

Management Committee

14 August 2018

Weymouth Promenade Artistic Lighting – Proposed Design

For Decision

Briefholder

Councillor Richard Kosior – Tourism, Culture & Harbours

Senior Leadership Team Contact:

M Hamilton, Strategic Director

Report Author:

P Christie, Project Engineer, Assets & Infrastructure

Statutory Authority

Localism Act 2011 – ‘general power of competence’.

Purpose of Report

- 1 To provide an update on the project to design and install a new lighting Project for Weymouth Promenade.
- 2 To present the design proposal for the Project, set out its technical feasibility and long-term cost implications and obtain a decision on Project progression.

Recommendation

- 3 Approve the proposed design for the Promenade lighting Project and delegate power to the Strategic Director in consultation with the Briefholder to undertake all action necessary to progress the required planning application and undertake all other related actions (including any related decisions) necessary to progress this project to a conclusion.

Reason for Decision

- 4 To enable the Promenade lighting project to progress to completion.

Background and Reason Decision Needed

a) Reason Decision Needed

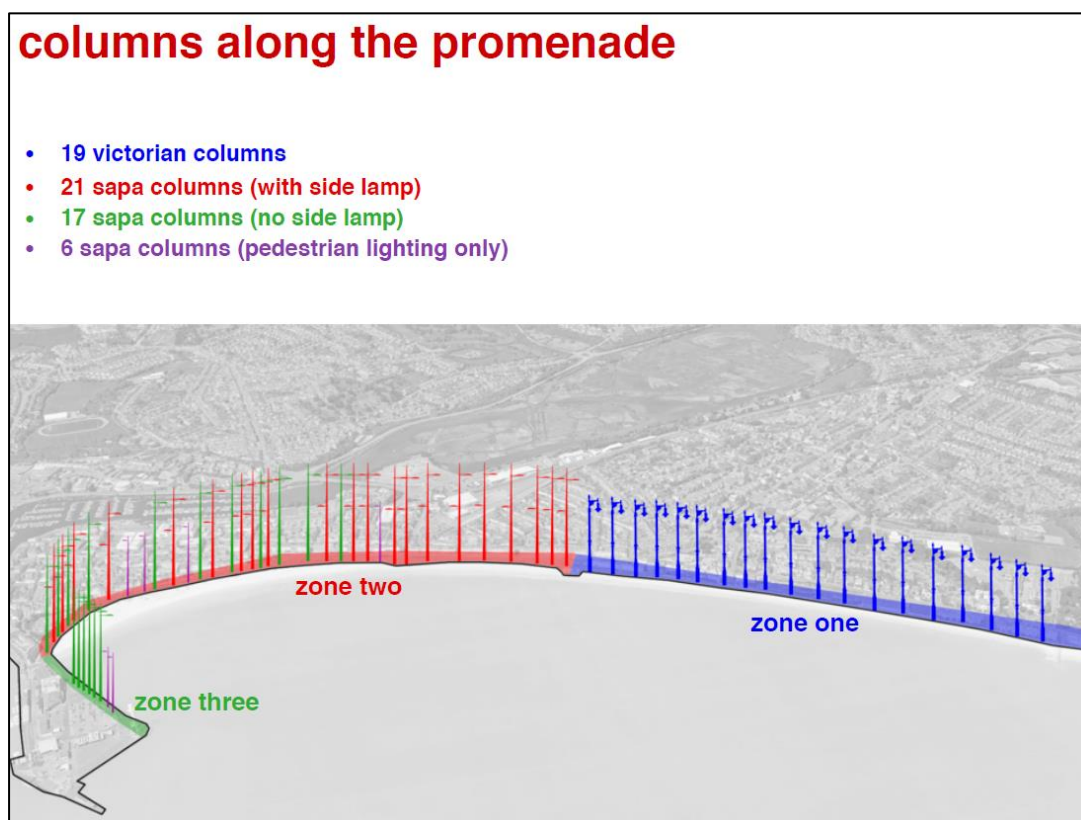
- 5 The installation will require planning permission and will, if implemented, be operated and maintained in the long-term by a Local Authority. Management Committee is asked, therefore, to make a decision on the Project. Approval of which includes:

- a. exclusion of the Promenade between Pier Bandstand and Greenhill Groyne from the Project scope based on community feedback;
 - b. the financial implications of the ongoing operations and maintenance;
 - c. the allocation of budget to the proposed lighting Project maintenance as per the proposed budget and cost forecast.
- 6 Rejection of the proposal may have reputational and financial implications for Council. These may include:
- a. Project 6 of the Portfolio Project Plan within the 'Partnership Agreement Relating to the Delivery of the Dorset Coastal Connections People and Places Project' agreed by the Lead Partner (Dorset County Council) and several Local Authority Partners (including Weymouth & Portland Borough Council) will not be delivered;
 - b. Dorset Coastal Forum will return the remaining uncommitted £157,500 grant funding to the Coastal Communities Fund (The Ministry of Housing, Communities and Local Government);
 - c. The Ministry of Housing, Communities and Local Government are within their rights under the Agreement to request WPBC to pay back the committed spend. The committed spent to date is £21,500 for design fees, commissioned by WPBC and £21,000 for a local artistic lead (Bounce Back Arts commissioned by DCF), totalling £42,500.

b) Project Background/Timeline

- 7 The Dorset Coast Forum's '*Dorset Coastal Connections – People and Places*' programme is funded by a grant from The Ministry of Housing, Communities and Local Government's '*Coastal Communities Fund*' and comprises Projects along the coast from Christchurch to Lyme Regis. The overall aim of the programme is to improve and enhance coastal access and public realm infrastructure increasing visitor numbers, promoting health and wellbeing and generating jobs.
- 8 In July 2017, Management Committee agreed to accept the offer of a grant from the Dorset Coast Forum for a project to design and install a new artist designed lighting installation for Weymouth Promenade, as part of the '*Dorset Coastal Connections – People and Places*' programme. As a result, the council entered in to a contract for the delivery of a Project with Dorset County Council (which hosts DCF).
- 9 The grant allocated to the Weymouth Promenade Lighting project is £200,000 and this is being used by the Dorset Coast Forum as follows:
- £21,500 for design fees, commissioned by WPBC.
 - £156,850 for supply and installation (including contingency) to be commissioned by WPBC;
 - £21,000 for a local artistic lead (Bounce Back Arts commissioned by DCF);
 - £650 for planning application fees.
- 10 The Project team has met with the Members Arts Advisory Panel (MAAP) in:
- Jul 2017: Site visit to explain scope of project;
 - Oct 2017: Consultation update and next steps;
 - Nov 2017: Draft brief issued for comments;

- Apr 2018: Q&A session and appointed Designer presentation.
- 11 In December 2017, Management Committee approved the design brief and the revised procurement process for a new lighting Project on Weymouth Promenade. It was also agreed that a further paper be submitted outlining the design options for the Project for approval (this report).
 - 12 The approved design brief, produced by Bounce Back Arts and DCF set out project context, stakeholders, community engagement, design criteria, selection criteria and other general tender information.
 - 13 The procurement of a Designer focused on the Designer's track record and experience, and their understanding of the brief. Several Designers were invited to attend site, produce concepts and present their vision for the project to an interview panel. The selection process was agreed with the council's Procurement Officer.
 - 14 Tonkin Liu was considered to have the best track record, experience and understanding of both the brief and project, and was appointed in April 2018.
 - 15 The Brief suggested that the Designer looked at the Promenade as zones. Tonkin Liu viewed the zones based on the types of lighting column, their history and the previous, current and future uses of each zone. The three zones are illustrated below, by Tonkin Liu (2018):



- 16 In April and May 2018, the Project team undertook intensive stakeholder engagement via a focus group, school sessions and presentations to the Member Arts Advisory Panel.
- 17 The Community exhibition was held on Friday 18 and Saturday 19 May 2018 at Weymouth Library. Further details of member and community engagement can be found in the 'Consultation and Engagement' section and Appendix A.

- 18 In May and June 2018, the Project team invited all members to two separate presentations of the design. In May the Designer presented their design process and the feasible option. During the second presentation in June the Designer presented the proposed design.
- 19 In the June 2018 meeting Members requested a demonstration of the proposed design to help inform their decisions at the upcoming Management Committee. On 31 July 2018 the Project team invited all Members to see a sample product from one of several prospective suppliers, set up on a Weymouth Promenade sapa column. The supplier loaned the materials free of charge, with no expectation of winning a contract for the supply. Supplier(s) will be awarded contracts through WPBC's transparent procurement process only once the relevant consents have been received. Further details of the example lighting trial can be found in Appendix B.

c) The Decommissioned Catenary Lighting

- 20 There is a group of the community that would like the catenary lighting that was removed in 2011 to be re-instated like-for-like or similar but with modern components.
- 21 The Designer, District Council and County Council Officers have looked into the feasibility early on in this project and throughout. The findings are summarised here.
- 22 The Victorian columns on the promenade and 1970s highway lighting columns (on the road edge) were removed in 2011 as part of a broader regeneration scheme for the esplanade, with the aim of de-cluttering the area, reducing light pollution and meeting current highway lighting and safety regulations.
- 23 The Sapa lighting columns (the modern replacements which taper to a point) were installed as part of the regeneration scheme. The quality and quantity of light given by these columns allowed them to be positioned further apart, on the highway side of the esplanade, performing functions as both highway (higher, road-facing lamp heads) and pedestrian (lower, Esplanade-facing lamp heads) lighting. This achieved the goal of de-cluttering the Esplanade.
- 24 The Sapa columns met road safety standards and are designed to be passively safe (break off at the base in the event of a major vehicle impact). They are able to carry static loads included in their original design; e.g. road lanterns, small signs and hanging baskets etc. They will not support the dynamic and lateral forces generated by the high tensile steel catenary cables which would be necessary for any string type LED lighting.
- 25 In 2009 Torbay Council's Festoon Lighting (catenary LED) received planning permission. The project was used as a case study, and the Project team concluded:
 - a. Catenary LED lighting on Weymouth Promenade would require the installation of approximately 130 additional columns adding significant additional infrastructure to the promenade. Many of which would need electrical supply;
 - b. A similar installation across Weymouth Promenade would cost approximately three to five times the available grant funding to install;
 - c. Torbay Council have allowed for entire sections to be replaced every seven years at a cost of approximately £30,000 each time.

Maintenance costs imposed on rate payers for Catenary LED lighting per year would be several times greater than the proposed design.

d) Key Project Dates

- 26 The following are key project dates which deliver the project to completion by 31 March 2019 (dependent upon appointment of a supplier). These dates are subject to approvals and may change:
- a. Planning application submission: August 2018;
 - b. Award a supplier: December 2018;
 - c. Installation start: January 2019;
 - d. Commissioning, testing and completion: March 2019.

Consultation and Engagement

- 27 Dorset Coast Forum is the lead partner for engagement and consultation, and has involved the community as much as possible at appropriate times in the key decisions of the project. See Appendix A for full details.
- 28 In total DCF has engaged (informed and spoken with) 6,651 people and analysed detailed comments from 2,065 participants as well as from the broader sphere of media.
- 29 The first round of consultation enabled the brief to be written to reflect the community's aspirations for the seafront. The second round has ascertained the level of support for the Project within the community and helped to direct how the scenes should be programmed to create a Project with broad appeal.
- 30 The most popular designs showed gentle movement and a variety of colour. There was also support for 'special event' displays which could be programmed ahead and switched on for events including Christmas, carnival, Armed Forces Day etc.
- 31 There was strong support for a blended display of short periods of 'active' movement/colour interspersed with a gentle/static display, with a strong consensus that the time between the active displays should be well-lit rather than dark.
- 32 The overall response to the Project was mixed, with a number of participants (including some of those who had previously wanted catenary lighting) giving positive feedback of the new design. The design is bold, innovative and unique, so it is to be expected that a mix of opinions should be received when it is first presented to the community.
- 33 There remains a significant section of the community who prefer to see the return of catenary lighting on the Promenade. Therefore, the proposed Project does not fully meet their expectations.
- 34 For further detail of the consultation and engagement results, please see Appendix A.

Proposed Lighting Design

- 35 This design utilises the existing lighting infrastructure along the promenade, by retrofitting the Sapa lighting columns with (up to) 6 metre lengths of Red Green Blue (RGB) Light Emitting Diode (LED) lighting. The design will allow for a united lighting Project to run along the promenade. This simple

technology will create lighting scenes of multiple programmes, which have been designed as a result of public ideas.

- 36 Power to the new fittings can be drawn from the mains supply already fed into the columns, allowing for the budget to be spent on more cumulative length of light rather than running new cabling and installing new lighting columns. To ensure the installation is safe for the public and out of reach for vandalism, the installation will be positioned no lower than 3 metres high. This will also mean that the installation is out of near field eye line during the day.
- 37 The programmed lighting scenes, have be designed to reflect the activities on the beach. The scenes will change luminosity and colour in horizontal and vertical planes, providing a visual display of designed scenes. It seeks inspiration from nature, creating scenes that mimic the rising and setting sun, as well as rain and a bird in flight. A storyboard has been provided in Appendix B for visual representation.
- 38 We received a substantial number of public comments requesting that the Victorian historic columns be left unchanged. The Designer, the Project team and Conservation Officer have concerns about the installation onto the historic cast iron structures. The benefits of excluding the section from Pier Bandstand to Greenhill Groyne are:
 - a. We are listening to the public whilst maintaining the overall concept;
 - b. The budget saved can be used to install greater lengths between pier bandstand and the peninsula, providing a greater impact;
 - c. The beautiful curve of the bay is greatest between pier bandstand and the peninsula meaning the artwork isn't compromised in regards to emphasising this curvature of the bay.

Implications

Corporate Plan

- 39 This project supports the Weymouth & Portland Borough Corporate Plan outcome of *"Improving Quality of Life: Safeguarding and providing opportunities to enjoy the natural and built environment now and in the future."*

Financial (Recommendation Only)

- 40 There is no financial cost to Council for the design, supply, installation and commissioning of the promenade lighting (excluding Officer time).
- 41 A local authority will be responsible for the operations and maintenance of the installation during its lifetime.
- 42 The project team has proposed a budget for 20 years of the asset lifetime. It is recommended at year 1 that the local authority reviews the proposed forecast and again at year 5 to ensure asset cost management reflects actual costs.
- 43 Expenditure in year 2 and year 10 is proposed to engage the community, understand their views on the lights and identify if any scenes should be removed or changed and source new ideas for scenes.
- 44 The proposed asset cost plan from 1 April 2019 for 20 years is below. This profile assumes inflation of 2% per annum on operations, materials and labour.

	2019/20	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Budget allocation	£600	£3,610	£625	£640	£650	£2,110	£2,155	£2,200	£2,240	£5,790
Operations cost	-£600	-£610	-£625	-£640	-£650	-£660	-£675	-£690	-£700	-£720
Maintenance cost	Nil - under warranty					-£1,450	-£1,480	-£1,510	-£1,540	-£1,570
Follow up programming	Nil	-£3,000	Nil	Nil	Nil	Nil	Nil	Nil	Nil	-£3,500
Annual Balance	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0

	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20
Budget allocation	£3,280	£3,345	£3,410	£3,480	£3,550	£3,625	£3,695	£3,770	£3,850	£3,925
Operations cost	-£730	-£745	-£760	-£775	-£790	-£810	-£825	-£840	-£860	-£875
Maintenance cost	-£2,550	-£2,600	-£2,650	-£2,705	-£2,760	-£2,815	-£2,870	-£2,930	-£2,990	-£3,050
Follow up programming	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Annual Balance	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0

	Total
Budget allocation	£56,550
Operations cost	-£14,580
Maintenance cost	-£35,470
Follow up programming	-£6,500

Equalities

- 45 All work carried out towards this Project, including the design, is considered to meet the requirements of the Equality Act 2010.
- 46 Section 6.1.14 of the design brief requires the Project to *'take into account...the needs of those with visual impairments'*, which is anyone with particular susceptibility to the effects of lighting displays.
- 47 Additionally, targeted outreach work has been carried out with groups identified as able to advise on design elements which would benefit those with particular susceptibility to the effects of a lighting display. This specialist feedback has been incorporated into the final proposed design.

Environmental

- 48 The environmental impact of the design has been carefully considered throughout the design process of the Project. In particular the specification of LED technology to create the installation across the promenade. By specifying LED strips and therefore keeping the power consumption of the installation to a minimum, maintenance costs are kept low as LED is up to 80% more efficient than traditional lighting (95% of the energy in LEDs is converted into light).
- 49 A longer life span of the LED strip means lower carbon emissions, lasting up to six times longer than other types of lights, reducing the requirement for frequent replacements. This results in using fewer lights and hence fewer resources are needed for manufacturing processes, packaging materials and transportation.

Economic Development

- 50 Enhancements to the Promenade should make a contribution to tourism and economic growth.

Risk Management (including Health & Safety)

- 51 If the project is not completed successfully then this may reflect upon WPBC's ability to deliver Projects funded by the Coastal Community Fund and other similar programmes. There is a financial risk under the Agreement that WPBC may be required to pay some or all of the spent monies back to The Ministry for Housing, Communities and Local Government.
- 52 Vandalism and safety risk of electrical equipment has been managed by keeping the height of each lighting unit well above ground level. It is considered that positioning each light unit at 3 metres above ground level on the Sapa columns provides sufficient height to ensure the safety of the fittings without compromising the visual effectiveness of the installation.
- 53 Some scenes may be disliked by the community. Scene amendments can be made if there is concern. However, given the Designers incorporation of public view into the design, this is considered a low risk.
- 54 By utilising proven technology and off the shelf products we eliminate the obsolescence that more complex installations are susceptible to through their life span.

Human Resources

- 55 Officer time is being allocated to this project from Assets & Infrastructure, Engineering Projects, to manage the project.
- 56 Future asset ownership – requirement to manage asset by a suitably qualified Officer.

Appendices

- 57 The following Appendices are attached to this report:
 - a. Appendix A: Public consultation and Member engagement;
 - b. Appendix B: Further Design Information.

Background Papers

- 58 Information on the public consultation work undertaken for this project by the Dorset Coast Forum can be viewed at:
<http://www.dorsetcoasthaveyoursay.co.uk/weymouth-promenade-lighting>
- 59 The following papers and decisions provide background to this paper:
 - a. Management Committee, 11 July 2017, Proposals for a review of the Esplanade lighting scheme in Weymouth;
 - b. Decisions taken by the Weymouth & Portland Borough Council Management Committee, 11 July 2017;
 - c. Management Committee, 12 December 2017, Brief for improvements to lighting on Weymouth Esplanade;
 - d. Decisions taken by the Weymouth & Portland Borough Council Management Committee, 12 December 2017

Footnote

- 60 Issues relating to financial, environmental, economic and equalities implications have been considered and any information relevant to the decision is included within the report.

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