** can bring: the stability in LB Barking and GLA managers over R1 and R2 of the OLF assisted in effective and efficient delivery;
- The project benefited from the fact that it was part of a **longer term regeneration programme**: plans for Round 2 delivery had already been drawn up (under Round 1) and so were ready to go in delivery terms. This underpinned the effectiveness of the delivery process.

Legacy

- 2.21 While there is evidence that OLF investment has helped to improve the image and perception of Barking, many of the long term challenges facing the town centre (including increasing competition from online shopping and centre such as Westfield) remain.
- 2.22 Reflecting this, the regeneration of Barking town centre is a long term project: the OLF R2 project has been a crucial link in a process which commenced with OLF R1 and is set to continue in coming years, with a large quantum of development activity planned locally (most notably the Barking Housing Zone).
- 2.23 Since the completion of OLF Round 2 (and reflecting ongoing challenges), LB Barking and Dagenham have developed a Town Centre Strategy, with the aim of ensuring continued coherency in future regeneration activity.



Case Study 3: BROMLEY

Project overview

- 3.1 Bromley town centre is located in the London Borough of Bromley and is classified as one of London's metropolitan centres, reflecting the size of the town centre area and relative importance in London's town centre hierarchy as a retail and leisure destination.
- 3.2 The Bromley OLF R2 project was developed following the completion of the OLF Round 1 project and looked to build upon momentum generated by those investments. The project was designed with the ultimate purpose of creating a more vibrant and prosperous high street which is economically sustainable into the medium and longer term.
- 3.3 The project comprised numerous strands of delivery across the town centre area which can broadly be grouped under four main categories:
 - **Public realm interventions** – comprehensive project to renew public realm in the Bromley North area, along with wider improvements to the public realm along the entire stretch of the high street. In Bromley North, focus was placed on East Street to create a European style 'café culture' in this part of the town centre;
 - **Shopfront improvements** – a programme of improvements to shopfronts in the north area of the town centre, focusing on redesigning and replacing shop frontages;
 - **Business support** – a programme of support for local businesses, focused around one-to-one support and seminars;

- **Events and marketing** – continuation of the 'Are you Bromley' campaign developed as part of the OLF R1 project, alongside the delivery of a series of town centre events.

3.4 Delivery took place across the entire town centre area, to create a more connected and cohesive destination.

3.5 The project was awarded £2.0 million OLF R2 funding from the GLA, with further match contributions from the council and TfL bringing the total project value to £6.8 million.

Figure 3.1 New shopfront on improved public realm



Source: LB Bromley, 2014

Delivery

- 3.6 The project was delivered by the London Borough of Bromley in close partnership with co-financing organisations (the GLA and TfL) and wider stakeholders in the local area.
- 3.7 Numerous departments at the council were involved in the delivery of the project. Overall responsibility for delivery was placed with the Regeneration and Transformation directorate, and specifically with the Renewal Team. This team was responsible for day to day management of the project including reporting to and working with the GLA. A project board was established to help coordinate one element of the scheme across the various directorates involved.

Project Performance

- 3.8 The project was originally contracted by the GLA to deliver over a two year period from 2012 to March 2014. However, due to delays to a number of the strands of delivery, the project was completed in March 2015.
- 3.9 Some of the key project deliverables / outputs are summarised in the table below. In general these outputs are in line with those originally anticipated at project outset.

		Target	Actual
Public Realm	Area of public realm improved	4,000 sqm	4,000 sqm
	Road junctions improved	No target	10
	Pocket parks established	No target	1
	Number of street trees planted	No target	18

	New way finding and other signs installed	No target	17
Shop-front Improve ments	Shop fronts improved	23	25
Market-ing and Events	Public events delivered	10	8
Business support	Number of business supported	No target	50
	Business workshops delivered	5	5

3.10 Early evidence suggests that the project has generated a number of positive impacts:

- **Improved perception:** The above outputs have impacted most notably upon town centre businesses and town centre users. These beneficiary groups were positive about the impact the project has had on the quality of Bromley town centre and the image and perceptions of it. The shopfront and public realm improvements around Bromley North are seen to have been particularly transformative;
- **Vacancy rates:** Although vacancy rates have not improved across the entire town centre, evidence suggests vacancy rates in Bromley North Village (where a large proportion of investment was concentrated) have fallen sharply. In addition, there is an indication of improvement across the wider town centre, with vacancy rates falling in the second half of 2014 (albeit not below 2012 baseline levels);
- **Visitor satisfaction:** Initial surveys have found that 90% of visitors were satisfied with the town centre. Whilst this only represents a 2% increase from the baseline, 90% visitor

satisfaction represents an extremely strong figure when considered in isolation from the baseline;

- **Strengthening leisure offer:** creation of a ‘European style’ café street in the North Village, alongside a host of events, have diversified uses and activities in the town centre. This has contributed to providing a greater leisure offer, which will help the town centre mitigate against wider trends of internet shopping and competition from shopping centres such as Westfield;
- **Property market:** evidence from local property agents suggests a positive impact in the local property market, with agents noting that investments have made Bromley Town Centre a more competitive metropolitan centre. This has resulted in an increase in demand for commercial space on the peripheries of the town centre where investment was concentrated;
- **Increased investor confidence:** there is an indication that interventions are resulting in increased confidence in the town centre, with strong performance at the shopping centre ‘Intu’ in 2014 which secured letting from a number of aspirational brands. In addition, confidence is demonstrated by the ongoing £90 million investment into a town centre site by the Cathedral group.

3.11 Performance against the GLA’s economic uplift indicators is summarised in the table below. The table highlights that a number of the targets have not been met. However, it is noted that in a number of instances (e.g. jobs safeguarded) this reflects the setting of overambitious targets. It should also be noted that the evaluation was undertaken only shortly after completion of public realm projects, giving limited time for impacts to accrue.

3.12 With these caveats in mind, evidence suggests that there is good progress towards meeting economic uplift indicators. Advances have been made towards achieving the targeted job outcomes, with 86 jobs created to date. Weaker progress on jobs secured partly reflects an overambitious target (which reflecting a misunderstanding of the GLA definition of the indicator).

3.13 Importantly, businesses and shoppers were positive about the trajectory of Bromley town centre, with the implication that positive benefits could continue to accrue in the coming years.

Table 3.2 Summary of Project Impacts

		Target	Actual
Core direct/ indirect jobs	FTE Jobs created	43	86
	FTE Jobs secured	178	20
% change in business turnover		£1.3m	£4.1m
% change in visitor satisfaction		Increase of 5% points from 88%	90% (increase of 2% points)
% change in footfall		Increase: 10%	Footfall has declined since 2012
% change in vacancy rates		Target of 8% vacancy from a baseline of 9.6%	Town centre-wide vacancy has increased to 11.8% (although has reduced in Bromley North Village)
Young people receiving support/training		5	8
Young people placed in apprenticeships		1	0.6

Source: Bromley OLF R2 Self Evaluation

Figure 3.2 Bromley High Street Garden Event



Source: LB Bromley, 2014

Effectiveness of the delivery process

- 3.14 The delivery process appears to have been effective, with a strong relationship between the project team and the GLA lead.
- 3.15 That said, a number of challenges were faced:
- While the renewal and recreation team in the Regeneration and Transformation directorate at LB Bromley had overall responsibility for the delivery of the project, a number of other teams also played a key role in delivery. Consultation

suggests that at times, communication weaknesses were experienced between a number of departments, which made the overall delivery process more complex (particularly in terms of reporting back to the GLA). In addition, the complexity of the project was a challenge given the lack of core expertise in the delivery of major capital projects. ‘Learning on the job’ was required;

- A further challenge faced by the delivery team was that LB Bromley did not include project management costs within its bid. As a result, officers had to perform these tasks alongside important council services. This led to in kind staffing costs of £90,000, and around 4,000 hours of officer time.
- 3.16 More generally, the project benefited from flexibility in the delivery process. This enabled the project to respond to new opportunities which emerged during the delivery process (for example, the High Street Garden event and improvements around St Mark’s Church were developed after funding had been awarded). This flexibility allowed the project to evolve and also ensured that the GLA did not need to withdraw allocated funding when elements of the scheme were cancelled.

Achievements

- 3.17 The project has been effective in delivering strategic added value:
- The project has shown **strategic leadership**, in identifying challenges and delivering interventions to respond to these;
 - **Strategic influence** was demonstrated by successfully engaging local partners to contribute their time to projects;
 - The project secured a number of forms of **strategic leverage**, including leveraging additional council funds to support

delivery, more match funding from business owners for shopfront improvements than expected, and additional resource from other groups. This was underpinned by the success in securing engagement from a wide range of stakeholders.

3.18 In addition, the project had a number of other achievements:

- The project was one of the largest and most complex of all OLF R2 projects. Thus one of the core achievements of the project has been to **successfully deliver** a large number of strategically linked interventions;
- As a result of the complexity and size of the project, the project was **transformational** in marking a step-change in parts of the town that have received investment;
- Despite the ambition of the delivery, high quality has been maintained throughout. The **shopfront improvements in Bromley North have been described by the GLA as exemplary** in terms of the pragmatic and business-like approach that the council took to delivery and in terms of the overall results. As noted above, the shopfront improvements (alongside wider public realm improvements) have proved transformational in terms of helping to improve the image and perception of that part of the town centre;
- Delivering a high profile project has **increased the profile** of Bromley town centre within the council, which has now led to the allocation of addition resource to enable the delivery of further public realm enhancements post OLF;
- The delivery of the project helped ensure that **strategic and delivery momentum** created by the Area Action Plan, the Bromley North Village programme and OLF R1 interventions has been maintained.

Figure 3.3 Bromley North Wayfinding Sign



Source: LB Bromley, 2014

Barriers to achievement

3.19 A number of barriers to achievement are identified:

- **Complexity of project:** The project comprised multiple interventions spread across a large town centre area. Each intervention was resource intensive, with detailed design work, partner engagement and administrative requirements.

Therefore the project was highly complex and resource intensive, which in turn created barriers to achievement;

- **Officer resource:** Given the complexity of the project, the key challenges faced by the project related to constraints on officer resource and the complexity of the delivery process internally within LB Bromley (with delivery taking place across multiple teams and directorates);
- **Administrative challenges:** Formal administrative challenges impacted on the delivery process. These included delays in project start up and sign off, the GLA's level of involvement at the detailed design level, the complex and frequent reporting requirements and invoicing requirements;
- **Design and procurement challenges:** while expected for a project of this scale and complexity, a number of design and procurement challenges were faced which resulted in delays to project delivery;
- **External challenges:** A number of external delivery challenges impacted on delivery, including disruption to public realm works caused by a damaged water main, the need for complex negotiations with landowners, and the responsiveness of external partners;
- **Disruption of work:** The public realm works were delivered over an 18 month period in Bromley town centre. Consultees reported significant disruption for local town centre businesses and users over this lengthy period. This impacted on the ability for the project to achieve its economic uplift targets.

Figure 3.4 New Market Square Public Realm and Legible London Sign



Source: LB Bromley, 2014

Lessons learnt

3.20 Directly reflecting the achievements and barriers to achievement described above, a number of lessons can be drawn from the Bromley project:

- **Scale of delivery** – in planning future projects, close consideration should be given to the practicality of delivering the planned interventions, set against resource available, delivery timescales, and level of disruption during delivery;
- **Officer resource** – specific resource for project management should be costed within bids for funding of this nature;

- **Delivery structures** – the establishment of a project board for the Bromley North Village scheme proved successful; this should be considered as an important part of the delivery mechanism for future projects of this type;
- **Business communication** – the appointment by FM Conway of a business liaison officer was seen to be a successful innovation. This should be considered a template to build upon for future projects of this type;
- **Target Setting** – adopting a more pragmatic approach to target setting for future projects will be beneficial in articulating project results and performance;
- **Ongoing performance monitoring** – a strong body of evidence has been collated as part of the OLF process. It is important that the Council uses this information productively to keep up to date with town centre performance to inform the focus of future delivery / investments.

Figure 3.5 Bromley North Wayfinding Sign



Source: LB Bromley, 2014

Legacy

3.21 In helping to generate a step change in the way the town centre is perceived by users, businesses and wider stakeholders alike, the OLF project has provided a strong platform on which to build with future interventions. There are already plans to build upon the momentum generated by the OLF project in a number of ways:

- **Progression of public realm improvements** – plans are already being formulated to roll out further public realm improvements to parts of the High Street which did not benefit from the OLF project;
- **Extending market offer** - Alongside the proposed extension of upgraded public realm treatments, the Council is also reviewing the 3-day town centre street market. Under consideration is a re-focussing of the market offer to meet more aspirational tastes and a physical relocation to the newly refurbished Market Square;
- **Support for BID** – proposals for a Bromley Town Centre BID emerged during the delivery of the OLF R2 project. It is anticipated that the BID would play an active role in town centre management and would work closely with the Council to build on the momentum generated by recent investments and to work towards long term regeneration and growth objectives. Planning for the BID is currently taking place, with a vote anticipated for autumn 2015.



Case Study 4: CRICKLEWOOD

Project description

- 4.1 Cricklewood is a district centre located in north-west London at the intersection of the three London boroughs of Barnet, Brent and Camden. Given its location at the border between three Boroughs, there exists a challenge for three local authorities to develop a coherent approach to the town centre, with the town centre often overlooked as a result.
- 4.2 The Cricklewood OLF R2 project was designed with the purpose of 'Connecting Place and People' through a coherent and joined up approach towards physical interventions, skills and marketing. This approach aimed to enable traders and businesses to build on existing momentum and emerging opportunities.
- 4.3 The project comprised multiple strands of delivery across the town centre which can broadly be grouped under five main categories:
- **Public realm improvements** - an extensive project to renew and unify the town centre, alongside the creation of a new town square and the production of a design charter to promote cohesive improvements in the future;
 - **Business support** – creation of a town team, and a programme of support for local business, focused on mentoring and business advice, visual merchandising support, networking events and promotional events;
 - **Shopfront improvements** – a number of improvements targeting new signage, shopfronts and display furniture;
 - **Marketing and events** - a varied suite of projects focused on rebranding, facilitating events and animating spaces. Two Silk Road festivals were held and a new market opened in the new Town Square. Other events included the mobile Town Square

project (a pop up event to promote activities in different parts of the town centre) and the Portraits of the High Street project (showcasing the businesses along the high street). Work was also undertaken to develop a new brand for the town centre: this included promotional gear distributed at events, a new website and social media campaign.

- **Youth Engagement** – a programme of support for young people, focused on supporting employment, mentoring and provision of incubator space.

Figure 4.1 Shop Front Improvements



Source: LB Barnet, 2015

4.4 The project was awarded around £1.7 million OLF R2 funding from the GLA, with further match contributions from the council and TfL bringing the total project value to £2.3 million.

Summary of Delivery Performance

4.5 The Cricklewood OLF Round 2 project was delivered by LB Barnet in close partnership with the GLA, TfL and wider stakeholders in the local area.

4.6 The Skills and Enterprise Manager was responsible for the day to day delivery of the project and team leadership. A Town Centre Projects Officer provided support on planning and delivery along with administrative services.

4.7 There was significant collaboration with other officers within the council particularly with highways and planning.

4.8 External contractors were involved in the delivery, including construction firms, architects involved in design and a business consultant to deliver business support.

4.9 The project was originally contracted by the GLA to deliver over a two year period from 2012 to March 2014. Due to project delays, the actual project end date was February 2015. This was largely due to delays to the delivery of the public realm projects, particularly the paving project.

Outputs and impacts

4.10 The project was delivered largely as expected as demonstrated in the table below.

Table 4.1 Summary of Project Outputs / Deliverables

		Target	Actual
Public Realm	Area of public realm improved	n/a	3,365 m2
	Wayfinding/signage improvements	3	2
	Number of street trees planted	70	70
	Number of pocket parks established	1	1
Shop-fronts Improved	Shop fronts improved	9	9
Marketing and Events	Number of events held/supported	4	6
Business support	Business support and training provided	20	31
	Town teams established	1	1
Young Engagement	Individuals supported into employment	5	38
Other	Markets established	1	1
	Design Charters Established	1	1

4.11 Generally the outputs either matched or exceeded original targets. Business support and training provided surpassed the target by 55%. More events were also delivered than originally proposed. There was only one area of under-delivery with only 2 wayfinding/signage improvements delivered when 3 were proposed.

4.12 The project resulted in a number of positive impacts which included:

- **Improved perception:** Cricklewood is a relatively affluent area which does not correlate with the town centre offering. Anecdotal evidence suggests the improved look of the town centre through public realm and shopfront improvements has helped to improve town centre image and perceptions. This will contribute positively towards the project's aim of connecting places and people, by bringing together a wide range of demographics and income groups into the town centre;
- **Improved satisfaction:** improvements to the image of the town centre alongside the creation of a new town square has led to a 57% increase in visitor satisfaction;
- **Increased footfall:** public realm improvements have made the area more attractive, drawing in a higher number of visitors, demonstrated through an increase of footfall into the town centre;
- **Knowledge sharing:** The above outputs impacted significantly on direct beneficiaries but also on non-direct beneficiaries. Non-beneficiary groups were almost equally aware of all project elements and businesses benefited directly through networking events which allowed direct beneficiaries to exchange ideas, knowledge and lessons learned.

Figure 4.2 Cricklewood Signage



Source: LB Barnet, 2015

- 4.13 The key project impacts against contracted targets are summarised in the table below. This demonstrates that the project has mostly over-achieved against its targets, particularly in relation to jobs and increased turnover. The key target where there has been some under-achievement is in relation to young people accessing apprenticeships.

Table 4.2 Summary of Project Impacts

		Final Target	Actual
Core direct / indirect jobs	FTE Jobs created	14	32
	FTE Jobs secured	60	79.5
% change in business turnover		5% increase Baseline: £77k	£91k 7% increase (weighted)
% change in visitor satisfaction		10% increase Baseline: 45.6% fairly or very satisfied	57% increase 72% fairly or very satisfied
% change in footfall		15% increase Baseline: 9.77	12% increase (from 9.77)
% change in vacancy rates		10% decrease Baseline: 5.56%	7.2% decrease Outcome: 5.16%
Young people receiving support / training		30	68
Young people placed in apprenticeships		10	3

Effectiveness of delivery process

4.14 Given the complexity of the project, the effectiveness of the delivery process was reliant on the ability of the council to co-ordinate and control multiple strands of delivery. The project exhibited varying levels of success in this:

- **Project management:** individual projects were controlled by a dedicated project manager which managed and steered delivery and collaborated with relevant stakeholders.

However, to accompany this, a further mechanism would have been beneficial to escalate tasks and oversee different projects. Although the project sponsor was useful in providing a strategic steer to ensure correct departments were involved at the initial project stages, a more effective management structure was needed for the process of escalation and reporting to control individual projects from a strategic level. As identified above a lack of track record within the council of delivering similar projects resulted in challenges for the project.

- **Project coordination:** Another key aspect within the delivery process is the effectiveness of the project in bringing together a multitude of consultants and architects delivering different types of projects. Although the architect was the lead contractor which enabled overall control, there was lack of co-ordination, as work was split between different organisations which worked in isolation as opposed to collaborating. Contractors should also have been involved in the process sooner to influence the design process. Lack of early engagement lead to protracted discussions early on as works were bespoke and required certain materials and specialist construction which contractors could not always deliver.
- **GLA Influence:** The GLA was able to provide some strategic steer, however this involvement was crucial in co-ordinating key stakeholders on a wider level, as opposed to internal stakeholders. The GLA was successful in facilitating conversations and agreements between neighbouring local authorities. In addition, given the lack of experience Barnet Council had in delivering public realm projects outside 'business as usual', the role of the project officer in guiding

the project was important to deliver the best possible outcome.

- **Communication:** while a communication strategy was produced, more could have been done to ensure key stakeholders outside of the management structure were kept informed of progress. However, local people and businesses were well informed which mitigated against the impacts of disruptive work on local people and businesses. Going forward, having a town team providing a clear link to the delivery of the project will help to channel the local community's wants and needs.
- **Resourcing:** A key challenge to deliver a complex project was resourcing the project with the necessary expertise to deliver best quality and value for money. Encouraging term contractors to perform beyond expectations set out in the term contract was an issue. Stronger internal communication is necessary to ensure that departments give future projects the appropriate level of support and resource.
- The project was able to utilise and build on existing town centre assets in order to deliver elements of the scheme. The transformation of an existing community organisation into a 'town team' is a fitting example.

Achievements

- 4.15 A key achievement of the project was its ability to strategically lead, engage and influence stakeholders within the context of the previously disconnected town centre. This has resulted in a strengthening of the working relationship between the neighbouring boroughs, establishing a sense of unified direction for the town centre.

4.16 This has been demonstrated in multiple ways:

- The Cricklewood Town Centre **Design charter** was created to set new standards for future improvements in the town centre – a crucial step to ensure that improvements are made in a manner that appropriately addresses needs
- Evidence suggests the **pro-active engagement with businesses** has enabled more involvement and contribution from businesses towards community engagement events and festivals;
- The **creation of a Town Team** from an existing umbrella group has brought together key stakeholders and is now able to consult on the direction of the town centre;

4.17 More generally, the project has been successful in delivering a series of interventions which have helped to change perceptions of the town centre and how it is used. Many of these have comprised **new and innovative ideas:**

- Creation of a **town square** has established a platform for numerous different activities to take place, such as events and a weekly market. Providing a single platform for different activities promotes a sense of cohesion;
- The **shop front improvements** have been one of the most visually successful projects which stand out within the town centre. Whilst there were some delays to delivery and issues over securing buy in from owners, the approach to concentrating activity within a single parade appears to have been extremely successful;
- A new **brand and identity** was successfully promoted through events and festivals which have continued beyond the lifetime of the funding. Events such as the mobile town

square and the 'Portraits of the Town Centre' were seen to be particularly innovative in attracting positive publicity and in starting to change the way in which residents and businesses think about the town centre ;

- Investment also targeted capacity for delivering future events, ensuring the town team have access to necessary infrastructure and policy support to continue events. This will help ensure the delivery of events and the market are sustainable into the medium and long term;
- Finally, the **business support programme** was very successful in supporting new businesses. The knowledge sharing and mentoring worked particularly well and the delivery organisation (Retail Revival) was reported to be extremely effective. The Youth Engagement Support (YES) programme was also considered to be effective with a number of those supported going on to establish their own business or getting a job.

Figure 4.3 Improved Public Realm



Source: LB Barnet, 2015

Barriers to achievement

4.18 A number of barriers to delivery existed, including:

- **Skills within the project team and internal working:** The Enterprise Team which led on this project had little experience in delivering large complex projects which required the bringing together of different public and private stakeholders. This created difficulties in delivering outputs, particularly within a short timeframe. This was not helped by the fact that half way through the project key departments moved to a joint venture governance arrangement between

both Capita and LB Barnet. The council's highways team was downsized significantly as part of this process.

- **Delivery arrangements and procurement:** A key barrier linked to the above was the large number of sub-consultants involved. There were complex delivery arrangements particularly for the public realm and shop front improvement projects. OJEU processes had to be used due to the size of the project but the council's term contractor was eventually used alongside other sub-consultants. Consultation has suggested that the use of the term contractor did not necessarily result in the best value for money nor the highest quality of delivery.
- **Connectivity of projects:** Due to this complexity and lack of resource, it was difficult for the project to connect interventions together. Aside from the town square and the market, other projects could have been linked to mutually reinforce one another and have a greater positive impact on the town centre.
- **Paving project:** The most unifying feature of the scheme was the extensive granite paving. However, this could have been implemented to a higher standard: delays in sealing the new paving impacted on the look and perception of the work, diminishing the value of the investment. Given this experience, the council will need to carefully scrutinise and manage any future paving projects.
- **Apprenticeships:** This was one of the more challenging elements of the project and as a result targets in relation to this indicator were not met. There were difficulties in identifying suitable candidates and a number of individuals when they did get a job left the apprenticeship scheme.

- **Delivery timescale and cost:** In addition, the council had limited scope to influence the delivery timescales and costings for strands of delivery where other lead stakeholders were involved in the process. For example, the new Legible London signs (TfL), removal of telephone boxes (BT and Arqiva) and the installation of new signage on non-council assets (Network Rail) were out of the council's remit, but crucial to delivering the project

4.19 Delays to project delivery have had a negative impact on costs, as it has required on-going management and consultant support.

Lessons learnt

4.20 Strong communication is essential for alleviating possible barriers that may arise from working with a range of different stakeholders. Lessons have been learnt in relation to this:

- **Scope:** Setting a clear scope and expectations about the project and communicating this clearly to delivery partners before works start is important to ensure potential issues are flagged up in a timely manner.
- **Contract constraints:** Agreeing fixed costs in advance provides greater certainty for the project's budget, however this does not take into account unforeseen delays. Fixing costs around delivery of expected outputs, but stating constraints and tolerances for the contract, as well as applying penalties for failing to deliver expected outcomes could resolve the issues of delay costs. This is particularly important where delivery is undertaken by Council term contractors who may lack an incentive to deliver works within the expected quality and timescales. Furthermore,

contingency fees for consultants should be set aside and managed by the council.

- **Limiting town centre disruption:** A communication strategy for local people and businesses can mitigate against negative impacts of disruptive construction. In the future, having a town team that provides a clear link to the delivery of the project will help to channel the local community's needs.
- **Peer to peer communication:** Communication between other councils also delivering OLF would have been useful to have further assistance/critical peer reviews during delivery.

Legacy

- 4.21 By establishing a sense of unified direction for the town centre, and through the establishment of the Cricklewood improvement programme, the town centre now has a more coherent group of stakeholders who can proactively continue to engage and promote the town centre. Being involved in the OLF project has given council the confidence to apply for further funding and proactively engage residents and businesses to collaborate in future events and help with fund-raising.
- 4.22 The project has strengthened LB Barnet's working relationship with all neighbouring boroughs and demonstrated that cross-border collaboration is achievable using a co-ordinated and sensitive approach. The establishment of the Design Charter is a strong example of this and provides an innovative platform to guide future intervention and improvement in the town centre.
- 4.23 There is also a physical legacy: the delivery of the town square with supporting infrastructure (e.g storage and amenity facilities for the market) provides a platform for an ongoing programme of town centre events and markets organised by the town team.
- 4.24 The project has also improved communication between community groups. The project has opened a dialogue between local community groups and the council, enabling them to proactively identify, report and collaborate toward the resolution of on-going issues. In practical terms, the www.cricklewood.net website provides a platform to continue to strengthen communication and knowledge sharing in the future.
- 4.25 At a more strategic level, the town centre is now at the forefront of the council's agenda due to the exposure of the project and proactive conversations through the process. In addition, business support has led to continued knowledge sharing, further enabling businesses to guide the revival of the high street. This energy alongside the design charter will promote continued cohesive improvements into the future.



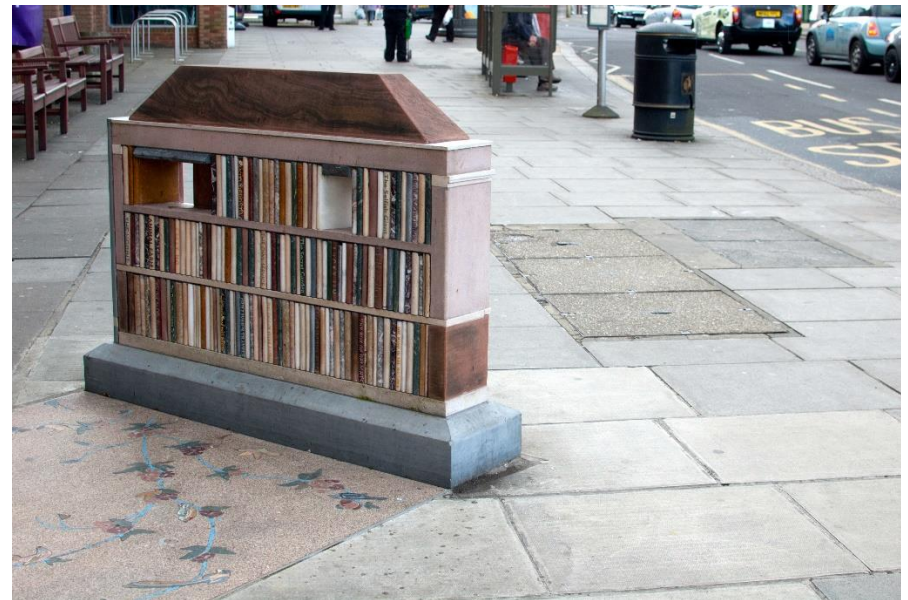
Case Study 5: NORTH FINCHLEY

Project Description

- 5.1 North Finchley is the third largest district centre in the London Borough of Barnet, located in the east of the Borough. The high street has a good retail offering, with a diverse range of independent stores alongside well-known chain stores. Situated within a relatively affluent catchment area with a diverse community in the locality, the town centre serves a range of interests and needs.
- 5.2 The North Finchley OLF Round 2 Project was designed to deliver economic uplift through improving the physical environment of the area and raising awareness of what North Finchley has to offer.
- 5.3 The project consisted of multiple strands of delivery which can be grouped together into five main categories:
- **Enhancing the cultural offer** - a focused range of projects geared towards opening up more space for street activity, performances, art installations, pop up shops, and markets; alongside creating a more attractive environment to enjoy these activities;
 - **Public realm improvements** - a suite of physical improvements targeting the wider town centre area in addition to a series of unique mini wayfinding sculptures in selected locations. A traffic management and parking review was undertaken alongside physical interventions in order to assess the existing mix of parking options and to ensure parking will support the future offer of the town centre;
 - **Enterprise and capacity building** - a package of employment and training support programmes intended to help unemployed young people find employment; establishing a town team; and re-activating vacant units in a refurbished shopping parade (Grand Arcade);

- **Events and marketing** – a series of events supporting the Olympic Torch celebrations, and marketing efforts to encourage businesses to take part in events. In addition, bespoke events and marketing were undertaken to promote the town centre to attract new visitors.

Figure 5.1 Mini Way Finding Sculpture



Source: LB Barnet, 2015

- 5.4 The project was awarded £1.1 million OLF R2 funding from the GLA, with further contributions from the council bringing the total project value to £1.45 million. The proportion of revenue and capital funding was 20% and 80% respectively.

Summary of delivery performance

- 5.5 The North Finchley OLF Round 2 project was delivered by the London Borough of Barnet in close partnership with the GLA, TfL and wider stakeholders in the local area.
- 5.6 As with the Cricklewood project, the Skills and Enterprise Manager was responsible for the day to day delivery of the project and team leadership. A Town Centre Projects Officer provided support on planning and delivery along with administrative services.
- 5.7 There was strong collaboration with other officers within the council particularly with highways and planning.
- 5.8 External contractors were involved in the delivery, including construction firms, architects involved in the design and a business consultant to deliver business support.
- 5.9 The project was originally contracted by the GLA to deliver over a two year period from 2012 to March 2014. Due to delays, the actual project end date was March 2015. This was largely due to protracted discussions regarding the cultural projects including the relocation of the landmark library and Artsdepot project (discussed below under barriers to delivery).

Outputs and impacts

- 5.10 Key project deliverables / outputs are summarised in the table below. Overall, all projects were delivered as expected, largely either reaching or surpassing original targets.

Table 5.1 Summary of Project Outputs / Deliverables

		Target	Actual
Public Realm	Area of public realm improved	5 (areas rather than m2)	5 (areas rather than m2)
	Wayfinding/signage elements	13	12
	Number of trees planted	26	28
	Number of pocket parks established	1	1
Enterprise & capacity building	Town teams established	1	1
	Number of re-activated vacant units	3	3
Marketing and Events	Events held	3	9
	Number of businesses engaged during Olympics events	N/A	47
Other	Markets established	1	1

- 5.11 These outputs have had a significant wider impact in the short period of time after completion:

- **Increased footfall:** Footfall has increased in the town centre, by 14.4% on market days and 22.8% on non-market days. This indicates that the series of events and cultural activities have been successful in attracting more visitors to the town centre. Furthermore, the greater increase on non-market days is important in demonstrating how the high street now has a more diverse and attractive offer, with a wide range of events and activities able to draw in visitors without the conventional attraction of the market.

- Increased satisfaction:** public realm improvements and cultural events have improved the satisfaction of visitors, with 75% of visitors (10.3% increase from before the project) rating the town centre as either good/very good. Enabling greater awareness of what the town centre has to offer has been key in enhancing the experience of visitors and their perception of the town centre.
- Improved health of high street:** surveys undertaken for the self-evaluation indicate that the improvements are beginning to have an overall positive impact on the health of the high street. New businesses have established in vacant units, introducing more diverse uses such as cafes or reviving businesses that had gone out of business. In addition, numerous shops along the high street have invested in improvements to their own shopfronts, representing knock on effects.
- Increased confidence:** Vacancy rates have nearly halved since the projects began, demonstrating greater confidence from business owners to invest in the town centre.

5.12 Performance against the key economic impact targets set for the project are summarised in the table below. This demonstrates that where information is available the project has met its targets.

Table 5.2 Summary of Project Impacts			
		Final Target	Actual
Core direct / indirect jobs	FTE Jobs created	10	10
	FTE Jobs secured	20	21
% change in business turnover		5% increase	11% of businesses reported increase in turnover; 45% reported decrease
% change in visitor satisfaction		Increase of 10% from baseline of 65%	Increase of 10.3% to 74.75%
% change in footfall		Increase: 15% Baseline: 118 average (market day) 94.5 average (non-market day)	Increase: 14.4% (market day) and 22.8% (non-market day)
% change in vacancy rates		10% reduction from baseline of 8.7%	47% reduction to 4.5%
Young people receiving support / training		20	20
Young people placed in apprenticeships		3	3

Figure 5.2 Heritage and Wayfinding Plaques at Tally Ho Corner



Source: LB Barnet, 2014

Effectiveness of delivery

5.13 Largely speaking the delivery process was effective, drawing on a number of different delivery mechanisms. Key considerations include:

- **Project management / governance:** the same management structure was used for both the Cricklewood and North Finchley projects. As with Cricklewood, there were a number of delivery leads, responsible for different strands of project delivery. While for the most part this worked well, lack of an

overall project manager resulted in some challenges and inefficiencies with regard to strategic oversight. As noted above a lack of track record and skills within the council of delivering similar projects also resulted in delivery challenges.

- **Complexity of project:** The programme was complex given the quantity of small projects and amount of stakeholder engagement required. Dedicating a lead for each strand of delivery helped to manage and steer individual projects and collaborate with stakeholders. However, as noted above this also resulted in challenges regarding overarching project management and strategic oversight.
- **Resourcing:** Stronger internal communication is necessary to ensure that departments give future projects the appropriate level of support and resource. A key challenge was resourcing the project with the necessary expertise to deliver best quality and value for money. Particular challenges were faced working with other council departments who lacked particular skills to deliver design-driven projects, and incentivising term contractors to perform beyond expectations set out in the term contract.
- **Creating new structures:** Creating a town team without using an existing community group proved challenging. Despite this, the town team was formed and has been reasonably successful. The GLA's Specialist Assistance Team was useful to support the Town Team, injecting creativity into the Ten Grand Arcade project, as well as providing practical and cost effective solutions for the design of the units at the Grand Arcade.

Achievements

5.14 The project delivered the following achievements:

- **Enhancing the cultural offer:** the project was able to establish a positive and supportive relationship with Artsdepot and carry out events in the nearby area. Playful wayfinding elements and heritage plaques at Tally Ho corner successfully celebrate that which makes North Finchley unique. The Hasler Gallery in the Grand Arcade also continues to bring high quality art exhibitions to the town centre;
- **Enabling the town team:** Three vacant units were reactivated and allocated for the Town Team in the Grand Arcade shopping mall, providing a home for this group in the heart of the Town Centre. They now provide services to start ups, space for community events and also created a hub of cultural and pop up events via the North Finchley Feast and the Hasler Gallery;
- **Effective community engagement:** The council engaged with the local community from the project start, enabling the team to gain some quick insight which ultimately fed into solutions delivered in the town centre. Early engagement not only contributed to greater visitor satisfaction of the end product, but also promoted awareness of the projects;
- **Wider public realm:** the introduction of seating along the high street has been well received and has a high level of usage. The increase in cycle stands has also helped to promote sustainable travel.

5.15 Overall though it is considered that the project has been less impactful (particularly visually) than originally planned. This is due to

a number of changes which had to be made to the project (see below).

Figure 5.3 Improved Public Realm at Tally Ho Corner



Source: LB Barnet, 2015

Barriers to achievement

5.16 Barriers to achievement include:

- **Understanding town centre issues:** The time constraints in compiling the initial bid impacted on the council's ability to consult with other stakeholders beforehand. Greater

stakeholder engagement early on would have enabled barriers to have been identified sooner and mitigated against.

- **Permissions and legal agreements (Library and Artsdepot):** A key barrier to delivery involved achieving permissions and legal agreements involving assets outside direct ownership/influence. This specifically impacted on locating the new landmark library and re-activating vacant units inside Artsdepot, as well as obtaining consent from the landlord within the Grand Arcade to place a projector on the roof of the building. As a result of this, the original project idea had to be redeveloped quite quickly and the final project which was delivered was to some extent a 'watered down version' of the original proposals.
- **Difficulties in engaging businesses and wider council policies:** Another barrier existed where the project team was unable to influence wider council policies. For example, a new council policy regarding parking was implemented shortly before the start of the project and led to alienation from the majority of high street shop owners. This hindered the positive engagement with local businesses necessary to create a business forum. The team were also unable to influence wider council regulations. For example, creating a new weekly market was dependant on waiving typical parking charges to enable the market to locate on a car park site. Not being able to change this meant that typical charges would apply, meaning market stalls would not be viable.
- **Olympic 2012 celebrations:** overall these events were considered to be disconnected from the rest of the project. They were relatively expensive and were not as successful as was hoped in terms of visitor numbers. In particular, it was

difficult to sustain any momentum and reap the wider benefits of these.

- **Grand Arcade:** there were difficulties with this project initially and it had to be re-launched part way through the project. However, after negotiations with the owner and following a re-launch, the space appears to be more successful. A gallery space has increased footfall but more could be done to work with the gallery to ensure that these benefits are spread more widely across the town centre.
- **Police negotiation:** opposition from local police in regard to the introduction of seating along the high street hindered progress of this initiative. In order to overcome this barrier, the council negotiated for the benches to be installed for a trial period and monitored for signs of negative impact (e.g. the police expected an increase in anti-social behaviour). After trial period of six months, police agreed that the improvement was beneficial and supported the initiative.

Lessons learnt

5.17 Key lessons identified include:

- **Understanding potential issues early on:** Spending time prior to developing the bid to understand the key town centre issues and whether key projects are deliverable is essential. The difficulty in obtaining permissions and achieving legal agreements involving assets outside Council ownership/influence highlights the importance of identifying key barriers involving external stakeholders early in order to start engagement as soon as possible.
- **Involving partners early on:** it is essential that delivery partners are well briefed on the type of works that are to be

delivered at an early stage. Engagement (e.g. with term contracts and other council departments) early on is important to ensure that any issues flagged up can be resolved.

- **Project management:** as noted above, establishing an effective project management and governance structure is key – particularly in such a complex project comprising multiple strands of delivery.

New Signage for North Finchley Library



Source: LB Barnet, 2014

Legacy

5.18 Early evidence suggests there is a strong legacy of the project:

- **Momentum:** The OLF Project enabled the creation of an organisation within the Town centre (NFFT) that is proactively taking forward Ten Grand Arcade and aiming to further enhance the business outcomes that were not fully achieved for the duration of the project. NFFT has also been successful in involving other organizations, such as N12 artists and TimeBank to help tackle other tasks that were not possible to address through the OLF project – for example shop and drop, and more engagement with businesses. The project has also contributed toward the business case for a business support hub inside Ten Grand Arcade.
- **Ten Grand Arcade project:** this is expected to continue following successful negotiation of the lease with more flexible terms and reduced rent rate by the council and the town team.
- **Spin offs:** In addition, an idea for further transport investment was formulated during the development process which has now secured funding and is due to be delivered. This demonstrates how bringing together stakeholders to focus on issues regarding the town centre can create innovation and sustain momentum.
- **Improved relationships:** Given the success of the trial period for the high street bench initiative, the police are now more open for further improvements and proposals which they would have previously opposed.
- **Focus on the town centre:** Finally, the project has helped the council to think more critically about their town centre activities. The project enabled a greater focus on the town centre as a key economic hub in the Borough. North Finchley is now recognised as a priority town centre by the council and a business case has been made for future investment.



Case Study 6: HARROW

Project overview

- 6.1 Harrow Town Centre is a Metropolitan Centre positioned to the south of the London Borough of Harrow. It is the Borough's primary retail and office centre, acting as a vital economic hub providing 20% of Harrow's jobs. With increasing competition from neighbouring town centres, shopping destinations (such as Westfield) and the growth of internet shopping, the town centre needed to renew its outdated image and improve its offering to remain competitive.
- 6.2 The OLF R2 project was developed following the completion of the OLF Round 1 project and looked to build upon momentum generated by those investments. The project aimed to revitalise the town centre by encouraging shoppers back to the high street and by developing its reputation within London and further afield.
- 6.3 The project comprised of numerous strands of delivery which can be categorised into three groups:
- **Public realm improvements:** interventions geared towards improving legibility and ease of movement within the town centre (including installation of Legible London); efforts to renew the physical environment (e.g. public realm renewal in and around Havelock Place and St Ann's Road); and refurbishing Lowlands Park to provide a new park with a state of the art performance area;
 - **Business support:** establishment of a Town Centre manager and BID Promotion Manager to establish and develop a Business Improvement District;
 - **Events and marketing:** a suite of events to animate the town centre and encourage footfall.

Figure 6.1 New decluttered public realm in the heart of the town centre



Source: LB Harrow, 2015

- 6.4 The project was awarded £1.75 million OLF R2 funding from the GLA, with further match funding from the council and additional private sector contributions bringing the total project value to £3.6 million. The proportion of revenue and capital funding was 10% and 90% respectively which demonstrates the capital intensive nature of the project.

Summary of Delivery Performance

- 6.5 The Harrow OLF Round 2 project was delivered by the London Borough of Harrow in close partnership with the GLA, TfL and wider stakeholders in the local area.
- 6.6 The day to day management of the project was delivered by the economic development team within the council, which worked closely with other council department (e.g. Highways) to ensure efficient delivery.
- 6.7 During the course of delivery (and as a result of OLF activity), the Harrow town centre BID was established. The BID team members were previously involved in Harrow town centre management (and hence the OLF project) and played a key role in the remainder of the delivery process.
- 6.8 The project was originally contracted by the GLA to deliver over a two year period from 2012 to March 2014. However, the actual project end date was March 2015. Delays in delivery largely reflected a lengthier than expected design and delivery period for the Lowlands Park element of the scheme and complications throughout in negotiating with third party organisations.

Outputs and impacts

- 6.9 Key project deliverables / outputs are summarised in the table below:

Table 6.1 Summary of Project Outputs / Deliverables

		Target	Actual
Public Realm	Areas of public realm improved	5,600 sqm	5,600 sqm
	Legible London signs	11	11
	Number of trees planted	No target	19
	Town parks and performance space created	1	1
Business Support	BIDs established	1	1
	Number of re-activated vacant units	3	3
	Town Centre Manager appointed	1	1
Marketing and Events	Town centre events held	20	20

- 6.10 The project was designed based on a long-term vision to improve the fortunes of the town centre and reverse a long standing trend of town centre decline. With this in mind, impacts are likely to accrue over a long time frame. That said, the town centre is already showing signs of positive uplift:

- **Town centre satisfaction:** anecdotal evidence from consultation with visitors and business owners suggest people are more satisfied with the town centre. Despite awaiting final survey results for visitor satisfaction, 27% of respondents in November 2013 said Harrow Town Centre had become a better place to visit over the preceding 12 months;
- **Increase in footfall:** town centre events attracted a large amount of visitors, demonstrating the capability of events to

increase footfall. Lasting impacts on town centre footfall are still to be confirmed;

- Vacancy rates:** although vacancy rates increased since the baseline period, a reduction in vacancy rates in January 2015 show signs of a reversal. This is particularly significant considering retail outlets tend to close after the Christmas period. The most recent survey suggests vacancy rate based on frontage was 8.5% in April 2015 compared to 9.2% in January, demonstrating more confidence from businesses to invest in the town centre;
- Job creation** – evidence collected by LB Harrow suggests a high level of employment creation in Harrow town centre since the start of the OLF programme. However, it is important to caveat this data: the council have calculated it based on changes in office floorspace vacancy and it has not been weighted to reflect the actual proportion of this which was as a result of OLF funding. No information has been provided to date regarding performance against the jobs secured target;
- Confidence of investors:** Aside from economic uplift indicators, anecdotally there has been an increase in confidence for private sector investment. Proposals for new housing and commercial space in the empty former Post Office site, as well as £8m private sector investment in retail refurbishment demonstrate confidence in the town centre.

6.11 The key economic uplift indicators are summarised in the table below.

Table 6.2 Summary of Project Impacts

		Final Target	Actual
Core direct / indirect jobs	FTE Jobs created	183	283*
	FTE Jobs secured	183	Not confirmed at time of final evaluation
% change in visitor satisfaction		Increase: 2% Baseline: 16%	Not confirmed at time of final evaluation
% change in footfall		Increase: 2% Baseline: 1,807,860	Not confirmed at time of final evaluation
% change in vacancy rates		Decrease: 2.5% Baseline: 8.5%	Increase of 0.7% points to 9.2%

*Note: as per the grant agreement, this is based on increase in office occupancy and has not been weighted to reflect OLF additionality.

Effectiveness of delivery process

- 6.12 The project used a programme board consisting of the Portfolio Holders for Environment, the Planning and Regeneration team and local ward councillors. This helped to enable a quick mechanism to secure high level political buy in from the beginning of the design process. Wider council restructuring later saw the creation of a single Enterprise and Environment Directorate under a single corporate director: this was beneficial in ensuring it was easy to co-ordinate street cleansing, licensing and network management when organising events.

- 6.13 The delivery process was smooth in terms of land acquisition, with much of the public realm publicly owned - meaning land assembly activities were not required to complete capital works.
- 6.14 During the delivery process there was effective co-ordination between Planning, Transport Highways and Asset Management teams in the development of capital programmes. The programme manager had a previous working relationship with highways which helped with collaboration.
- 6.15 GLA officers had a positive contribution on the development process, by producing project specifications for tenders, working with engineers and architects to develop capital programmes, and providing steer to the council's programme board.
- 6.16 The project team welcomed the design involvement of the GLA and emphasised that this helped to deliver a higher quality result than might otherwise have been achieved. The project team noted, however, that while important, design considerations need to be carefully balanced along with long term maintenance, care and practicality considerations (which will ultimately be the responsibility of the council).

Figure 6.2 Lowlands Performance Space



Source: LB Hounslow, 2015

Achievements

- 6.17 The Project has been effective in delivering strategic added value:
- **Strategic leadership** has been demonstrated as Harrow was invited to articulate the needs of Outer London Boroughs and the lessons from OLF to the GLA Regeneration Committee in December 2013. The Borough also presented at the High Streets Conversation events in July 2014;
 - The project gave the Town Centre Forum a purpose through **strategic influence**, which was strengthened to include anchor businesses, police, NW London Chamber of Commerce, Harrow College, Churches Together, Transport Users Group and local residents association;

- There was **synergy** between the Council, LOCOG and the GLA, demonstrated in examples such as the Olympic Torch Relay, London Outdoor Arts Festival and delivery of projects to increase connectivity in the town centre;
- **Strategic engagement** was shown through the establishment of a BID, which involved buy in from numerous different actors;
- **Leverage:** the successful delivery of the project has helped to lever in additional council resource to proposed improvements at Harrow on the Hill station.

6.18 A number of other achievements have been recorded to date, including:

- The project demonstrated strong additionality, allowing the council to renew and modernise a section of the high street where previous proposals had been vetoed;
- Creation of a town centre management team and development of a **Business Improvement District** has energised businesses and placed emphasis on their role in developing and promoting the area where they trade. The creation of the BID has ensured that a 1.5% levy on business rates is now available to spend on projects in the Town Centre;
- Funded events have been noted as **good case studies** in London Councils' "Streets Ahead", and the Local Government Associations' "Driving growth through local government investment in the arts".

Barriers to Achievements

6.19 The project team have identified a number of barriers to achievement, including:

- **Ambitious design:** The main barrier to achievement revolved around the design and construction of the new Lowlands Park and performance area. Given the blank canvas provided, design teams set out to be ambitious and specialist with proposals. As a result, design work, consultation and delivery of the planning application for Lowlands was lengthier than originally planned, due to the innovative design for a Performance Space and Café chosen by the council and GLA;
- **Delivering design:** The choice of design for the Performance Space and Café required a specialist contractor, as opposed to the term contractors the council were expecting to use. This was not immediately realised, and as a result a procurement process for a contractor was run later than expected, further delaying commencement and completion;
- **Stakeholder negotiation:** Although not directly funded by OLF, but contributing to public realm improvements, new catenary lighting was proposed for St Ann's road in the heart of the town centre. The designs were abandoned after nearly 18 months of attempting to identify landlords and negotiate wayleaves with those landlords to enable the lighting to be secured to their buildings. This again demonstrates how specialised design specifications have led to complications and delays. In addition, separate lengthy negotiations with London Underground were necessary at the start of the programme, in order to resolve the issue regarding the connection between two soil pipes which would be made through part of the LUL land.

Lessons learnt

- 6.20 A number of key lessons have been learnt through delivery:
- **Increased confidence:** Investment in the public realm increases confidence for the private sector, by providing greater certainty that the town centre is moving in a positive direction and remains a priority for public sector investment;
 - **Nature of capital programmes:** the project has provided a high level of learning regarding the delivery of capital programmes. Capital programmes are often complex and become more so with a greater numbers of stakeholders. Specifically, specialist designs may not be able to be delivered in house, but require early procurement to outsource an appropriate design consultant;
 - **Importance of revenue projects:** Capital programmes alone are not sufficient in attracting new visitors and changing perceptions; revenue projects must run alongside capital interventions. Events proved to be a good mechanism to galvanise visitors, shoppers, local media, community groups and businesses. Public realm improvements can be advertised and celebrated using these mediums, and energy created can be successfully channelled into pro-active actions - in this case the Business Improve District;
 - **Evaluation requirements:** With a project like this, there is a built in weaknesses for programmes which aim to deliver a long term economic impact but are evaluated shortly after completion. Although some impacts have already been demonstrated, longer term impacts will not be achieved in this time frame. Ongoing monitoring and evaluation is required to understand long term impacts.

Legacy

- 6.21 LB Harrow emphasise that town centre challenges remain, including competition from nearby shopping centres and online retailing, but also from the new permitted development rules which have resulted in the loss of commercial space.
- 6.22 Despite this, the project leaves a strong legacy, reflecting the positive influence of the project on key stakeholders, the momentum this has built and the enhanced capacity for future investment:
- **Business Improvement District:** Through the creation of a Business Improve District, continued drive and momentum has been created which will continue delivering benefits for the town centre. The BID has now taken the role of co-ordination and leadership, with BID sub-groups now in place to address crime, improving the environment and marketing and promotion of the Town Centre;
 - **Momentum:** The momentum of the project has influenced private stakeholders to gain a greater interest in investing in the town centre. Redevelopment into the former post office building highlights the new appetite from private investors. Now the project has ignited this interest, knock-on effects will continue, as initial private investment into new housing will attract further investment into supporting development;
 - **Capacity for future development:** delivering a new park has increased the capacity facilitating further investment and growth in the future. For example, the park will serve as accessible green space to the new housing redevelopment of the former post office site, where residents will not have access to a back garden. Increasing the amenity of green space is vital to promoting a liveable town centre which is able to facilitate growth.



Case Study 7: HOUNSLOW

Project overview

- 7.1 Hounslow Town Centre is a metropolitan centre located in the centre of the London Borough of Hounslow. The area is well connected and has a strong local service offer.
- 7.2 Despite this, previous research conducted by the council highlighted a lack of office space and evening leisure uses in the town centre, in addition to low quality public realm and open space.
- 7.3 The OLF R2 project was developed following the success of the OLF Round 1 project and looked to build upon momentum generated by those investments.
- 7.4 Multiple strands of interventions were delivered, which can be categorised into four groups:
- **Public realm improvements:** projects involved improving the legibility and ease of movement along the high street (through public realm improvements and installation of Legible London signs); and creating flexible public spaces for events and markets (e.g. Bell Square and Church Square);
 - **Business support:** projects focused on creating new opportunities for traders (through the creation of a new 24-stall street market) and supporting existing businesses (e.g. shop front improvements);
 - **Events:** a collection of events geared towards attracting footfall to the high street in addition to facilitating future events (through the installation of power supplies and creation of flexible public squares).
- 7.5 The project was awarded around £2 million OLF R2 funding from the GLA, with further match contributions from the council and private investment bringing the total project value to £3.8 million.

Figure 7.1 Shopfront Improvement



Source: LB Hounslow, 2015

Summary of Delivery Performance

- 7.6 The project was delivered by the London Borough of Hounslow in close partnership with the GLA and wider stakeholders in the local area.
- 7.7 A town centre board was formed (which included senior officers and councillors) to steer the project within the council. Responsibility for day to day managing of the project fell in the hands of officers within the council who had been brought in specifically to manage the OLF project.

7.8 The project started in December 2012 and was due to finish in March 2014. However, the project encountered a series of delays, reflecting lengthier than expected procurement processes, resource challenges, and difficulties in the design and delivery of the public realm works (particularly Bell Square). These are explained in more detail later in this case study. Final completion was in March 2015.

Outputs and impacts

7.9 A summary of project outputs is outlined in the table below. The table shows that key outputs included the delivery of major public realm improvements, a new market and a programme of events. A lower number of shopfront improvements were delivered than anticipated due to higher than expected costs of these.

Table 7.1 Summary of project outputs

		Target	Actual
Public Realm	Area of public realm improved	8,000 sqm	8,026 sqm
	Wayfinding/signage improvements	No Target	9
	Number of street trees planted	No Target	18
Shop-fronts	Shop fronts improved	17	9
Marketing and Events	Number of events held/supported	No Target	16
Business support	Business support and training provided	No Target	8
	Town Teams Established	No Target	2
Market	Market pitches	24	24

7.10 The delivery of these outputs have resulted in a number of positive impacts:

- **Visitor Satisfaction:** initial surveys indicate that visitors are happy with the environment of the high street. Users’ satisfaction with the “environment and appearance” of the town centre has increased from an average baseline of 2.8 before works to 3.4 after works (on a scale of 0-5, 5 being the highest). In addition, 32% said the market had made the biggest difference to their satisfaction;
- **Business satisfaction:** 45% of businesses reported that business conditions are positive, as opposed to 35% before the works. 94% of businesses are now confident about their future, compared to 57% before the improvements;
- **Increased footfall:** initial surveys suggest that the high street is busier now, with anecdotal evidence indicating the town centre has overtaken other nearby centres as the most popular, through attracting new visitors. Previously, 29% of respondents said that Hounslow was the shopping area they visited the most, behind Kingston, whereas now it has become the most popular high street for 54% of respondents;
- **Investor confidence:** there is evidence which suggests commercial operators have increased confidence in the high street and are beginning to invest. Two new retailers (H&M and Next) invested in the town centre, which was largely negotiated on the basis of town centre improvements;
- **Employment** – initial research suggest around 48 jobs have been created as a result of the creation of the market with 24 stalls (facilitating 2 jobs each).

7.11 The economic uplift indicators are outlined in the table below. The results indicate that the project has started to improve the

performance of the town centre, through greater footfall and an improvement in visitor satisfaction.

Table 7.2 Summary of Project Impacts			
		Final Target	Actual
Core direct / indirect jobs	FTE Jobs created	17	48
	FTE Jobs secured	No Target	2
% change in visitor satisfaction		Increase to 60%	Increased to 67%
% change in footfall		Increase by 2%	Higher street figures not available, but footfall in treaty centre is up 11.1%
Young people placed in apprenticeships		1	2

Figure 7.2 Market traders at the new market on Bell Square



Source: LB Hounslow, 2015

Effectiveness of delivery process

- 7.12 Project delivery was led by LB Hounslow’s Regeneration, Spatial Planning & Economic Development department.
- 7.13 Three fixed term posts were initially created to manage the Hounslow and Brentford OLF projects although there were a number of changes in team members throughout the course of delivery. While these changes were unavoidable, they impacted on the efficiency of delivery.

- 7.14 The town centre board was reshaped into a new board to steer the project strategically. The board worked well and enabled a balance between strategic steer without needing to consult on every decision.
- 7.15 Hounslow originally ran an open procurement process to appoint a design consultant: this open process led to some initial delays in project start up. Later on in the process difficulties were encountered with the transition from the design stage to the delivery of the Bell Square project. Initial designs were not worked up in a high enough level of detail for the contractors to progress and LB Hounslow commissioned new design consultants to work up the designs in more detail. This highlights the importance of clearly defining scope and delivery detail (as far as possible) at initial contracting stage.
- 7.16 Partly reflecting the transition from one design consultant to another, and partly reflecting changes in project management (both at LB Hounslow and the GLA), changes in detail of the design for Bell Square were then progressed without being signed off by the GLA. This has reportedly contributed to a lower quality of delivery for certain aspects of the public realm scheme. Contractor arrangement also contributed to this: the use of LB Hounslow term contractor reportedly resulted in a lower quality of delivery than might have been expected had an open procurement process taken place to find a *specialist* contractor.
- 7.17 As noted above, there were changes in project management at both LB Hounslow and the GLA throughout the delivery process; it was felt that this also contributed to some inefficiency in the delivery process.

Project Achievements

- 7.18 Key achievements from the Hounslow project include:
- The project has achieved strong **additionality**. Improving the high street has been a high priority of the council for a

number of years. By successfully acquiring OLF funding, this provided the financial incentive to mobilise partner and stakeholder resources in order to deliver improvements to the town centre;

- **Network building:** Better relationships have been forged with businesses and town centre users, who can see the council is investing in their area and contributing to positive change. In addition, consultation with businesses for shop front improvements built stronger relationships;
- **Profile raising:** The project has successfully raised the profile of the town centre. This has improved the profile of the town centre amongst visitors, but also among investors (demonstrated by the arrival of H&M and Next);
- **Increased leisure offer:** Given the addition of the market and the new performance space at Bell Square, the town centre now has a greater diversity of uses and activities, which contributes to creating a wider leisure offer. This is in keeping with the primary objective to create a “living street” which promotes a greater range of experiences not limited to shopping;
- **Community cohesion:** The programme of events proved to be successful not only in attracting visitors, but also in encouraging participation from local people. Overall, 30,000 took part in the Bell Square events, bringing diverse communities together and installing a sense of pride in Hounslow as a place.

Figure 7.3 New Public Realm Alongside Market Stalls



Source: LB Hounslow, 2015

Barriers to Achievements

7.19 Barriers to achievements from the Hounslow project include:

- **Design and delivery challenges:** The design and delivery challenges regarding the Bell Square scheme mentioned above had a direct impact on the efficiency and effectiveness of delivery, resulting in delays and in a lower than anticipated standard of delivery (especially when considered against the Borough's Brentford OLF scheme);
- **Approach to procurement:** The project was delivered by Hounslow Highways, the council's highways service provider, which had recently been contracted. With hindsight, it is likely

that an open procurement process to find a specialist contractor would have resulted in more efficient and effective delivery (as was the case elsewhere in the Borough in Brentford);

- **Staff changes and capacity:** As mentioned above, the project was affected by significant personnel change throughout the course of delivery. This led to delays and impacted on the transition between the design and delivery stage. The project bid underestimated the level of officer resource required, which was compounded by the staff changes;
- **Timescales:** The original project timeframe set by the GLA was considered a barrier to delivery, accentuated by initial contract delays and compounded by an overlap with Round One projects still in the process of being delivered.

Lessons learnt

7.20 Research has identified a number of lessons for future delivery:

- **Minimising disruption:** Public realm improvements were delivered in small discrete blocks, meaning that disruption during works was kept to a minimum. This was important to mitigate against the negative effects of construction, and to encourage visitors to use the town centre as usual and ensure business were open as usual. That said, when taking this approach it is important that steps are taken to ensure that the coherency and consistency of the overall scheme is not adversely affected;
- **Procurement strategies:** The story of the Brentford OLF scheme versus the Hounslow OLF scheme highlights the benefit of running an open procurement process when

appointing contractors – in the case of Brentford this resulted in a scheme delivered more efficiently and to a higher quality;

- **Staff expertise:** Towards the end of the project, team members from the councils Highways department took a lead in delivery. This was beneficial in bringing more specialised expertise regarding delivery to the table. Having this expertise in place earlier would help to facilitate the transition between design and delivery;
- **Communications:** A number of late design changes to Bell Square were not signed off by the GLA and resulted in a lower than expected quality of delivery. While this partly reflected staff changes, a stronger level of communication would have improved the final outcome.

Figure 7.4 High Street Event



Source: LB Hounslow, 2015

Legacy

- 7.21 The nature of the projects delivered in Hounslow town centre will ensure a strong legacy for the project. At an overarching level, investment in the town centre has helped to support the council's ambitions for a number of proposed developments in the town centre including the new civic centre and the proposed high street quarter.
- 7.22 At a more practical level, delivery of Bell Square and the new public realm has now increased the capacity for the town centre to hold future events, by providing space and utilities needed. LB Hounslow has also commissioned the design and building of a bespoke pavilion for performers on Bell square, anticipated to be completed by spring 2016.
- 7.23 The project has strengthened relations with town centre businesses as a result of the successful negotiation with businesses regarding the shop front improvements. This will enable the council to work more closely with businesses in the future in shaping the town centre.
- 7.24 The project has also helped to establish the town centre board which is remaining active and is now shifting its focus to Feltham in the west of the Borough.
- 7.25 Finally, the project resulted in a legacy within the council in terms of building capacity. The OLF project has helped officers to build experience of major capital projects, giving team members greater exposure to construction and other issues in the delivery process. This has built a greater capacity for the council to deliver capital projects in the future. The project has also helped the council to establish higher standards for future projects to meet.



Case Study 8: KINGSTON-UPON-THAMES

Project description

8.1 Kingston is a large town centre located in the south west of London. The Kingston town centre project was launched to tackle a number of problems that had developed in Kingston during the downturn in the UK economy. The overriding aim of the OLF investment was to enhance the economic vitality of the town centre. The objectives, as set out in the bidding documents, were as follows:

- Making the historical centre of Kingston a key destination;
- Increase tourism from local (Greater London) to national and international clients; and to broaden the knowledge of local ‘sights’ and how to find them;
- Work with partners to maximise the opportunities available and better coordinate events and initiatives; and
- Expand Kingston’s evening and night time economy.

8.2 To achieve these objects, there were four main projects, as follows:

- Kingston Ancient Market Public Realm Improvement Scheme;
- All Saints Church Northern Entrance Improvements;
- Tourism Development;
- Bishop’s Palace Performance Space Equipment.

Figure 8.1 Map showing ambitions within Kingston Town Centre



Source: Kingston Town Centre OLF Round 2 Evaluation Report

8.3 The GLA awarded over £2 million of Outer London Fund (OLF) Round 2 funding to the Kingston town centre programme between 2012/13 and 2013/14. Match funding provided by the project partners took the total project value to just over £4 million. Delivery partners included the Heritage Lottery Fund, Kingston Council, Kingston University, Creative Youth and Kingston University.

Summary of delivery performance

8.4 The overall project was led by the Royal Borough of Kingston upon Thames, however, different partners were responsible for different

elements of the delivery. These sub-projects were delivered as follows:

- Ancient Market Public Realm Improvement Scheme - led by Kingston Council;
- All Saints Church Northern Entrance Improvements - led by All Saints Church Kingston;
- Tourism Development, specifically website development and mobile tourist information bicycles - led by Kingstonfirst;
- Bishops Palace Performance Space Equipment - led by Creative Youth.

8.5 The project was coordinated by a Strategic Group, which consisted of representatives from each delivery partner, who met on a monthly basis. These meetings were facilitated by Atkins, who were contracted to maximise the collaboration between all the partners and provide support on the monitoring of the project.

8.6 The project was originally contracted by the GLA to deliver over a two year period from 2012 to March 2014. The project was largely delivered on time, with the Ancient Market reopened by Kit Malthouse in June 2014.

Figure 8.2 Market – Flower Stall Improvements – Before and After



Source: Anthony Hurren Photography

Outputs and impacts

8.7 Some of the key project deliverables / outputs are summarised in the table below. These demonstrate that the Kingston project has either met or exceeded the targets which were set.

		Target	Actual
Public Realm	Area of public realm improved	No target set	4,750 sqm
	Number of street trees planted	No target set	2
	New way finding and other signs installed	0	1
Marketing and Events	Public events delivered	No target set	480
Other	Business Improvement Districts (BIDs) supported/established	0	1 (Kingston-first)
	Number of Volunteer Opportunities	59	260
	Tourist Information marketing Literature distributed	0	15,000 brochures distributed
	Recycling on the market	No target set	59.62% increase

8.8 The actual impacts achieved set against the original targets are also summarised below. The original targets were fairly conservative and the project has over-achieved against these.

	Target	Actual
Core direct/ indirect jobs	FTE Jobs created	1
	FTE Jobs secured	3 part time
% change in footfall	No target set	Increase: 1%
% change in vacancy rates	No target set	Large variation between 2011 and 2014, but now 7 fewer vacant shops
Young people receiving support/training	80 in 2013/14 120 in 2014/15	260

- 8.9 A total of 15 new jobs have been created as a result of OLF investment. Most of these jobs (12 in total) were newly created posts as a result of additional investment at the Ancient Market.
- 8.10 Based on general town centre footfall data collected by Kingston First, there has been a 1% increase in footfall since the baseline month (February 2011), where there were 20.79m visitors compared to 20.99m in April 2014. However, it is unclear whether the OLF investment has had any major impact on footfall in Kingston town centre, as the data collected was at the main shopping centre rather than at the point where OLF has invested in new public realm.
- 8.11 There has been some impact on the number of vacant units in Kingston town centre since January 2011. As of August 2014 there are just 4 vacant units in Kingston town centre, though this peaked at 18 in February 2014.
- 8.12 Over two of Creative Youths’ events (covering 6 days), 35 young people were directly involved, as performers, producers, curators and creators of the pieces, with the lead young artists gaining invaluable experience from working in a site specific context. This has

helped us to support young creative companies to develop their work.

- 8.13 A further 18 young people were also involved in working to design and implement the marketing campaign for both events and in documenting the project through photography, film and reviewing. The International Youth Arts Festival Kingston which the performances were part of have increased participation and volunteering opportunities for young people at a time of high youth unemployment.

Effectiveness of the delivery process

- 8.14 The delivery process was effective, but only with external support from Atkins. A number of other organisations have also played an instrumental role in the delivery process – not least Kingstonfirst, the local BID.
- 8.15 The high number of stakeholders involved in the project’s delivery meant that there was a need to collaborate extensively, something that did not occur at all stages during the project’s delivery. A number of the delivery partners questioned the value added in the council’s involvement in the project: in particular, there was a feeling that they would have preferred to bid directly to the GLA for funding and have overall responsible for project delivery as this would have helped to ensure that the scheme more closely matched local design and delivery expectations.
- 8.16 The council was appreciative of the support received from the GLA. However it was noted that at times, the data requirements of the GLA were onerous and placed increased burden on the council’s resources. In addition, the frequent changing of GLA project managers (three in total) meant there was some loss of continuity in the management of the project, although ultimately this had no

direct effect on the outcomes. On the positive side, Kingston BC found the guidance provided by the GLA on the design of the project very helpful (particularly from MDAG) since it provided reassurance that the designs they had developed would be positive.

- 8.17 A number of groups were set up to oversee the Ancient Market project including a project team responsible for the day to day delivery, a Members Group and a separate group which involved market traders and enabled consultation on the design of the market. Despite this some of the traders did not feel that they had sufficient input into the design of the market.
- 8.18 The process has made partners aware of some of the challenges of managing a successful market. As a result, partners are appointing a management company with a track record to take the management of the ancient market project forward. This partly reflects the unique skills which are required in running a successful market.

Achievements

- 8.19 The **Ancient Market Public Realm Improvements** have generated significant interest in Kingston and have reportedly led to an increased number of people visiting this specific part of the town centre. This has in turn reportedly benefitted shops in the locality, including businesses in the Apple Market, with several new start-up businesses being established. The Ancient Market has seen strong interest, with over 400 businesses on the waiting list for a market stall. It is felt that the overall offer of the market has improved and there has been an increase in the number of traders. Improvements to the waste collection and sewerage collection have further contributed to creating a more pleasant shopping environment, attracting more shoppers to the area.

- 8.20 The creation of a new entrance to **All Saints Church** has opened up the high street and helped to create a better connection with the rest of the town centre. This project has been successful at drawing in other funding to support improvements.
- 8.21 The Local charity, **Creative Youth**, have staged a number of arts events in Kingston, including ANIMATE (a festival of dance, theatre, music and art) and the International Youth Arts Festival, which was the biggest event of its kind in the UK, with 7,000 young people taking part in 300 performances across the town centre and attracting crowds of 30,000 people.
- 8.22 Many young people have benefitted from the project, with over 1,800 hours of work experience offered to students through Kingstonfirst. Creative Youth also exceeded their target for engagement with more than 260 volunteers engaged and a high percentage of NEET's involved in the core volunteer programme.

Barriers to achievement

- 8.23 Although the project was largely delivered on time, and exceeded some of its contractual outputs, there were several barriers to achievement in this project, namely:
- The market stalls that face inwards on the square have not benefitted as much as those which are outward facing (this reflects relative visibility to passers-by). In addition the location of benches at the top end of the market have created a barrier to pedestrians accessing this part of the market which has also impacted upon footfall;
 - Delays to the opening of the Bishop's Palace development, which led to delays in when the first event could take place.

Figure 8.3 Ancient Market Scheme



Source: Anthony Hurren Photography

- There have been a number of 'teething issues' with the market (e.g. garage doors not shutting) which need to be resolved. Whilst to be expected as part of any construction project, this has led to some dissatisfaction amongst some traders. Whilst the overall design of the market has been highly praised there has also been a degree of dissatisfaction with the design.

Lessons learnt

8.24 The key lessons learnt include:

- The council is much more aware of the demands that large capital projects place on its time, having invested 89 days of time on the project in kind. This represented additional cost to the council over the duration of OLF Round 2. In hindsight, the council would build in a budget in future bids to account for programme management, monitoring and evaluation;
- It was felt that the short timeframes for the project did not allow sufficient time for an effective procurement process and that it would have been beneficial to allow more time for pre-procurement planning. For a number of reasons, a typical council contract was used but in hindsight a design and build arrangement for the key physical projects may have been more effective. It is difficult to design and deliver complex capital schemes on high profile town centre sites as part of a 24 month funding cycle.

Legacy

8.25 The significant legacy that has been left by OLF Round 2 is the high quality outcomes of the projects, especially the Ancient Market Public Realm Improvements, which has set a precedent for future development and regeneration. It is hoped this will encourage other developers to increase the quality of their schemes to match the vision of the area. The projects undertaken in OLF Round 2 have been part of a wider regeneration programme in Kingston, Kingston Futures, and the combination of all of these projects, including recent funding from the Mayor of London's Mini Holland scheme, will all add to the regeneration efforts in Kingston. A number of projects have

elements which will continue to be delivered after the implementation of OLF Round 2. These include:

- Creative Youth will continue to use equipment for cultural events in the wider Kingston town centre area as well as the Bishop's Palace development;
- Kingstonfirst will continue to make use of the promotional tourism information bikes to promote Kingston town centre, and will continue to monitor website usage;
- The All Saints Church has received funding for additional phases of the restoration of the Church from the Heritage Lottery Fund;
- In addition Kingston Council is looking at funding options for further phases of the Ancient Market scheme, including improving linkages to the riverside;
- Ongoing management and maintenance of public realm.

Without receiving funding from OLF Round 2, it is thought that the majority of the projects completed would not have taken place, especially the Ancient Market project, which replaced an existing temporary market that had existed for 25 years. The high quality emphasis of OLF Round 2 will also help to raise standards for future regeneration and development projects in Kingston.



Case Study 9: NORTH-EAST ENFIELD

Project description

- 9.1 The North East Enfield project involved the five local high street centres that populate the A1010 in Enfield – Angel Edmonton, Edmonton Green, Ponders End, Enfield Highway and Enfield Wash.

It should be noted that while included within this report and originally an OLF R2 project, the North East Enfield project has subsequently been re-categorised as a High Street Fund project, and now sits outside the OLF programme.

- 9.2 The project sought to build on the progress made in OLF Round 1, to create a sustainable catalyst for growth and inward investment, unlocking access to development opportunities, encouraging new sectors into the east of the borough and revitalising communities.

- 9.3 The overarching objectives of the programme were to:

- 1) Redevelop the 188-216 High Street site in Ponders End High Street to directly deliver 150 new homes and 1,231sqm of retail and community space including a new library, and unlock development at the former Middlesex University site¹;
- 2) Inject new business activities to support the growth of the local day time and night time economies and create opportunities for local people to improve their employment prospects and enable enterprise to flourish;
- 3) Stitch together the gateway schemes already implemented along the A1010 corridor using a high quality and innovative

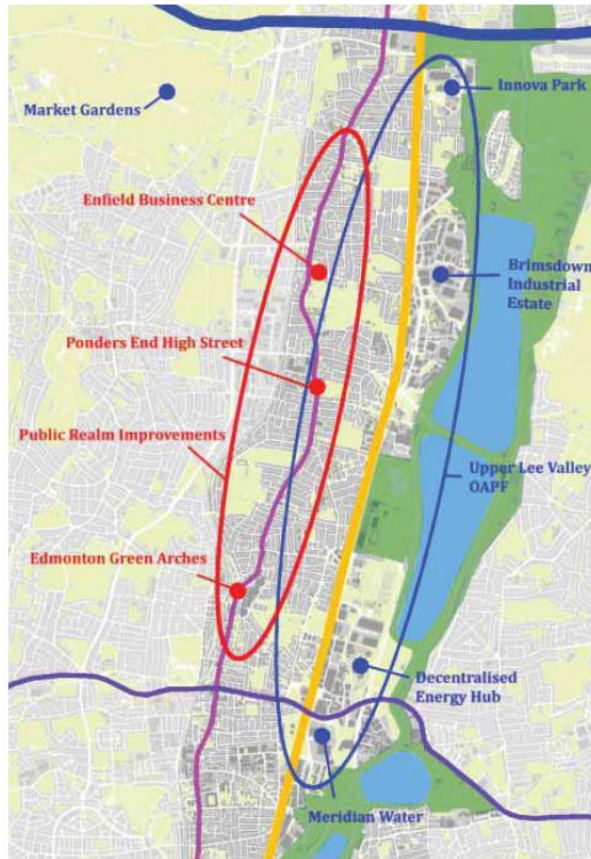
¹ NB that there have been some changes to the original scheme (reasons for which are discussed below) with 400 homes originally proposed. A smaller site has reduced the provision of workspace and community space but the library will be re-provided.

approach to urban and landscape design to create a sense of identity for each high street;

- 4) Build social capital within communities through a programme of events and festivals to support the physical regeneration programme and increase footfall to the high street.

- 9.4 The project was awarded around £1.9 million OLF R2 funding from the GLA, with further match contributions from the council and TfL bringing the total project value to £4.31 million.

Figure 9.1 Summary of Projects carried out in NE Enfield



Source: North East Enfield OLF Round 2 Original Bid Document. Note: At the bid stage, it was thought the project would reach as far South as Edmonton Green Arches, however this project was not successful on gaining funding on this occasion

Summary of Delivery Performance

- 9.5 The overall programme was managed by the Neighbourhood Regeneration team in Enfield Council. A total of £227,000 (12%) was allocated to project management which funded two additional posts within that team for the administration of the grant and project management of the High Street Assembly.
- 9.6 The project incorporated a large number of stakeholders from the local area and many of the projects were developed in collaboration with Enfield Business & Retail Association, Enterprise Enfield and North London Chamber of Commerce. Enterprise Enfield was heavily involved in the delivery of the Enfield Business Centre, and were responsible for tendering the running of the reception area after the completion of the project. In addition local businesses and community groups came together to form the Town Centre Team, a collaborative effort to provide strategic and operational direction and refine, champion and deliver the vision for Ponders End Central.
- 9.7 The project was originally contracted by the GLA to deliver over a two year period from 2012 to March 2014, however this has been extended following delays in the delivery of the Electric Quarter.
- 9.8 The Electric Quarter was originally the main project which OLF would support in North East Enfield. It was aimed at redeveloping a key site in Enfield and involved land assembly. The project encountered significant delays after the original site was unexpectedly purchased by the Secretary of State for Communities and Local Government for the development of a Free School. After protracted discussions a new boundary for the site has been drawn and a new planning application submitted for a smaller scheme. This has had a significant impact on the projects achievements which are discussed in more detail below.
- 9.9 As a result of these delays, the project has been removed from the OLF R2 programme and re-classified as a High Street Fund project.

This outcome was the result of detailed negotiations between LB Enfield and the GLA and has enabled the council to progress with the project as planned but over a longer time period (as opposed to the allocated funding of around £900,000 being clawed back by the GLA).

Outputs and impacts

- 9.10 The Enfield Business Centre has been highly successful in attracting and supporting new businesses. This is not fully reflected in the outputs and impacts. An evaluation report was prepared in September 2014 but this was carried out at too early a stage to capture the impacts of the project. The public realm improvements have been widely welcomed by the community especially after the problems encountered during the design phase of the project.
- 9.11 However, the significant changes in the Electric Quarter project have created a different project to the one envisaged in the Grant Agreement. Because the Electric Quarter was anticipated to be a significant driver of the predicted economic uplift outcomes, it is unlikely that the full outcomes will be realised until the completion of the Electric Quarter, which is anticipated to be in 2019/20.
- 9.12 Key project deliverables/outputs to date are summarised in the table below:

Table 9.1 Summary of Project Outputs / Deliverables

		Target	Actual
Public Realm	Area of public realm improved	1,200 m ²	1,200 m ²
Marketing and Events	Number of events held/supported	8	8
Business support	Business support and training provided	125	Not provided
	Town teams established	1	1
	Young people supported into employment	50	100
Young Engagement	Individuals supported into employment	50	50

- 9.13 Impacts achieved to date are reported overleaf. Performance against a number of the core indicators has been below target. However, as noted above this largely reflects the fact that in many cases the targets related to the delivery of the delayed Electric Quarter project.

Table 9.2 Summary of Project Impacts

		Final Target	Actual ²
Core direct / indirect jobs	FTE Jobs created	13	4
	FTE Jobs secured	38 in retail and community functions	Data not provided in self-evaluation
% change in business turnover		1%	Data not provided in self-evaluation
% change in visitor satisfaction		Target: 20% Baseline: 16%	Data not provided in self-evaluation
% change in footfall		6% increase	2% decrease
% change in vacancy rates		2% decrease Baseline 20 vacant units	18 vacant units (10% decrease)
Young people receiving support / training		100	50
Young people placed in apprenticeships		100	3
Temporary Jobs		-	360
Support for Young People		-	227

Effectiveness of delivery process

9.14 The delivery process was largely effective, with the council responsible for delivery of most of the projects. The project has helped to improve relationships between the council, the GLA and the community which has created an effective partnership going forward.

9.15 Despite these positives, the council has highlighted several key elements relating to the project management which have hindered the full potential of the project. These include:

- There were changes in project management, both at the council and at the GLA, and this generated some problems in the day-to-day management of the project. Within LB Enfield, responsibility for project delivery became split across different teams and departments when the original (single) project manager left the council. As a result, throughout the rest of the delivery period there was lack of strategic oversight to guide the delivery process which impacted adversely on delivery.
- The projects were resource intensive, with a high demand placed on the council to deliver;
- The wide spread of projects (both large and small) often involved a wide range of stakeholders, from the community to the GLA and its design consultants. This led to delays in getting agreements between all stakeholders and required a large input of project management from the council. More regular meetings with the GLA (on a monthly basis) might have been useful to enhance communication, making it easier to understand the rationale behind advice given by the GLA and its consultants;
- The invoicing procedure was often time consuming, especially if there were many smaller items to process (as often happened when running events). This distracted project managers from the main emphasis of their job. Linked to this, it is difficult for the community to resource projects due to

² A number of the impacts have not been delivered to date as they are reliant on the Electric Quarter

the nature of the funding, they need to deliver projects before they can draw down funding.

- 9.16 It was unfortunate that the community was unable to take the burden on some events and subsequent events, resulting in events not achieving the same scale or standard as before (e.g. Christmas Glow 2014). Longer term planning from the community and better shared knowledge between the council and the community may have helped to ease the transition between OLF-funded events and community-funded events.

Achievements

- 9.17 Given the delays to the Electric Quarter, the largest aspect of this project, the wider economic uplift will need to be returned to at a later date. There has, however, been wider strategic added value that has been achieved through the different elements of the programme. These fall into three key areas:
- **The events are considered to be a success:** The programme has capitalised on the completion of Ponders End Park, using this for the events. Infrastructure such as the park and initiatives such as events and pop-up cinema will support the new Ponders End High Street development, providing activities and space for any new communities that come to the area. The events have been a great way of celebrating the diversity of the area, bringing together a wide mix of local businesses, an intergenerational mix of people, and the local council to celebrate the local area;
 - **It is hoped that the Electric Quarter will be a major success:** When the Electric Quarter is eventually completed, it is anticipated that this will deliver retail, library and community uses, which will serve the local area for a considerable length

of time and encourage more people to visit the area. This project would not have taken place without the grant money received from the OLF as the cost of acquiring the land would not have been feasible for a private sector firm;

- **The Enfield Business Centre is one of the most successful projects to date:** It provides support to local entrepreneurs and undertakes outreach with local businesses on the high street. Funding has helped to develop a dynamic co-working space which is now successfully delivered (changes were made to delivery with the council now owning the building and services delivered by EBRA). Previously the building was closed off to the public and it is now more welcoming and has improved facilities (such as meeting and conference space);
- **Additional business opportunities:** Some new business opportunities have arisen due to the programme. For example, the business plan for the pop-up cinema suggests it may be developed into a sustainable enterprise over the next three years. Initiatives such as this may help develop the area's reputation for creative industries.

Barriers to achievement

- 9.18 The project has encountered a number of delays in progressing individual project strands. These are explained in more detail below:
- **Third Party Involvement:** this had a significant impact on the delivery of some of the projects;
 - The refurbishment of Enfield Business Centre was delayed by approximately five months. This was because the tenants of the building wanted improvements beyond the scope of those envisaged

within the project, including Wi-Fi throughout the building, meaning that there was an overspend of £100,000, funded by the council;

- All of the Public Realm Improvement schemes suffered considerable delays due to issues negotiating agreements with all the stakeholders involved in the scheme. Design challenges also delayed the project due to differences in opinion between the community and the architect in charge of creating a new war memorial.
- **Intervention by Secretary of State:** the Ponders End High Street Land Assembly suffered significant delays after the original site was unexpectedly purchased by the Secretary of State for Communities and Local Government for the development of a free school. Delays were caused while a new boundary for the site was established and a new planning application made;
- **Lack of council resources:** The limited resources available at the council resulted in delays in the delivery of public realm improvements. Other factors contributed to this as well such as changes in staffing;
- **Confidence gap in the business community:** The establishment of a Town Centre Team has been one of the less successful elements of the project to date, in part due to the lack of confidence amongst some of the local business community. This led to an over-reliance on the council to support the project and a lack of long term ambition from the Town Centre Team to seek longer term funding opportunities. It is difficult to develop community groups such as this in the absence of a strong existing partnership. The Town Team no

longer exists, though a town centre manager is still in position;

- **Difficulties developing community projects:** around £50,000 was made available to support the activity of the town team (when a meanwhile space project was not deliverable) but they were unable to make decisions about what to spend this money on. The council is using the money to deliver a new community space (the box). In the absence of a town team to run the space, there is a danger that this may not be fully seen as a community asset.

Figure 9.2 Enfield Business Centre after renovations and local press coverage (Enfield Independent)



Source: North East Enfield OLF Round 2 Evaluation Document

Lessons learnt

- 9.19 While there was a strong link between the programme and strategic planning, **better joined-up working between other council departments** in future may help projects to run to time and to deliver holistic improvements. Working in this way may also support some 'quick wins', for example, an approach to improving cleanliness in the area would support business interests alongside larger regeneration projects.
- 9.20 In hindsight, it is considered that 'open calls' for projects may not be as effective in delivering the most successful projects. An approach whereby projects are worked up over time through dialogue between the GLA and the local authority may lead to better, well thought out projects which deliver successful projects.
- 9.21 The council is now more aware of the project management demands that these multi-strand projects place on councils. In the future they would allocate one project manager per project as this would help to improve the delivery of them and allow more time to be dedicated to each project.
- 9.22 Data on spend by project suggests that a number of delivery strands overspent, and this may have been a function of the underspend on the major project. This raises questions of whether the initial budgets were appropriate, or whether the underspend in one area encouraged overspending on other strands and hence reduced value for money.

Legacy

- 9.23 Much of the legacy cannot be captured by output and outcomes data, since some projects are still not complete. At present, the Enfield Business Centre has been the most beneficial to the area and has

actively supported businesses and young people in the area. This is a strong economic asset for the future.

- 9.24 When the Electric Quarter is complete, this will further add to the legacy of the OLF Round 2 investment, with new community and shopping facilities available to the public in addition to many more affordable family homes. This will continue to serve the areas for many years to come.
- 9.25 Whilst there are no conclusive economic uplift outcomes as yet, some changes are certainly apparent such as the development of new business ideas and initiatives, the involvement of a large number of young people in the community cohesion events, and findings from the high street user survey suggest improvements in perceptions of the area.
- 9.26 The capacity building of the community and voluntary sector, through the events programme, is a significant success of the programme. This has been achieved through a model of working closely with local organisations, consulting with them and ensuring they have a degree of ownership of the delivery of events. It has included a stepped approach, gradually giving organisations more responsibility over time. This model of working could potentially be used in other areas of the Council's work.
- 9.27 The project has helped to strengthen ties with the GLA, with more understanding between the partners. This has put Enfield in a better long term position to apply for more funding in the future, and it has already benefitted from the High Street Fund, with £100,000 investment by the GLA made available in 2015.



MAYOR OF LONDON

Summer of High Streets

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Regeneris Consulting Ltd

Manchester Office
4th Floor Faulkner House
Faulkner Street, Manchester M1 4DY
0161 234 9910
manchester@regeneris.co.uk

London Office
3rd Floor, 65 St. John's Street.
London EC1M 4AN
0207 336 6188
london@regeneris.co.uk