

Committees: Streets and Walkways Committee - for decision Procurement and Projects Sub Committee - for information	Dates: 19 November 2024 09 December 2024
Subject: Fleet Street Area Programme: Holborn Viaduct Lighting Improvements Unique Project Identifier: <i>PV ID confirmed post CPB via PMO.</i>	Gateway 2: Project Proposal Regular
Report of: Executive Director Environment Report Author: Leila Ben-Hassel	For Decision
<h1>PUBLIC</h1>	

Recommendations

1. Next steps and requested decisions	Project Description: <p>The project aims to develop and deliver an architectural lighting scheme to celebrate the heritage of the Grade II Listed Holborn Viaduct whilst enhancing the environment for people walking and wheeling along Farringdon Street.</p> <p>The project will be developed in partnership with the Fleet Street Quarter Business Improvement District (FSQ BID), who are proposing to fully fund the design development, works and long-term maintenance.</p> <p>The project will contribute to the delivery of the City’s Corporate Plan, Transportation Strategy (2024) and Lighting Strategy (2021). More details are provided in sections 8 and 9 of this report.</p> <p>Next Gateway: Gateway 3/4 - Options Appraisal (Regular)</p> <p>Next Steps:</p> <ul style="list-style-type: none"> • Undertake an Equalities Impact Assessment Test of Relevance; • Develop concept design options; • Stakeholder engagement and consultation; • Options appraisal and Gateway 3/4. <p>Requested Decisions: Members are asked to:</p>
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	<p>I. Approve the initiation of this project.</p> <p>II. Approve the budget of £20,000 (staff costs) for the project to reach the next Gateway 3/4, funded from S106 receipts allocated to the Fleet Street Area Programme.</p> <p>III. Note the total estimated cost of the project at £150,000-£300,000 (excluding risk) which is expected to be paid for by external funds.</p>												
<p>2. Resource requirements to reach next Gateway</p>	<table border="1" data-bbox="528 483 1390 1209"> <thead> <tr> <th data-bbox="528 483 762 624">Item</th> <th data-bbox="762 483 1007 624">Reason</th> <th data-bbox="1007 483 1211 624">Funds/ Source of Funding</th> <th data-bbox="1211 483 1390 624">Cost (£)</th> </tr> </thead> <tbody> <tr> <td data-bbox="528 624 762 1137">Staff Costs</td> <td data-bbox="762 624 1007 1137">To manage the design development, undertake necessary assessments, manage stakeholder engagement, produce reports and manage approvals</td> <td data-bbox="1007 624 1211 1137">S106 receipts allocated to the Fleet Street Area Programme</td> <td data-bbox="1211 624 1390 1137">£20,000</td> </tr> <tr> <td data-bbox="528 1137 762 1209">Total</td> <td data-bbox="762 1137 1007 1209"></td> <td data-bbox="1007 1137 1211 1209"></td> <td data-bbox="1211 1137 1390 1209">£20,000</td> </tr> </tbody> </table> <p data-bbox="528 1249 1445 1429">The staff costs will be used to facilitate the progression of the lighting design with the FSQ Bid including the preparation of the legal agreement and approval requirements for the project. Design, implementation and maintenance costs are anticipated to be funded in full by the FSQ Bid.</p> <p data-bbox="528 1464 1342 1503">Costed Risk Provision requested for this Gateway: 0.</p>	Item	Reason	Funds/ Source of Funding	Cost (£)	Staff Costs	To manage the design development, undertake necessary assessments, manage stakeholder engagement, produce reports and manage approvals	S106 receipts allocated to the Fleet Street Area Programme	£20,000	Total			£20,000
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Staff Costs	To manage the design development, undertake necessary assessments, manage stakeholder engagement, produce reports and manage approvals	S106 receipts allocated to the Fleet Street Area Programme	£20,000										
Total			£20,000										
<p>3. Governance arrangements</p>	<p data-bbox="528 1559 1385 1697">This project forms part of the Fleet Street Area Programme which has an established working group with members from the Fleet Street Quarter BID, local stakeholders and Ward Members.</p> <p data-bbox="528 1720 1358 1789">The Service Committee is the Streets and Walkways Sub-Committee.</p> <p data-bbox="528 1812 1369 1917">The project's Senior Responsible Officer is Bruce McVean, Assistant Director, Policy and Projects (Environment Department).</p>												

Project Summary

4. Context

4.1 The City of London is going through a period of reinvention to maintain its position as a key destination, and attractive place to work, live and visit. The relocation of the new London Museum to the former Smithfield General and Poultry Market buildings just north of Holborn Viaduct is part of this transformation.

4.2 The Fleet Street Quarter Business Improvement District (FSQ BID) commissioned a comprehensive public realm strategy for the Fleet St area outlining opportunities to create a more inviting area for those who work, visit and live in the area.

4.3 The strategy highlighted 3 areas for public realm improvement:

- *Hidden Gems*: Rich historical locations as a destination, but which have got lost in recent years.
- *Poor quality public realm*: Lack of dwelling spaces, poor wayfinding, antisocial behaviour in alleyways, poor lighting leading to safety concerns.
- *Lack of greening and biodiversity*: Lack of softer landscape can have a negative impact on the environment, wellbeing and the sustainability of the area.

4.4 A working group for the Fleet Street Area was set-up and it is chaired by one of the local ward members. Through the Fleet Street Area Working Group, officers reviewed the areas identified for improvement in the BID's strategy against the City's Corporate Plan, Transportation Strategy, Lighting Strategy and local Healthy Streets Plan. It was agreed that Farringdon Street under Holborn Viaduct was a good priority for improvement should funding be made available, particularly with the upcoming relocation of the Museum of London at Smithfield's old market buildings.

4.5 Underneath the Holborn Viaduct, Farringdon Street consists of three lanes of traffic, and a cycle lane in each direction (TfL Cycleway). The stone columns supporting the metal arches form a physical barrier between the cycle lanes and the pavement and walking through feels like going through a tunnel thus making the environment not attractive and welcoming for people walking and wheeling during the daytime and evening,

4.6 The viaduct over Shoe Lane is much smaller and less well used, being effectively a service road running along the rear of several office buildings. It presents more of a

perceived barrier to people walking given the lower level of activity and darkness presented by the viaduct. It is also not particularly discernible as a feature of heritage interest in its own right, despite its listed status.

4.7 To address the above, the FSQ BID Public Realm Strategy identified focused projects which include lighting the undercroft of the Holborn Viaduct in a manner that commemorates the River Fleet whilst contributing to improving the environment for people walking and wheeling along Farringdon street and Shoe Lane.

4.8 The FSQ BID have commissioned a lighting design specialist to design options for lighting the underside of both bridges with the view to work in partnership with the City to deliver a lighting improvement scheme for both structures.

4.9 Although the City is fortunate to experience low levels of crime and fear of crime, some groups experience crime and fear of crime more than others, particularly women and girls. In a recent survey carried out by the City of London, women were less likely to agree than men that City streets were well-lit at night (SYSTRA, 2023).

4.10 The project would not only meet the aspirations of the FSQ BID but also contributes to the City's various objectives and outcomes below.

4.11 The project would contribute to the delivery of the City's Corporate Plan 2024-2029's two key outcomes:

- Vibrant Thriving Destination
- Flourishing Public Spaces

4.12 The project would contribute to the delivery of the City's Transportation Strategy objectives, including those of the Fleet Street Area Healthy Street Plan to:

- Use street lighting to improve the look, feel and ambience of streets
- Improve the quality of lighting for people walking, wheeling and cycling
- Utilise flexible and intelligent lighting control to support safe travel during winter months and respond to community concerns

4.13 The lighting proposals would align with the City of London's Lighting Strategy's aims and principles including matching types of lighting with Street

	<p>Hierarchy and the character of streets. It would further deliver against the strategy's aims to:</p> <ul style="list-style-type: none"> • Provide or improve lighting to existing landmarks to identify historic and contemporary buildings, bridges and other structures worthy of illumination. • Highlight landmarks such as buildings, bridges and monuments, and in particular those that close vistas or appear on the skyline, as a means to aid orientation and wayfinding.
<p>5. Brief description of project</p>	<p>The FSQ BID's Public Realm study and the working group which includes City representatives, identified Holborn Viaduct as a project for lighting improvements.</p> <p>The proposals would aim to celebrate the heritage of the Holborn Viaduct and bridge over Shoe Lane to:</p> <ul style="list-style-type: none"> • improve the environment for people walking and wheeling; • highlight and celebrate the Viaduct's features relating to its original function as a means of crossing the River Fleet; • highlight and celebrate the listed character of the bridge over Shoe Lane; • improve intuitive wayfinding and legibility through lighting, highlighting landmarks such as the Viaduct; • improve the look and feel and atmosphere to contribute to enhancing the feeling of safety for people walking and wheeling through the Viaduct at all times of the day and in the evening, <p>The design approach will be sensitive and collaborative to ensure it responds to the character of both structures.</p> <p>The lighting proposals will focus on the metal beams and the underside of the viaduct and bridge to enhance the appreciation of the structure and the atmosphere for people walking and wheeling through either structure. Such brightening up of the spaces under the Viaduct and bridge will create a more welcoming and attractive space, ideally in a way that commemorates the original function of the structures as bridges over the river Fleet.</p>
<p>6. Consequences if project not approved</p>	<p>The City will lose the funding opportunity to fund a project that would contribute to the delivery of the City's Corporate Plan (2024-2029), Transportation Strategy (2024), Fleet Street Area Healthy Street Plan (2023) and Lighting Strategy (2018).</p> <p>There would be minimal abortive costs to the City relating to the staff costs associated with the feasibility of the project (funded through S106).</p>

7. SMART project objectives	<ul style="list-style-type: none"> • Deliver lighting improvements that are sensitive and enhance the character of both the bridge over Shoe Lane and Holborn Viaduct by March 2026. • Create a more welcoming and historic atmosphere for people walking and wheeling to feel more comfortable along key pedestrian routes into the Fleet Street area.
8. Key benefits	<ul style="list-style-type: none"> • Improved look and feel for people walking and wheeling under Holborn Viaduct and Shoe Lane bridge meeting the needs of greater numbers of people walking following the completion of the relocation of the London Museum at Smithfield; • Improved legibility of the area by better visibility of the bridges as landmarks in the streetscape day time and night time; • Enhanced visibility of the City's heritage assets. • Enhanced feeling of safety particularly for women and girls at all times, particularly evening time. <p>The above objectives will be monitored through pre and post qualitative surveys</p>
9. Project category	4b. Substantially reimbursable
10. Project priority	B. Advisable
11. Notable exclusions	<p>No light fittings that could contribute to glare for motorists, buses and people walking and wheeling.</p> <p>No light fittings that could contribute to light pollution in line with the City's Lighting Strategy.</p>

Options Appraisal

12. Overview of options	<p>Options will be developed by the appointed designers to meet the project objectives, and these will be assessed at Gateway 3/4.</p> <p>A key consideration will be ensuring that the City's Structures Team and TfL are satisfied with the proposals and method of fixings to the structure.</p>
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Project Planning

13. Delivery period and key dates	<p>Overall project: It is anticipated that the project would be delivered by mid-2026 which aligns with the FSQ Bid's aspirations.</p> <p>Key dates:</p> <ul style="list-style-type: none">• Design development, including options appraisal: November 2024-May 2025• Stakeholder Engagement including with the Fleet Street Quarter Working Group, occupiers and residents in the Fleet Street area, TfL, Historic England and relevant internal City divisions: November 2024 – November 2025• Detailed and technical design: May - December 2025• Approvals incl. Planning and Listed Building Consent: Summer 2025• Gateway 5: November 2025• Works on site: January – April 2026. <p>Other works dates to coordinate: none.</p>
14. Risk implications	<p>Overall project risk: Medium</p> <ul style="list-style-type: none">• External funding does not materialise and causes abortive costs to the City of London Corporation <p>This risk is minor. The Fleet Street Quarter Bid are carrying most of the risk as they are funding the design development directly up to RIBA stage 3/4.</p> <p>Should the project not go ahead, abortive costs incurred by the City would mostly be staff costs (budgeted as part of this report and covering feasibility stage of the project).</p> <p>A legal agreement will be developed setting out the funding arrangements, protecting the City's exposure to any financial risks.</p> <p>The staff costs budget is of £20,000 - if the project does not look like it would be feasible then officers would stop work and not utilise the full funding allocation for staff costs thus minimising abortive costs to the City.</p> <ul style="list-style-type: none">• Funding available does not meet the costs of the proposals. <p>Response: The project team will design to the budget available.</p> <ul style="list-style-type: none">• Technical design changes and challenges as a result of working with a listed structure.

	<p>Response: Engage early on and maintain engagement throughout design process with those responsible for the structure and decisions.</p> <ul style="list-style-type: none"> • Programme impacted by delays from Planning/Listed Building Consent and other approvals. <p>Response: The project team will engage the City’s Planning Team early in the design development to ensure the final proposal gets approved by the Local Planning Authority in a timely manner.</p> <ul style="list-style-type: none"> • Programme delays due to lengthy lead-in times for light fittings <p>Response: The design team will endeavour to minimise bespoke fittings and source suppliers with reliable supply chains.</p> <p>Further information available within the Risk Register in Appendix 3.</p>
<p>15. Stakeholders and consultees</p>	<ul style="list-style-type: none"> • Fleet Street Quarter BID (project sponsor and funder) • Fleet Street Area Working Group • Ward Members • Street and Walkways Sub-Committee Members • Occupiers including businesses and residents in the Fleet Street area • TfL • Historic England • Local Planning Authority • City Highways Lighting Team • City Structures Division

Resource Implications

<p>16. Total estimated cost</p>	<p>Likely cost range (excluding risk): <i>Anticipated lifetime cost to deliver this project (excluding risk). Can be presented as a range.</i></p> <p>£150,000 - £300,000 including evaluation costs</p> <p>Likely cost range (including risk): <i>Estimated cost above + the costed risk against the project</i></p> <p>£200,000 - £350,000 including evaluation costs and risk.</p>
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17. Funding strategy	Choose 1: Partial funding confirmed	Choose 1: Mixture - some internal and some external funding
18. Investment appraisal	Not Applicable.	
19. Procurement strategy/route to market	<p>A lighting design consultant has already been commissioned by the FSQ BID in liaison with the City. City of London Transportation and Public Realm Team assisted with the commissioning of the designer who was appointed following a Request for Quotation process.</p> <p>The implementation will be undertaken by the City Highway Term Contractor (FM Conway) and the Highway Lighting Team's preferred contractor (Armadillo).</p>	
20. Legal implications	<p>A legal agreement will need to be developed and agreed between the City and the Fleet Street Quarter Business Improvement District to set out responsibilities of both parties and the terms of the allocation of funding by the FSQ BID to the City.</p>	
21. Corporate property implications	Not Applicable.	
22. Traffic implications	Not Applicable.	
23. Sustainability and energy implications	<p>It is anticipated that the light fittings from the proposals will be LED in line with the City of London Lighting Strategy and connected the City's Remote Control System thus enabling energy savings and contributing towards the City's objective to minimise its carbon emissions.</p>	
24. IS implications	Not Applicable.	

25. Equality Impact Assessment	An equality impact assessment will be undertaken ahead of Gateway 3/4 depending on the outcome from officers undertaking an EQIA test of relevance.
26. Data Protection Impact Assessment	Not Applicable.

Appendices

Appendix 1	Project Briefing
Appendix 2	Location Map
Appendix 3	Pictures of existing
Appendix 4	Risk Register

Contact

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APPENDIX 1: Project briefing

Project identifier			
[1a] Unique Project Identifier	<A unique project number will travel with the project, and will incorporate a Department lead, within. Will be generated via Project Vision by CPO after CPB>	[1b] Departmental Reference Number	N/A
[2] Core Project Name	Fleet Street Area Programme: Holborn Viaduct Lighting Improvements		
[3] Programme Affiliation <i>(if applicable)</i>	Fleet Street Area Programme		

Ownership	
[4] Chief Officer has signed off on this document	Ian Hughes
[5] Senior Responsible Officer	Bruce McVean
[6] Project Manager	Leila Ben-Hassel

Description and purpose
[7] Project Description
The project aims to develop and deliver an architectural lighting scheme to celebrate the heritage of the Grade II Listed Holborn Viaduct whilst enhancing the environment for people walking and wheeling along Farringdon Street. Lighting enhancements to the nearby Shoe Lane underpass are also in scope.
[8] Definition of Need: What is the problem we are trying to solve or opportunity we are trying to realise (i.e. the reasons why we should make a change)?
Funding opportunity from the Fleet Street Quarter Business Improvement District following their commissioning of a public realm strategy which identified the area under the viaduct and under Shoe Lane bridge for possible improvements. These line up with the City's Corporate Plan Outcomes and Lighting Strategy.
The area is currently lit however a survey undertaken of users shown the majority of users feel the space isn't attractive and comfortable to walk in. An increase of footfall is also expected in connection with the relocation of the Museum of London at Smithfields.
[9] What is the link to the City of London Corporate plan outcomes?
[1] People are safe and feel safe. [9] Our spaces are secure, resilient and well-maintained.

[11] Our spaces are digitally and physically well-connected and responsive.

[10] What is the link to the departmental business plan objectives?

Business plan being updated - TBC

[11] Note all which apply:

Officer: Project developed from Officer initiation	N	Member: Project developed from Member initiation	N	Corporate: Project developed as a large scale Corporate initiative	N
Mandatory: Compliance with legislation, policy and audit	N	Sustainability: Essential for business continuity	N	Improvement: New opportunity/idea that leads to improvement	Y

Project Benchmarking:

[12] What are the top 3 measures of success which will indicate that the project has achieved its aims?

<These should be impacts of the activity to complete the aim/objective, rather than 'finishes on time and on budget'>>

- 1) Improved look and feel for people walking and wheeling under Holborn Viaduct and Shoe Lane bridge, meeting the needs of greater numbers of people walking following the completion of the relocation of the London Museum at Smithfield;
- 2) Holborn Viaduct and the bridge over Shoe Lane enhanced as local landmarks that act as gateways to the Fleet Street area thus enhancing local legibility;
- 3) Enhanced feeling of safety particularly for women and girls at all times, particularly evening time.

[13] Will this project have any measurable legacy benefits/outcome that we will need to track after the end of the 'delivery' phase? If so, what are they and how will you track them? (E.g. cost savings, quality etc.)

Pre and post-implementation qualitative surveys will be undertaken to measure the impact of the lighting scheme on wayfinding, pedestrian experience and feeling of safety.

[14] What is the expected delivery cost of this project (range values)[£]?

Lower Range estimate: £200,000 (incl. risk)
Upper Range estimate: £350,000 (incl. risk)

[15] Total anticipated on-going revenue commitment post-delivery (lifecycle costs)[£]:

Additional light fittings will need to be installed but the maintenance requirements for the project lifecycle will be a key design consideration to keep these costs as minimum as possible.

[16] What are the expected sources of funding for this project?

External funding and minimum of S106 allocated to Fleet Street Area to initiate the project and facilitate the funding strategy for the full project.

**[17] What is the expected delivery timeframe for this project (range values)?
Are there any deadlines which must be met (e.g. statutory obligations)?**

Lower Range estimate: November 2024 – December 2025
 Upper Range estimate: November 2024 – April 2026
 There are no statutory deadlines. However as the project is externally funded, key dates and milestones may need to be agreed with the project sponsor. This section will be updated at the next Gateway (Gateway 3/4).

Project Impact:

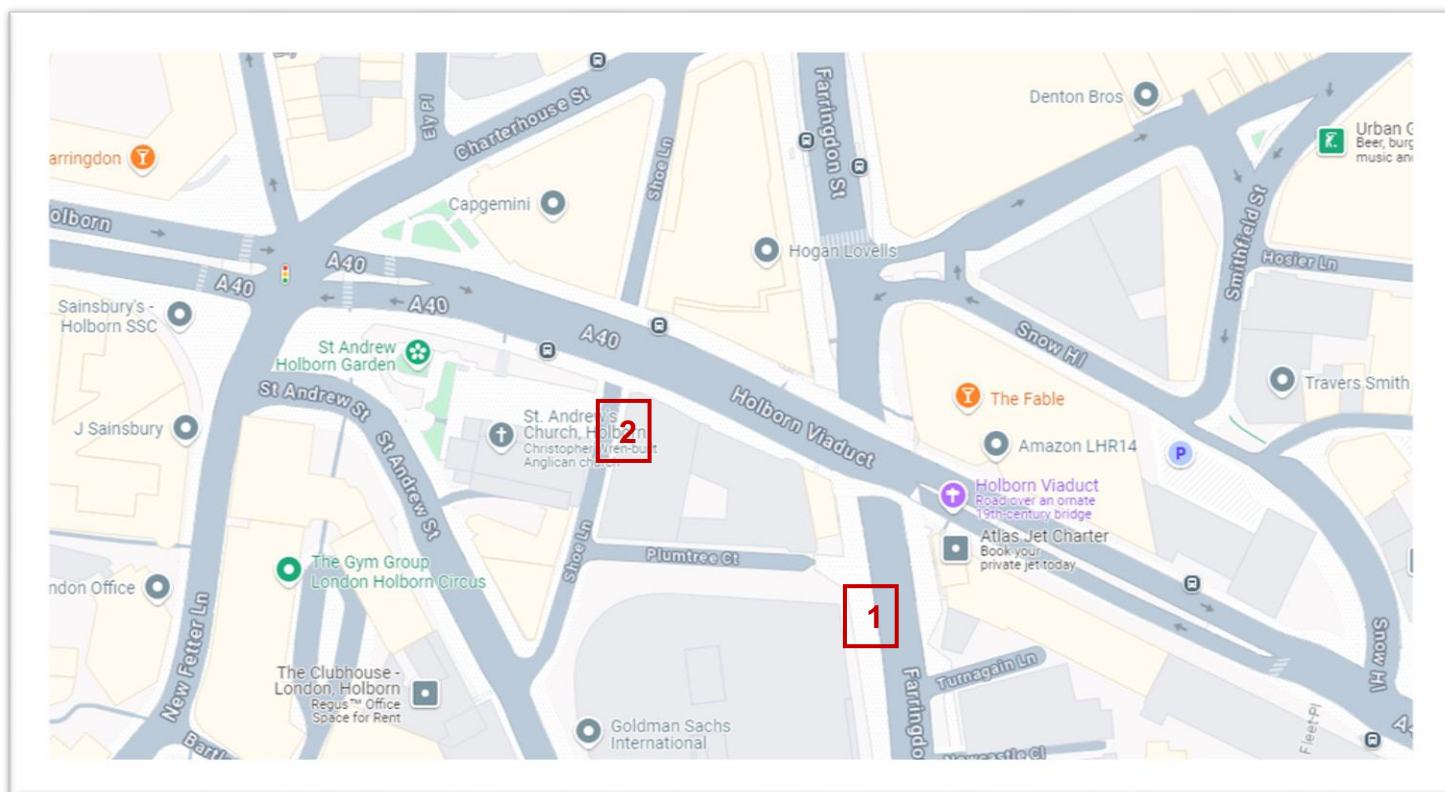
[18] Will this project generate public or media impact and response which the City of London will need to manage? Will this be a high-profile activity with public and media momentum?

Some press will likely be generated by the Fleet Street Quarter BID as main project sponsor – but not high profile. Communication activities will be managed by City Officers and in coordination with the Corporate Communication Team if necessary.

**[19] Who has been actively consulted to develop this project to this stage?
<(Add additional internal or external stakeholders where required) >**

Chamberlains: Finance	Officer Name: Darshika Patel
Chamberlains: Procurement	Officer Name: NA
IT	Officer Name: NA
HR	Officer Name: NA
Communications	Officer Name: NA
Corporate Property	Officer Name: NA
External	The Fleet Street Area Working Group including representatives of the local Business Improvement District.

APPENDIX 2: Location map

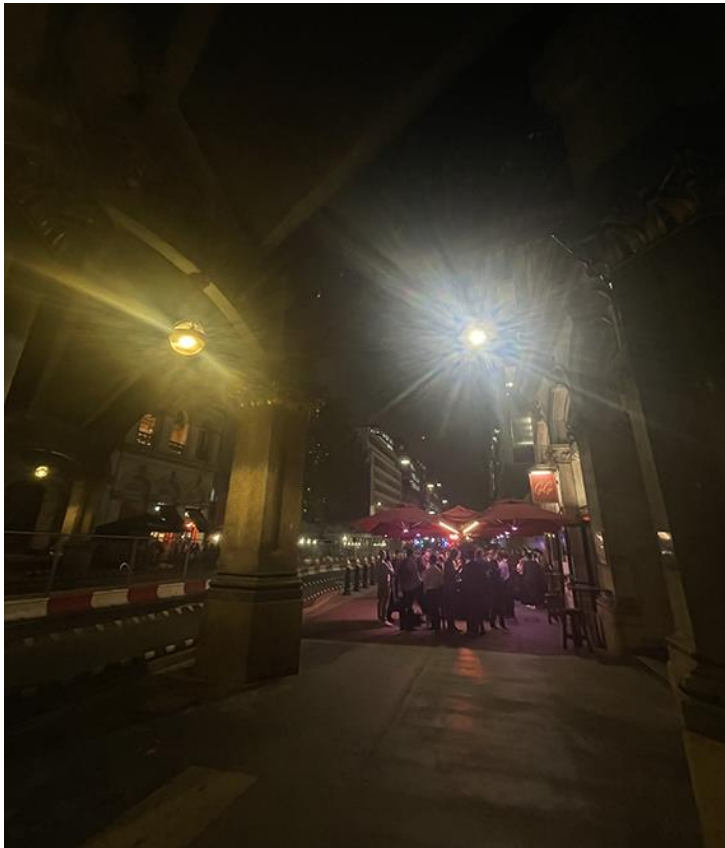


- 1** Area under Holborn Viaduct along Farringdon Street proposed for lighting improvements
- 2** Area under Shoe Lane bridge proposed for lighting improvements

APPENDIX 3: Pictures of existing

1. Holborn Viaduct and Farringdon Street





2. Shoe Lane Bridge



APPENDIX 4: Risk Register

Appended separately