

OFFICER DELEGATED DECISION REPORT 05 JANUARY 2022

Report title: South Bank Spine Route Preliminary Design

Wards: Bishop's

Portfolio: Cabinet Members for Sustainable Transport, Environment and Clean Air (job share):
Councillors Danny Adilypour and Dr Mahamed Hashi

Report Authorised by: Sara Waller and Eleanor Purser Co-Strategic Directors – Sustainable Growth and Opportunity

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REPORT SUMMARY

This report seeks approval for the drawdown of £471,600 funding from the Capital Investment Programme earmarked for public realm investment in Waterloo and the South Bank to progress with the next design phases of the South Bank Spine Route public realm project. This funding is required to produce preliminary designs for the proposed traffic restrictions (Experimental Traffic Orders) and for the section of the Spine Route from Concert Hall Approach to Bernie Spain Gardens, as well as related investigations, monitoring, surveys and project delivery continuity (from preliminary to detailed design).

FINANCE SUMMARY

The agreed Capital Investment Programme (2020/21- 2024/25) identifies £10.388 million for “investment in the South Bank and Waterloo area to support key vehicular, pedestrian and cyclist routes through the area which drives Lambeth’s economy”. This report seeks to use £471,600 of this allocation to deliver the recommendations outlined. It is anticipated that this drawdown will be utilised across the delivery of the project, in 2021-22, 2022-23 and 2023-24.

RECOMMENDATIONS

1. To authorise the drawdown and spend of £471,600 from the Capital Investment Programme provision for “Waterloo and South Bank Economic Recovery: public realm investment” to:
 - a. Develop and provide monitoring for the preliminary design for the traffic restrictions (Experimental Traffic Orders).
 - b. Develop the preliminary designs for the section of the Spine Route from Concert Hall Approach to Bernie Spain Gardens.
 - c. Commission investigations and survey work to support project design and continuity of project development phases and accuracy of scheme costing.

1. CONTEXT

- 1.1 The South Bank Spine Route plays several diverse functions to support people living, working, and visiting the area, as well as supporting businesses and cultural institutions operating along it. These functions include pedestrian and cycle access to the South Bank from Waterloo and Waterloo station, east-west National cycle route, servicing and delivery operations, coach parking, taxi pick-up and drop-off, and residents' vehicular access.
- 1.2 Last refurbished in 1997, the Spine Route is now in need of investment and improvement. Key issues include poor accessibility, unsafe crossing points, heavily damaged public realm, lack of identity and traffic dominance.
- 1.3 A redesign and refurbishment of the Spine Route also provides opportunities to re-think this corridor in line with the borough policies and aspirations to create places where people want to live, work and invest, as well as a Healthy Route with lower traffic levels and more active travel:
 - The **Draft Revised Lambeth Local Plan proposed submission version (2020)** identifies the Spine Route as a key walking and cycle route. This designation is also evidenced in the **Lambeth Transport Strategy (2019)** where the route is prioritised as a Healthy Route, encouraging conditions to enable more people to walk and cycle.
 - The **Lambeth Infrastructure Delivery Plan (2020)** identifies infrastructure required to meet the needs of the borough between the financial years 2019/20 and 2034/35. The South Bank Spine Route public realm project is listed for delivery.
 - The **Waterloo and South Bank Public Realm Framework (2019)** provides strategic non-statutory design guidance to enable the prioritisation of investment and improvement in the public realm in Bishop's Ward, Lambeth. The South Bank Spine Route is included in this document as a priority project for the area.
 - The **South Bank and Waterloo Neighbourhood Plan (2019)** supports the strategic development of the Spine Route with the key objectives of: improving the environment for pedestrians, enabling greater use of the space for events and animation, increasing the level of green infrastructure and reducing the impact of motorised traffic.
- 1.4 In recognition of the above, Lambeth Council commissioned independent urban design, landscape architects and planning consultancy LDA Design (lead consultants), together with sub-consultants Norman Rourke Pryme (transport) and Cascade (communication) in 2019 to develop a public realm masterplan proposal for the Spine Route in collaboration with stakeholders. A preferred masterplan option was developed as part of this commission, to be developed and delivered in phases [set out at 2.4]. Preliminary and detailed designs were also completed for the first phase of delivery.
- 1.5 The first phase of delivery of the Spine Route, which includes Chicheley Street and Belvedere Road (up to Hungerford Bridge), was agreed in a decision published on 16 November 2021. The works are expected to take place between Q4 of 2021/22 and Q1 of 2022-23.
- 1.6 Further work is now required to develop the preliminary design for the remainder of the route from Concert Hall Approach to Bernie Spain Gardens, including the proposed Experimental Traffic Orders (ETOs).

2. PROPOSAL AND REASONS

- 2.1 This report proposes the drawdown of funding from the Council's Capital Investment Programme allocated for investment in public realm in the Waterloo and South Bank area to progress the remainder phases of the South Bank Spine Route public realm project to the next design stage in line with the council objectives and stakeholders' aspirations.
- 2.2 The South Bank and Waterloo area has suffered significantly from the impact of COVID-19, particularly in relation to its cultural and business activities. Lambeth officers and stakeholders have been working together through the South Bank and Waterloo Management Group since March 2020 to define a strategy and actions for recovery. This Group brings together the borough with key stakeholders in the area and aims to strength and enable partnership working towards shared objectives.
- 2.3 The work with the Management Group has led to the production of the South Bank and Waterloo Recovery Plan, which includes the Spine Route as a priority project. This is because the project interventions are aimed at providing a safe and welcoming environment for people to access the South Bank, offer opportunities for businesses to expand in the public realm and improve pedestrian and cyclist environment by preventing a rise in vehicular traffic in the area. The Recovery Plan was endorsed by the South Bank and Waterloo Partnership in July 2020 and was well received by the South Bank and Waterloo Neighbourhood Forum.
- 2.4 The Spine Route is proposed to be delivered in phases, as follows. The timetable for implementation is outlined at 10.1.

Phases of capital improvements	Scope of works
Phase 1 – Chicheley Street and Belvedere Road	Improvements to the public realm, including traffic calming measures and improvements to the safety and accessibility for walking and cycling.
Phase 2 – Experimental Traffic Orders (ETOs)	Creating two traffic loops to reduce traffic between Chicheley Street and Bernie Spain Gardens. It is proposed that they will be delivered with camera monitoring systems, signage, and temporary physical measures to create contraflow cycle lanes.
Phase 3 – Concert Hall Approach, Belvedere Road (between Hungerford Bridge up to and including the up and down ramps)	Improvements to the public realm for walking and cycling, and improved accessibility and experience of the route from Waterloo Station to the South Bank, the proposed pedestrianisation of Concert Hall Approach. Contraflow cycle lanes and green infrastructure to mitigate impacts of climate change.
Phase 4 – Permanent Traffic Orders and Bernie Spain Gardens.	Implementation of proposed traffic orders following Experimental Traffic Orders, to reduce traffic and create a Healthy Route. Public realm improvements for walking and cycling, including contraflow cycling, and green infrastructure in response to climate change.

Phase 5 – Upper Ground	Implementation of public realm improvements for walking and cycling, including contraflow cycling, and green infrastructure in response to climate change.
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- 2.5 Consultants were originally appointed during a competitive tender using the GLA’s Architecture, Design and Urbanism Panel (ADUP) framework, Lot 3 (Public Realm and Landscape). This was captured in an [Officer Delegated Decision Report](#) approved in July 2019. A follow-up [Officer Delegated Decision Report](#) was approved on 26 January 2021 as requested funding to, amongst other activities, work on detailed designs for Phase 1 and Phase 3 as referenced above.
- 2.6 Neighbourhood Regeneration will lead the preliminary design commission, supported by ongoing input from the Capital Studio’s Infrastructure and Capital Delivery team, ready to be progressed to implementation (which includes detailed design and construction). The preliminary designs will develop the opportunities for public realm improvements (including lighting, greening, and improvements for pedestrians), cycling and green infrastructure responding to air quality and flood mitigation requirements. The designs will also encourage options for lowest carbon use options – which would then be further developed in later detailed design stages relating to lower use of carbon in construction.
- 2.7 The funding is required to complete the following in the design and implementation of the Spine Route across all of the phases outlined at 2.4.

Phase	Item	Cost
2 (ETOs)	Engineering design support and technical assurance	£18,000
	Monitoring	£50,000
	Enabling costs	£10,000
3 to 5	Developed designs to RIBA Stage 3 by consultants for the permanent traffic orders and future public realm improvements across phases 3 to 5	£80,000
	Council engineering and assurance to the consultant led design process	£35,000
	Council specialist design input to Hostile Vehicle Mitigation (HVM) measures	£35,000
	Project management and technical enabling costs for public realm works, cycle contraflows, and green infrastructure	£165,000
Sub-Total		£393,000
Contingency (20%)		£78,600
TOTAL		£471,600

Alternative options considered

- 2.8 The Council could decide not to progress further with the South Bank Spine Route project. However, this would contravene established and adopted policy detailed in paragraph 1.3 above. Furthermore, there is significant stakeholder appetite to realise the delivery of the scheme. Consequently, not progressing with this next phase of the project is not recommended.

3. FINANCE

- 3.1 The Council’s agreed Capital Investment Programme (2020/21- 2024/25) identifies £10.388 million for “investment in the South Bank and Waterloo area to support key vehicular, pedestrian and cyclist routes through the area which drives Lambeth’s economy”. Of this allocation, £2.388 million

is earmarked as the Council's contribution towards the Waterloo City Hub scheme. The remaining sum is to deliver public realm and transport interventions in the Waterloo and South Bank area.

- 3.2 The commission of preliminary designs will help to refine likely construction costs associated with the South Bank Spine Route to support future necessary decision making around the prioritisation of projects for delivery in the Waterloo and South Bank area.
- 3.3 The estimated costs of the Spine Route are as set out in the table below.

Phase	Cost Estimate
Preliminary design, engineering design input, enabling costs, monitoring, and project management Subject of this report.	£471,600
Master-planning work already commissioned (see 2.5)	£100,000
Phase 1 (Chicheley & Belvedere) – pending decision report being agreed	£761,900
Phase 2 (ETOs)	£150,000
Phase 3 (Concert Hall Approach, Belvedere Road & the up and down ramps)	£3,096,500
Phase 4 (Permanent ETOs/ Bernie Spain Gardens)	£605,000
Phase 5 (Upper Ground)	£2,255,000
Sub-total	£7,340,000
Contingency	£560,000
TOTAL	£8,000,000

- 3.4 These are estimates based on early-stage designs, with the exception of Phase 1 where detailed design has been completed. Further detailed design work is required to give greater confidence in the costs of phases 2-5 and the Council should not commission the works until it is confident that the entire project can be completed within the available budget.

4. LEGAL AND DEMOCRACY

- 4.1 By virtue of section 122 of the Road Traffic Regulation Act 1984 (RTRA), the Council must exercise its functions under the RTRA so as to secure the expeditious, convenient and safe movement of vehicular and other traffic including pedestrians, and the provision of suitable and adequate parking facilities on and off the highway. These powers must be exercised so far as practicable having regard to the following matters:
- a) the desirability of securing and maintaining reasonable access to premises.
 - b) the effect on the amenities of any locality affected including the regulation and restriction of heavy commercial traffic so as to preserve or improve amenity.
 - c) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy)

- d) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles.
- e) any other matters appearing to the Council to be relevant.

The Council must have proper regard to the matters set out in s 122(1) and (2) and specifically document its analysis of all relevant section 122 considerations when reaching any decision.

- 4.2 Section 111 of the Local Government Act 1972 gives the council the power to do any thing (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions.
- 4.3 Section 149 of the Equality Act 2010 requires the Council in the exercise of its functions to have due regard to the need to:
 - (a) eliminate discrimination, harassment, victimisation and other form of conduct prohibited under the act; and,
 - (b) to advance equality of opportunity and to foster good relations between persons who share a relevant protected characteristic (age, disability, gender re-assignment, pregnancy and maternity, race, religion and belief, sex, and sexual orientation) and persons who do not share it.
- 4.4 Having regard to the need to advance equality of opportunity between persons who share relevant protected characteristics and persons who do not share it involves having due regard, in particular, to the need to:
 - (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
 - (b) take steps to meet the needs of the persons who share that characteristic that are different from the needs of persons who do not share it; and,
 - (c) encourage persons of the relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- 4.5 Compliance with the above public sector equality duties may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under the Act.
- 4.6 The Equality Duty must be complied with before and at the time that a particular policy is under consideration or decision is taken – that is, in the development of policy options, and in making a final decision. A public body cannot satisfy the Equality Duty by justifying a decision after it has been taken.
- 4.7 The Council's Constitution requires that all key decisions, decisions which involve resources between the sums of £100,000 and £500,000, and important or sensitive issues, must be published on the website for five clear days before the decision is approved by the Director or Cabinet Member concerned. Any representations received during this period must be considered by the decision-maker before the decision is taken.

5. CONSULTATION AND CO-PRODUCTION

- 5.1 As part of the Spine Route project development, feedback from key stakeholders in the area and the public was collected through two design workshops, one-to-one sessions, and an online survey. The results of these engagement sessions and of the online survey have shown strong support for the proposals to refurbish the Spine Route and improve its public realm to create a

better environment for pedestrians and cyclists, whilst maintaining the key functions of the route. This engagement has also led to the establishment of a preferred masterplan option.

5.2 Further engagement on the preferred masterplan option was undertaken through regular stakeholders' meetings, workshops, and site walkabouts with representatives from the Business Improvement District, cultural organisations, landowners, and residents. There was also a series of drop-ins for residents to attend. This further round of engagement confirmed stakeholders' support for the public realm improvements proposed.

5.3 It will be important to keep interested parties apprised of progress with the scheme throughout the development of the preliminary design. Regular stakeholders meeting will be set up. Regular updates will also be presented to the South Bank and Waterloo partners, and via South Bank and Waterloo Management Group and/or South Bank and Waterloo Partnership as required.

6. RISK MANAGEMENT

6.1 The main risks that impede on the successful delivery of this procurement and contract are:

Table 1 – Risk Register

Item	Risk	Likelihood	Impact	Score	Control Measures
1	Increases in costs leads to insufficient budget to deliver	2	2	4	The cost estimate for the design work is based on other similar projects commissioned by Lambeth Council and on quotes already received from consultants.
2	There are delays to the project's target timescales	2	2	4	The project will be reviewed ongoing to ensure timescales are met wherever possible – there will also be greater clarity on the implementation/ construction timescales once preliminary design is complete.
3	There is stakeholder or community opposition to the proposals	2	2	4	Stakeholders strongly support the progression of the design work for the public realm improvements. The preliminary design for the proposed traffic restrictions will consider the feedback received from stakeholders.

Key

Likelihood	Very Likely = 4	Likely = 3	Unlikely = 2	Very Unlikely = 1
Impact	Major = 8	Serious = 4	Significant = 2	Minor = 1

7. EQUALITIES IMPACT ASSESSMENT

- 7.1 A specific Equalities Impact Assessment will be undertaken for each of the route sections as they are progressed through the preliminary design stage.

8. COMMUNITY SAFETY

- 8.1 Section 17 of the Crime and Disorder Act 1998 imposes a general duty on local authorities as follows: "Without prejudice to any other obligations imposed upon it, it shall be the duty of each authority to exercise its various functions with due regard to the likely effect of the exercise of those functions, on and the need to do all it reasonably can to prevent crime, disorder and substance misuse in its area". Compliance with the requirements of Section 17 may therefore include a twofold consideration such as having due regard to the likely effect of a decision on crime and disorder and doing all it "reasonably" can to prevent crime and disorder. Successive surveys have shown that the level of crime in the Borough is the primary concern of residents. It is essential therefore that opportunity for crime and anti-social behaviour is prevented.
- 8.2 The project team has engaged with the Council's Counter Terrorism and Security Advisor to review the masterplan proposals. Hostile Vehicle Mitigation will be incorporated where appropriate and proposals submitted to the Council's CONTEST Board for approval. The details of these security measures will be developed as part of the preliminary design.

9. ORGANISATIONAL IMPLICATIONS

Environmental

- 9.1 The design proposals for the South Bank Spine Route project are in line with the Council's aspirations and commitments to improving air quality and promotion of environmental sustainability. The masterplan proposals include improvements to the environment for pedestrians and cyclists to encourage and enable modal shift, interventions to reduce vehicular traffic levels on this designated Healthy Route, and implementation of Sustainable Drainage Systems (SUDs) and greening.
- 9.2 The preliminary design will explore the above opportunities in more detail. The project team will liaise closely with the Sustainable Growth and Climate Change team to ensure that the borough aspirations and targets are reflected in the developed proposals.

Health

- 9.3 The South Bank Spine Route project proposes to create an environment that is accessible and safe to all people living, working, and visiting the area. Proposals encourage and enable active travel in the area and the enhanced public realm aims to create pleasant and good quality public spaces for people to enjoy.

Corporate Parenting

- 9.4 Not applicable.

Staffing and accommodation

- 9.5 The project will be delivered through existing Council staff resource.

10. TIMETABLE FOR IMPLEMENTATION

10.1

Project Phase	Target Timescale
Preliminary design for Experimental Traffic Orders	To be completed by the end of Qrt 4 2021-22
ETO implementation	To be confirmed – a key decision is required to proceed to implementation.
Preliminary design for the remainder of the route	To be completed by the end of Qrt 2 2022-23
Implementation of permanent improvements to Concert Hall Approach and Belvedere Road (East of Hungerford Bridge to the up and down ramps)	Delivery anticipated between Qrt 1 2023-24 through to the end of 2023-24
Implementation of permanent improvements to Bernie Spain Gardens	Delivery anticipated between Qrt 4 2023-24 and Qrt 1 2024-25
Implementation of permanent improvements to Upper Ground	To be confirmed – pending design process to align with other developments at Upper Ground (including IBM and 72 Upper Ground)

AUDIT TRAIL

Consultation

Name and Position/Title	Lambeth Directorate	Date Sent	Date Received	Comments in paragraph:
Councillors Danny Adilypour and Mahamed Hashi	Cabinet Members for Sustainable Transport, Environment and Clean Air (job share)	15.12.21	16.12.21	-
Eleanor Purser and Sara Waller, Co-Strategic Directors	Sustainable Growth and Opportunity	09.12.21	10.12.2021	
Tom Branton, Director of Regeneration and Housing Growth	Sustainable Growth and Opportunity	02.12.21	08.12.2021	
Matthew Gaynor, AD Finance	Finance and Property	26.11.2021	26.11.2021	Finance Summary and 3.1-3.4
Greg Carson, Legal Services	Legal and Governance	26.11.2021	29.11.2021	4.1-4.7
Marianna Ritchie, Democratic Services	Legal and Governance	26.11.2021	29.11.2021	Recommendations 3.3 Report History
Theresa Greene, Sustainability Technical Officer	Sustainability	26.11.2021	02.12.2021	
Latoya Boyer, Senior Policy and Communications Officer	Equalities	26.11.2021	06.12.2021	
Russel Trewartha	Infrastructure and Capital Delivery	25.11.2021	25.11.2021	2.6, 3.3, 10.1
Jamila Barrett	Infrastructure and Capital Delivery	25.11.2021	26.11.2021	10.1
Simon Anyiamuka	Infrastructure and Capital Delivery	24.11.2021	25.11.2021	2.6, 5.2, 5.3

REPORT HISTORY

Original discussion with Cabinet Member	16.12.21
Report deadline	N/A
Date final report sent	N/A
Part II Exempt from Disclosure/confidential accompanying report?	No
Key decision report	No
Date first appeared on forward plan	N/A
Key decision reasons	N/A
Background Information	Lambeth Transport Strategy (2019) Lambeth Infrastructure Delivery Plan (2020) Waterloo and South Bank Public Realm Framework (2019) South Bank and Waterloo Neighbourhood Plan (2019) Officer Delegated Decision, 05 July 2019: South Bank Spine Route – Public Realm Design, Masterplan and Delivery Plan Officer Delegated Decision, 26 January 2021: South Bank Spine Route Masterplan
Appendices	N/A

APPROVAL BY OFFICER IN ACCORDANCE WITH SCHEME OF DELEGATION

I confirm I have consulted Finance, Legal, Democratic Services and the Procurement Board, and taken account of their advice and comments in completing the report for approval:

Signature: _____ **Date:** _____

Post: Matthew Dibben, Assistant Director for Neighbourhood Regeneration and Partnerships

I approve the above recommendations:

Signature: _____ **Date:** _____

Post: Eleanor Purser and Sara Waller
Strategic Director for Sustainable Growth and Opportunity,

Any declarations of interest (or exemptions granted): None

Any conflicts of interest: None

Any dispensations: None