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| Report subject | Lansdowne Programme |
| Meeting date | 11 November 2020 |
| Status | Public Report |
| Executive summary | <p>The recent change in leadership of the Council has resulted in a review of the Lansdowne Programme by the relevant Portfolio Holders and officers. The outcome, which is supported by consultation responses gathered over the life of the Programme, is that there should continue to be a focus on delivering high quality public realm improvements to Holdenhurst Road, whilst also allowing access to all traffic.</p> <p>This revised scheme for Phase 1 of the Lansdowne Programme remains focused on the heart of Lansdowne and aims to deliver benefits to the area that help to deliver the long-term vision the Council and other stakeholders have for this part of Bournemouth.</p> <p>The revised scheme is at preliminary design stage. This design requires approval from Cabinet to enable it to progress quickly towards detailed design and then delivery.</p> |
| Recommendations | <p>It is RECOMMENDED that Cabinet:</p> <ul style="list-style-type: none"> (a) approves the preliminary design of the revised scheme, enabling the Programme Team to progress the detailed design and begin early contractor engagement; (b) notes that significant public and stakeholder consultation has taken place over the last 5 years, resulting in the preliminary design appended to this report; (c) notes the timeline for delivery; and (d) delegates authority to the Director of Development, as Senior Responsible Officer for the Lansdowne Programme, in consultation with the relevant Portfolio Holder(s), to: <ul style="list-style-type: none"> - progress the detailed design - approve the final design - start early contractor engagement |

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| | - move to delivery phase, subject to the Traffic Regulation Order process |
| Reason for recommendations | <p>By Cabinet approving these recommendations, it will enable the Programme Team to move the scheme through the preliminary design phase to detailed design and on to delivery.</p> <p>This will facilitate delivery of phase 1 of the Lansdowne Programme relating to improvements along Holdenhurst Road, the outskirts of Lansdowne Roundabout and Meyrick Road (north).</p> <p>It will also ensure expenditure of the Dorset Local Enterprise Partnership funding in line with the required timelines.</p> |
| Portfolio Holder(s): | <p>Councillor Mike Greene, Portfolio Holder – Transport and Sustainability</p> <p>Councillor Philip Broadhead Portfolio Holder – Regeneration, Economy and Strategic Planning</p> |
| Corporate Director | Bill Cotton, Corporate Director Regeneration and Economy |
| Report Authors | Chris Shephard, Director – Development |
| Wards | Bournemouth Central; East Cliff & Springbourne; |
| Classification | For Decision |

Background

1. Dorset Local Enterprise Partnership's (DLEP) Growth Deal Fund Award 3 provided the Council with £8.5m in 2017 for public realm improvements with the aim of triggering private investment, and additional economic and social benefits such as new and retained jobs, more office space and increased economic productivity. This programme has been developed over five years and has been to this Cabinet and to Bournemouth Council's Cabinet on several occasions, for approval of various elements of the programme. Throughout, engagement and consultation with the public has shaped the programme's evolution, resulting in the preliminary design shown in Appendix 1.
2. The Lansdowne Programme helps to deliver several BCP Council priorities and contributes to the Council's vision of vibrant communities with outstanding quality of life where everyone plays an active role. Combined with the planned advanced digital offering and rapid growth of this sector and others in the Lansdowne area, the potential outputs resulting from these proposed public realm changes are huge and transformational for an area that is not achieving its full potential.
3. As a result of a long term vision and investment by the Council in the public realm there has been over £200m private and university investment into the area, the unlocking of development sites resulting in new offices, private housing units and student accommodation, the associated construction jobs, as well as new start-up

businesses and business relocations to the area, along with the continuation of a booming creative digital sector. The forthcoming 5G testbed and associated business opportunities, combined with further real estate changes are expected to bring further private sector investment into the area.

4. It is important to recognise that, for a variety of reasons, including as a result of the continuous engagement and consultation with the public and stakeholders, the Dorset LEP funding has now reduced to £4.8m. This change in funding was approved by Cabinet in July 2020 in the 2019/20 Financial Outturn Report. The remaining Dorset LEP funding must be spent on the programme by 31 March 2021.
5. The recent change in leadership of the Council resulted in a review of the Lansdowne Programme by the relevant Portfolio Holders and programme team. The outcome of this review, which is supported by consultation responses gathered over the life of the Programme, is that there should continue to be a focus on delivering high quality public realm improvements to Holdenhurst Road, whilst also continuing to allow access to all traffic, bikes and buses.

Scheme Development

6. To start to deliver the Lansdowne Vision, and to deliver the outcomes and outputs required by the DLEP in relation to its funding, schemes for several different areas across Lansdowne have been worked up, modelled and tested over the last few years. As a result of consultations with the public and stakeholders, and their feedback and challenge, the schemes have evolved in to one main scheme, focused largely on Holdenhurst Road and the adjacent areas. This will now be referred to in this report as the revised scheme and is intended as Phase 1 of a much longer-term programme of work to revitalise Lansdowne.
7. The significant difference in the revised scheme to earlier schemes is the move to a scheme which seeks to balance full access for all traffic along Holdenhurst Road, with a more pedestrians and cyclists prioritised environment, which still significantly improves the public realm and lends itself to future improvements. This can be seen in Appendix 1.
8. This decision was reached after a full review of the programme by the new Leader of the Council, Portfolio Holders, and Lansdowne Programme Team, which included a review of consultation responses. This review concluded that it was important to deliver improvements to Lansdowne, but without risking further congestion to an already highly congested area of the conurbation, by closing a major through-route to cars. A conclusion which was supported by the majority of responses to the previous consultations.
9. The image in Appendix 1, the General Arrangement Plan (GA), allows for all vehicle access, as well as the creation of a segregated two-way cycle route. The GA proposes locating the main highway in the southern section over on the left (west) side of Holdenhurst Road, with the right (east) side of the road becoming the public realm focal point. The areas highlighted in pink are where the public realm will be enhanced, with the space outside the Old Fire Station, with a working title of Fire Station Square, being marked as the focal point for the improvements on Holdenhurst Road. The aim at Fire Station Square is to create a flexible space that attracts people to sit outside throughout the working week enjoying the newly improved public realm, with events taking place at weekends. The local community, including the Lansdowne Quarter Town Centre Business

Improvement District representatives, and events specialists, will be encouraged to utilise this space for community events.

10. The aim throughout is to create an improved, decluttered, smarter and cleaner public realm that will encourage people to dwell longer in the area, spend money, meet friends and colleagues, which will help to boost the feeling of community that is already present in Lansdowne. Post COVID-19 this improved space will help to encourage people back into local businesses and to events in a safe way.
11. The darkest grey area in this image, on the east side adjacent to the public realm space, represents the segregated two-way cycle route running from the Station Roundabout. This benefits from desire line safer crossing points around Lansdowne Roundabout.
12. As part of this revised scheme, the bus operators have agreed to the relocation of bus stops at the southern end of Holdenhurst Road, towards a more central or northern location. The precise location will be determined by engineering requirements and constraints but will be worked on with the bus companies to ensure safety is paramount. The Programme Team is aware of the inconvenience this may cause some bus passengers, and as such it has offered to work with the bus operators to devise communications to ensure passengers are aware of the changes at the appropriate time. This might be through creative signage on street and on-bus and in-app information for example.
13. In addition to this the bus companies have agreed to ensure their fleet is of EURO V standard as the minimum level, for those buses on routes traversing Holdenhurst Road. It has also been agreed that where possible EURO VI or environmentally better fuel sourced buses will be used.
14. Previous schemes had proposed improvements to bus infrastructure on Christchurch Road, which were intended as mitigation for changes to the bus routes (as in those designs, buses would not have been able to travel along Holdenhurst Road and would have used Christchurch Road as an alternative). In the revised scheme, these have been dropped from the programme, as they are no longer required.
15. The safety scheme planned for St Swithun's Roundabout will still be delivered through other highways budgets and through business as usual programming. This will be co-ordinated into the timing of the delivery of the revised scheme but is now outside of the funding scope of this programme. This ensures that the main focal point is public realm improvements on Holdenhurst Road and adjacent areas. This approach was approved by Cabinet in June 2020.
16. In July 2020 Cabinet approved the request to advertise the Traffic Regulation Orders (TRO) relevant for the delivery of this revised scheme for Phase 1 of the Lansdowne programme. The TRO advertisement period in the Delivery Framework is for 21 days and is due to be underway at the time Cabinet considers this report. The Council's TRO process will then be followed.
17. This report is asking for Cabinet to then delegate authority to the Senior Responsible Officer for the Lansdowne Programme, the Director of Development, in consultation with the Portfolio Holders for Regeneration and Economy and for Transport and Sustainability, to
 - progress the detailed design
 - approve the final design

- start early contractor engagement
- move to delivery phase, subject to the Traffic Regulation Order process

This is to ensure that delivery starts on the ground as soon as possible, to ensure Dorset LEP funding deadlines are met.

Programme Management

18. Work is being undertaken with the Dorset Local Enterprise Partnership, to ensure that the revised scheme continues to demonstrate a strong Benefit to Cost Ratio, and that the objectives and outputs resulting from the proposed improvements still represent considerable value for money.
19. The Programme Manager, supported by the Portfolio Holders, has been working hard to ensure key stakeholders have been kept up to speed on these changes. Consultation with the public has happened throughout the programme's development. The forthcoming TRO process will enable further opportunity for the public to comment.
20. Over the life of the Lansdowne Programme (5 years) the public, stakeholders (including businesses, bus operators, taxi companies, private landlords, the Town Centre BID, Bournemouth University, Bournemouth & Poole College) have been involved in formal and informal consultations, design workshops, surveys and events. This has ensured the programme and the design of the scheme has evolved to the Preliminary Design shown in Appendix 1. Along with the statutory consultation for the TRO as outlined in para 14, significant and sufficient consultation has taken place to help shape this revised scheme and will continue to do so until the programme has been delivered.
21. Additionally, several pieces of work are coming together under a communications strategy to ensure the public are aware of the forthcoming changes.

Next Steps

22. This paper is therefore asking Cabinet to approve the revised scheme in its preliminary form, and in the knowledge that it is the result of a thorough review alongside significant and continuous consultation. This will enable the Programme Team to develop the detailed design for the revised scheme and begin early contractor engagement through an approved framework. It should be noted that the Programme Team has been working with Procurement and Legal colleagues to identify the most appropriate framework and preparing the necessary documentation and training to getting an NEC4 compliant contractor on board at the earliest opportunity.
23. Cabinet is also asked to delegate authority to BCP Council's Director of Development, in consultation with the relevant Portfolio Holder(s), to progress and approve the final detailed design and move the programme to delivery phase, subject to the Traffic Regulation Order process.
24. Anticipated and essential timeframe and key milestones:
 - a. TAG and Cabinet approval of TROs - Nov. 2020
 - b. Subject to the above, detailed design approved – Dec 2020
 - c. Contractor appointment via framework as agreed with Procurement and Legal – Dec.2020
 - d. Construction commences – Jan. 2020
 - e. DLEP deadline for grant expenditure – 31 Mar.2021

- f. Anticipated completion (using Council match funding) – Spring 2022

Options Appraisal

25. Option 1 – to accept the recommendations and progress the design from preliminary stage to detailed design, enabling the programme team to move forward at pace to deliver the scheme and spend the DLEP funding
26. Option 2 – to not accept the recommendations and risk sending all the funding back to Dorset LEP, risking clawback by Dorset LEP of funds spent to date. This would mean not delivering any of the outcomes the programme set out to achieve and would have challenging reputational impacts.

Summary of financial implications

27. This first phase of the Lansdowne Programme is fundamental to improving this part of Bournemouth for residents, businesses and visitors. This investment, supported by funds from the Dorset LEP, aims to bring increased private sector investment, and additional economic and social benefits such as new and retained jobs, more office space and increased economic productivity combined with less tangible improved wellbeing & social benefits from a more active and interactive community.
28. The Dorset LEP funding, which helps to make up the Capital budget for the Lansdowne Programme of £7.7m, has a deadline of 31st March 2021 for expenditure. Of the £7.7m, £4.8m is DLEP funding. Of this sum, as at QTR 1 2020/21, BCP had claimed £1.9m from DLEP.
29. This leaves a residual balance of £2.9m DLEP funded spend to be incurred by 31 March 2021. Figure 1 below presents an indicative profile for this spend, aligned with current planned Programme delivery timeline. Members will note that around 50% of expenditure is not anticipated until QTR 4 of 2020/21.
30. There are financial risks attached to this – including market capacity to undertake works in time, ongoing impact of Covid 19 especially as we approach the winter season and ensuring continued compliance with financial and procurement regulations.
31. The DLEP have also indicated they expect final BCP claim for Lansdowne to be made by the end of March 2021, with final quarter transaction listing to them by 8 April 2021. This is to allow sufficient time for DLEP to complete sample checks on spend claimed. This poses additional risk as the Council will have a very short timeframe in which to ensure all spend is correctly identified (invoiced or at least accrued) in order that it can be reclaimed. As it stands, any spend that misses the DLEP claim deadline will have to be funded by BCP, for which no provision is set aside.
- 32.

Figure 1

| | Lansdowne Capital Budget | | | Indicative claim profile - for DLEP grant outstanding | | | | |
|---------------------------------------|--------------------------|------------------|------------------|---|--------------------|--------------------|--------------------|--------------------|
| | Revised DLEP | BCP | Total | Claimed to QTR1 20/21 | Planned QTR2 20/21 | Planned QTR3 20/21 | Planned QTR4 20/21 | Total DLEP Claimed |
| Lansdowne Business District | 3,900,000 | 2,896,000 | 6,796,000 | 1,705,563 | 320,000 | 580,000 | 1,294,437 | 3,900,000 |
| Lansdowne Business District - Digital | 900,000 | 0 | 900,000 | 169,774 | 150,000 | 350,000 | 230,226 | 900,000 |
| | 4,800,000 | 2,896,000 | 7,696,000 | 1,875,337 | 470,000 | 930,000 | 1,524,663 | 4,800,000 |
| | | | | | 2,924,663 | | | |

33. Members will also note that, as part of the original Dorset LEP funding agreement, a £2.9m BCP local contribution for post 31 March 2021 spend is in place. This funding obligation will be met from Community Infrastructure Levy (CIL), s106 contributions, Local Transport Plan (LTP) funding, and comparatively small historic grants inherited from legacy Bournemouth Council. Over 50% of this funding has already been secured. The remainder is forecast to come from future developments in Lansdowne which have already been identified, some of which are already in the planning system. A full assessment will be provided to Capital and Transformation Board in October 2020.
34. Members are reminded that, in accepting the £4.8m Dorset LEP funding, the Council is committed to delivering expected outputs and outcomes detailed in the change request to the original Dorset LEP business case, approved recently by the Dorset LEP board. There is a financial and reputational risk of having to repay £1.9m claimed to date should the Council fail to deliver on this.

Summary of legal implications

35. Authority in accordance with the Council's Financial Regulations to the reduction in funding to the programme formed part of the Council approval to the budget monitoring update on 29 July 2020.
36. The Council is empowered to undertake the programme of works in line with Part V of the Highways Act 1980, in particular section 62 which allows a highways authority to improve highways. The proposals made also align with the Local Transport Plan 3 for Bournemouth, Poole and Dorset (2011 – 2026).
37. The Council has general duties in undertaking the programme of works and implementing the TRO's, including to consult and to assess the need for an environmental impact assessment of the works. The report outlines a long period of public consultation has been undertaken and that the proposals for works have been developed following review and analysis of the feedback from the consultation.
38. In July 2020 the Cabinet approved the request to advertise the Traffic Regulation Orders (TRO) relevant for the delivery of this revised scheme for Phase 1 of the Lansdowne programme. The TRO advertisement period in the Delivery Framework is 30/10/20 for 21 days, as per the statutory requirement. The TRO will then be put to Cabinet for authorisation separately, and accordingly the legal implications associated with those decisions will be dealt with in the relevant report.
39. The Council must also have regard to the public sector equality duty set out in section 149 of the Equalities Act 2010 pursuant to which the Council must, inter alia, advance equality of opportunity between persons with protected characteristics and those without.
40. In considering how best to deliver the programme, the Council will need to ensure compliance with the Public Contracts Regulations 2015 and its own Financial Regulations.
41. Early in the programme, the Programme Team and BCP Procurement Team undertook a review of the variety of options available for the construction stage of the programme. This options appraisal made it clear that the best procurement strategy for the programme was to use an existing Framework. This would be the most efficient route to appointing a suitably experienced contractor.

42. There were four potential options of the Southern Construction Framework, Hampshire Gen 4 Framework, Pagabo Framework and SCAPE under consideration. After careful consideration of the pros and cons for each a decision was taken by the Programme Team, supported by the Lansdowne Steering Group to commence preliminary discussions with SCAPE. The SCAPE Framework has adopted the NEC4 model. Advice was also sought from Legal Services.
43. The procurement strategy has also been created in compliance with the requirements of the Grant Agreement between DLEP and the Council dated 19 December 2018, including per the strategy submitted in accordance with Appendix H to that agreement.
44. Legal advice may also be required in respect of the individual contracts to be awarded to deliver the programme and further advice should be sought in due course.
45. The Funding Agreement contains a number of other requirements, including that the expenditure must be undertaken in compliance with rules on State aid; it is recommended that advice should be sought in that regard if it has not already been obtained.
46. Pursuant to the Grant Agreement, the monies are required to be spent by 31 March 2021. The DLEP has a wide range of rights to terminate the agreement and/or claw back any funding already drawn down by the Council, including where the DLEP considers that the Council has not made satisfactory progress or fails to complete the project.

Summary of human resources implications

47. The impact on personnel is negligible. There is a small risk that DLEP could withdraw their funding. If this was to happen then the virtual team will need to be reassigned or go back to their substantive roles within BCP Council & WSP.
48. With the programme continuing then more staff will need to be employed in order to deliver the programmes.

Summary of sustainability impact

49. It is important to note that every effort has been made to improve environmental sustainability in the area through the design of the scheme and working with bus companies to commit to improving the emissions of their fleet over time.
50. The continued access for all vehicles is relevant for today's requirements, in light of massive congestion concerns highlighted by a considerable number of stakeholders to the consultations. Access may be subject to environmentally appropriate restrictions in the future, such as low emissions zones as & when electric cars start to dominate the motor vehicle market.

Summary of public health implications

51. It is important to note that every effort has been made to encourage people to adopt more sustainable behaviours with the inclusion of the cycle way and enhanced public realm space. The designs seek to encourage people to stay in Lansdowne for longer, enjoying the improved public realm, cultural elements and outdoor spaces. This will lead to improved mental health, greater levels of activity

