

HAMBLETON DISTRICT COUNCIL

Report To: Cabinet
12 February 2013

From: Scrutiny Committee 2

Subject: POLICY REVIEW – PUBLIC LIGHTING ENERGY SAVING INITIATIVES

All Wards

1.0 SUMMARY:

1.1 At a meeting held on 10 January 2013, the Committee undertook a review on Public Lighting Saving Initiatives. This report sets out the Committee's findings, conclusions and recommendations.

2.0 INTRODUCTION:

2.1 At a meeting of Cabinet held on 11 December 2012, a decision regarding consideration of energy saving initiatives in conjunction with forthcoming works to be undertaken by North Yorkshire County Council (NYCC) on the roads network lighting system was deferred and passed to the Scrutiny Committee for consideration, prior to reporting back to Cabinet in February 2013. A copy of the report submitted to Cabinet is attached at Annex A.

2.2 The Committee undertook the review and the terms of reference was as follows:-

- To consider the proposed public lighting energy saving initiatives in conjunction with forthcoming works to be undertaken by North Yorkshire County Council (NYCC) on the roads network lighting system.

2.3 Evidence was provided at the meeting from Chris Vincent, Design and Maintenance Manager, Hambleton District Council, (HDC); Ian Dawson, Lighting Engineer (HDC/RDC); Pat Wilson, Community Safety Manager (HDC/RDC); Paul Gilmore, Team Leader Road Lighting (NYCC); Councillor Nigel Knapton (representing various Parish Councils) and North Yorkshire County Councillor Gareth Dadd.

3.0 FINDINGS

3.1 The terms of reference of the review were aimed at answering the following key questions:

- What is the current policy of the Council and why is this so?
- Who is the policy aimed at, who is intended to benefit and how is this measured?
- What is central to the delivery of the policy (resources, stakeholder involvement, etc)?
- Is the current policy working (is it delivering the stated outcomes and do the recipients benefit)?
- Does the policy need to change – is it still valid?
- Can the policy and the service be improved – if so how?
- What impact will the policy have on other partners?

- 3.2 Based on the written and oral evidence presented, the Committee's findings were as follows:
- 3.2.1 The Committee was informed that the District Council has a Carbon Management Plan which had been produced, with the support of the Carbon Management Trust, in 2010 which included street lighting. A presentation given to the Committee highlighted the background to the scheme; areas of consideration such as cost, carbon emission reductions, etc; energy saving measures; potential pay backs; potential costs and savings; split between HDC and NYCC lights in towns and villages; NYCC's policy and NYCC's implementation programme. Lengthy discussion on these points took place and further information was obtained on a question and answer basis.
- 3.2.2 The Committee noted that North Yorkshire County Council were implementing a 4 year Street Lighting Energy Reduction Programme across North Yorkshire.
- 3.2.3 The Committee explored the option of replacing the existing lamps with LED lamps. This was not considered feasible as the capital cost would be significant at the present time.
- 3.2.4 The Committee was informed that the expected savings were £7,000 in 2013/14 and full savings of approximately £24,500 for the following years based on achieving a 60% proportion of part-nighted units.
- 3.2.5 The Committee considered a question regarding Parish Councils taking over the responsibility for street lighting and whether this had been investigated, or whether this could be part of the consultation exercise to offer the Parish Council's the opportunity to pay for the lights to remain on and deduct the cost from the precept. The Committee was informed that this had not happened at this stage and it was suggested that this could be a consideration. It was suggested that perhaps the Parish Councils should consult directly with their residents to find out whether they would want to pay for the street lighting to remain on.
- 3.2.6 This suggestion should be approached with caution as this should not undermine the principal of the scheme which is to achieve savings and reduce carbon emissions. This scheme is not about transferring costs from the County/District Councils to Parish Councils and these issues must be dealt with sensitivity. It was suggested that this option only be considered as a last resort. All implications on public safety, etc will be considered thoroughly and the message regarding achieving savings and carbon emissions should not be diluted. North Yorkshire County Council would carry out a review after the implementation of their scheme and if there were any areas that needed revising this would be carried out. If revisions required a reversal of part-nighting back to dusk till dawn this would clearly impact on savings and result in abortive costs.
- 3.2.7 With regard to the consultation exercise, the Committee was informed that members of public would be able to respond to the proposals. Leaflets would be delivered to every household which would outline the ways in which the public could respond, ie via the website, writing letters, approaching their District Councillor or via their Parish Council. The Committee was also informed that copies of all the proposals could be made available in hard copy and displayed wherever they were required, for example in libraries, post offices, etc. It was not deemed necessary to hold public meetings. It was also suggested that Elected Members themselves could organise their own 'drop in' sessions to explain the proposals.
- 3.2.8 The Committee was satisfied with the proposed level of consultation with Parish Councils and that engagement at Parish Council level was sufficient and there was no requirement for a public meeting.

- 3.2.9 The Committee wished to know what flexibility was there regarding altering the timing of when the lights switch off and on and noted that the decision regarding the timing had to be made in advance otherwise the savings would not be achieved.
- 3.2.10 With regard to Community Safety Issues, the Committee was informed that discussions around this issue had taken place and that the main concerns regarding part night lighting was the effect it may have on crime and anti-social behaviour. The Community Safety Partnership could work closely with the officers throughout the project and provide information on crime statistics that might affect a decision on the proposals as to which lights were to be part-nighted. The Committee also noted that North Yorkshire County Council had consulted the Police and other partners to take into account all aspects of Community Safety when developing their scheme. The Committee suggested that should NYCC deem there to be a potential risk to the public, a risk analysis be undertaken.
- 3.2.11 The Committee reviewed the Scope for the review and concluded that the proposals would achieve the savings identified; was satisfied that there were mechanisms in place to ensure the safety of the community, particularly regarding road safety, crime and anti-social behaviour and supported the proposal of a joint consultation exercise with NYCC and the implementation of part-nighting generally in accordance with NYCC policies.

4.0 CONCLUSIONS:

4.1 What is the current policy/practice/procedure of the Council and why is this so?

The District Council has a Carbon Management Plan which has been produced, with the support of the Carbon Management Trust, in 2010 which includes street lighting.

4.2 Who is the policy/practice/procedure aimed at, who is intended to benefit and how is this measured?

This plan is aimed at the Council and will affect the community and will be measured by the reduction in levels of carbon emissions and financial savings generated.

4.3 What is central to the delivery of the policy/practice/procedure (resources, stakeholder involvement, etc)?

Agreement of the proposals which would be carried out in conjunction with North Yorkshire County Council's 4 year Street Lighting Energy Reduction programme.

4.4 Is the current policy/practice/procedure working (is it delivering the stated outcomes and do the recipients benefit)?

It is anticipated that the implementation of this programme of Public Lighting Saving Initiatives will benefit the Council by reducing carbon emissions and generating financial savings.

4.5 Does the policy/practice/procedure need to change – is it still valid?

A review will be carried out after implementation. It was suggested that in view of ongoing technology changes that this programme be reviewed on a 2 yearly basis.

4.6 Can the policy/practice/procedure and the service be improved – if so how?

Following a review, issues may be identified and improvements made.

4.7 What impact will the policy have on other partners?

Implementation of Energy Saving Initiatives may impact on the Police regarding community safety but should not adversely affect other partners.

5.0 RECOMMENDATIONS:

- 5.1 To recommend to Cabinet that approval be given to progress a joint consultation exercise with North Yorkshire County Council and the implementation of part-nighting generally in accordance with NYCC policies at anticipated capital cost for HDC of £100,000.

COUNCILLOR J PREST
CHAIRMAN

Background Papers: None
Author ref: LAH
Contact: Louise Hancock, Committee Officer
Direct Line: 767015

AGENDA ITEM NO: 7**HAMBLETON DISTRICT COUNCIL**

Report To: Cabinet
11 December 2012

Subject: PUBLIC LIGHTING ENERGY SAVING INITIATIVES

All Wards
Portfolio Holder for Corporate Services: Councillor B Phillips

1.0 PURPOSE AND BACKGROUND :

1.1 This report seeks consideration of public lighting energy saving initiatives in conjunction with forthcoming works to be undertaken by North Yorkshire County Council (NYCC) on the roads network lighting system.

1.2 It proposes a joint approach with the County Council to save energy on the District's public lighting.

2.0 DECISIONS SOUGHT :

2.1 Cabinet is asked to approve work, in conjunction with NYCC, to undertake a joint exercise during 2013 / 2014 implementing a part nighting programme for the District Council's public lighting system within budget allocations identified within the Council's ten year capital programme and in accordance with the Council's energy and carbon savings strategy.

3.0 THE PROPOSED SCHEME :

3.1 The District and County lighting systems are closely integrated in terms of coverage (see Annex A). There are over 10,000 street lights serving the road, footway and cycleway networks across the district of Hambleton. Over 4,000 are owned by the District Council and approximately 6,000 owned by NYCC.

3.2 NYCC are underway with phase 1 of a four year Street Lighting Energy Reduction programme with a target of achieving 60% of the lighting units being converted to being either switched off or dimmed between midnight and 5am, termed respectively "part nighting" or "dimming". The bulk of the work involves part nighting which is currently being implemented at Harrogate, Knaresborough and Scarborough. The phase 2 works at Hambleton and Richmondshire are programmed to be undertaken between May 2013 and March 2014. (See Annex B for anticipated programme)

3.3 If the District Council wants to also implement energy savings initiatives for its lighting system there is potential for joint risk assessments, consultations exercise and coordinated works implementation programme incorporating agreed apportioned shared consultation costs. (See Annex C for sample publicity brochure)

3.4 The process would involve risk assessments from NY Police on local crime statistics and criminal behaviour and NYCC Road Safety section on night time accident records plus operative and legislative requirements. Consultations on proposals would involve Parish Councils and District Members and the general public prior to the commencement of implementation works. Finally a post-implementation review will be undertaken.

- 3.5 NYCC policy states that part nighting should not be considered at ; accident record zones , such as areas on the high risk site and high risk routes and where street lighting has previously been installed as an accident reduction measure; conflict zones, such as roundabouts, traffic signal junctions, major junctions, right-turn lanes, pedestrian crossings etc; continuous high traffic flows areas such as at the location of hospitals; areas of high crime where lighting has been installed specifically to reduce crime or the fear of crime including locations covered by CCTV operations.
- 3.6 NYCC consider locations where part nighting operations could be considered include residential areas, car parks, certain long stretches of bypasses and main/minor traffic routes where accident risk is minimal, industrial estates, footpaths and cycleways.
- 3.7 Analysis undertaken by both NYCC and HDC confirms that at present the most cost effective method of undertaking energy savings is by replacing the existing dusk till dawn photo cells with part night photo cells. During the summer the lights would come on at dusk and switch off at approximately 12.45am and remain off for the remainder of the night. During the winter months the lights would come on at dusk and then off at approximately midnight then on again at 5.30am and switch off again at dawn.

4.0 LINK TO CORPORATE PRIORITIES :

- 4.1 The proposals meet targets set in the Councils Carbon Management Plan of 2009 in reduction of the Council's carbon footprint.
- 4.2 The scheme aligns with endeavours for improved efficiencies in the reduction of annual revenue costs based on relative short terms of returns on investment.

5.0 RISK ASSESSMENT :

- 5.1 There are no risks in approving the recommendation.
- 5.2 **Risk in not approving the recommendation**

Risk	Implication	Prob*	Imp*	Total	Preventative action
1. The Council would not achieve cost savings, energy and carbon reduction targets	The efficiencies identified in the carbon management plan would need to be sourced from other areas	5	2	10	Identify other Council activities where commensurate cost and carbon savings could be made
2. The community would be left with a two tier standard of lighting system which would lead to feeling of inequality and resentment.	Different areas of a town or village would be left with differing standards of lighting during the early hours.	5	3	15	Agree a coordinated publicity campaign with stakeholders to explain reasons behind a two tier standard.

Prob = Probability, Imp = Impact, Score range is Low = 1, High = 5

6.0 SUSTAINABILITY IMPLICATIONS :

- 6.1 In the event of achieving 60% installation of part night cell the anticipated reduction in annual carbon emissions is estimated at some 170 tonnes of CO².

7.0 FINANCIAL IMPLICATIONS AND EFFICIENCIES :

- 7.1 The current annual electric energy costs for running the District Council's public lighting system totals some £110,000. The majority of lamps consume 70W or less with an average annual energy cost of £26.92 per unit.
- 7.2 Hambleton have a total of 4,086 lights To install part night switching to 60% of the system would cost approximately £98,000 resulting in annual energy savings of £24,500 on the existing budget of £110,000 with a pay back period of approximately 4.5 years. The anticipated joint consultation costs including the publication and distribution of brochures, website works and other ancillary costs are anticipated to be in the order of £2,000.
- 7.3 a) Capital allocations for this project are identified within the Council's ten year programme (£120,000, 17 April 2012 Cabinet) and also within the Council's Carbon Management Plan (£50,900, CMP 2009)

<u>CAPITAL EXPENDITURE</u>	2013/14	2014/15	2015/16	2016/17
	£	£	£	£
Part-nighting works	98,000	0	0	0
Joint consultation costs	2,000			
Financed by:				
Capital Programme:	100,000	0	0	0
Total Capital Cost	<u>100,000</u>	<u>0</u>	<u>0</u>	<u>0</u>

- b) There will be electricity savings made on the energy budgets from the time of approvals from the electricity company on the revised Council inventory submission containing the new fitted part night cells.

<u>REVENUE EFFECTS</u>	2013/14	2014/15	2015/16	2016/17
	£	£	£	£
Energy Savings	<u>7,000</u>	<u>24,500</u>	<u>24,500</u>	<u>24,500</u>

8.0 LEGAL / INSURANCE IMPLICATIONS :

- 8.1 A local authority has a power, not a duty, to provide and maintain street lighting.
- 8.2 Whilst street lighting has several community benefits there is no overriding duty on local authorities to keep lit lighting systems it owns and operates in order to prevent crime.
- 8.3 A local authority may be challenged if it removed a system of street lighting or failed to maintain one in operation, if it cannot demonstrate that the reason for which the system of lighting was installed was no longer applicable. However, provided a Council takes a reasonable, risk-based approach to determining its lighting policy the legal risk should be minimal.

8.4 The District Councils' insurance agents Marsh Ltd "confirm that provided that the council take all assessment precautions and follow the process which NYCC have outlined in order to involve the police and review hot spots and crime areas, etc, cover will be provided as per the standard terms, conditions and exclusions of our policy."

9.0 SECTION 17 CRIME AND DISORDER ACT 1998 :

9.1 As described in item 3.4, close consultations on proposals will be made with North Yorkshire Police and Community Safety regarding crime risk assessment.

10.0 EQUALITY / DIVERSITY ISSUES :

10.1 None recognised if scheme is equitable undertaken alongside NYCC implementations.

11.0 RECOMMENDATIONS:

10.1 It is recommended that approval is given to progress a joint consultation exercise with NYCC and subsequently implement an energy savings exercise for both NYCC and HDC street lighting systems throughout the District at an anticipated capital cost for HDC of £100,000.

MARTYN RICHARDS

Background papers: None
Author ref: C Vincent
Contact: C Vincent
Directline: 01609 767170

Public Lighting split between HDC - NYCC

	HDC	NYCC		HDC	NYCC		HDC	NYCC
Ainderby Quernhow	8	0	Great Fencote	10	0	Romanby	134	344
Ainderby Steeple	22	4	Great Langton	12	1	Rudby	35	18
Aiskew & Leeming Bar	59	306	Great Smeaton	4	27	Sandhutton	13	0
Aldwark & Flawith	8	0	Hackforth	21	0	Scruton	33	21
Alne	39	5	Helperby	19	2	Seamer	29	15
Appleton Wiske	37	12	Hornby	11	1	Sessay	21	0
Bagby	0	1	Huby	64	27	Shipton	38	64
Battersby	10	0	Husthwaite	30	4	Sinderby	7	0
Battersby Junction	14	0	Hutton Rudby	85	91	Skipton on Swale	7	2
Bedale	154	213	Hutton Sessay	5	0	Snape with Thorpe	46	0
Bilsdale Midcable	30	0	Ingleby Arncliffe	4	40	South Kilvington	17	15
Borrowby	28	5	Ingleby Greenhow	16	0	South Otterington	26	10
Brafferton	12	7	Kepwick	4	0	Sowerby	224	90
Brandsby cum Stearby	2	0	Kilburn High & Low	8	0	Stillington	40	28
Brompton	98	93	Kildale	3	0	Stokesley	204	662
Burneston	20	10	Kiplin	3	0	Streetlam	4	0
Burril with Cowling	15	0	Kirby Sigston	1	0	Sutton Howgrave	7	0
Carlton	0	1	Kirby Wiske	12	0	Sutton on the Forest	52	28
Carlton Husthwaite	9	1	Kirkby Fleetham	30	10	Sutton Under Whitstonecliffe	24	2
Carlton Miniott	5	108	Kirklington cum Upsland	24	0	Swainby/Whorlton	14	83
Carthorpe	21	0	Knayton with Brawith	22	0	Tame Bridge	21	5
Cowesby	6	0	Langthorne	10	0	Theakston	4	0
Coxwold	17	0	Linton on Ouse	22	22	Thimbleby	7	0
Crakehall	68	11	Little Smeaton	0	1	Thirkleby High & Low	13	0
Crathorne	1	20	Londonderry	16	0	Thirn	5	0
Crayke	8	0	Lovesome Hill	1	0	Thirsk	150	250
Dalton	49	32	Low Worsall	23	13	Tholthorpe	7	3
Danby Wiske	28	0	Maunby	8	0	Thormanby	8	4
Deighton	6	1	Morton on Swale	25	36	Thornborough [West Tanfield]	8	0
Easby	18	1	Myton on Swale	7	0	Thornbrough [Thirsk]	0	0
Easingwold	208	484	Nether Silton	9	0	Thornton Le Beans	11	12
East Cowton	28	37	Newby	23	4	Thornton Le Moor	29	4
East Harlsey	21	0	Newby Wiske	11	0	Thornton Le Street	7	0
East Rounton	0	1	Newsham with Breckenbrough	0	1	Thornton Watlass	20	3
Ellerbeek	7	0	Newton on Ouse	24	13	Thrintoft	19	0
Exelby, Leeming, Newton	45	14	Northallerton	405	1,473	Tollerton	31	40
Faceby	0	1	Nosterfield	11	0	Topcliffe	21	53
Fangdale Beck	2	0	Osgodby	0	1	Upsall	8	0
Farlington	8	0	Osmotherley	39	0	Warlaby	2	0
Flawith	4	0	Oulston	8	0	Welbury	15	7
Gatenby	2	19	Over Silton	6	0	Well	29	0
Great & Little Broughton	18	112	Pickhill with Roxby	18	64	West Rounton	10	7
Great Ayton	357	254	Potto	11	8	West Tanfield	33	12
Great Busby	0	1	Raskelf	17	30	Yafforth	12	2

Memorandum of Evidence

The Committee took evidence from Chris Vincent, Design and Maintenance Manager, Hambleton District Council, (HDC); Ian Dawson, Lighting Engineer (HDC); Pat Wilson, Community Safety Manager (HDC/RDC); Paul Gilmore, Team Leader Road Lighting (NYCC); Councillor Nigel Knapton (representing various Parish Councils) and North Yorkshire County Councillor Gareth Dadd

Chris Vincent gave a presentation to the Committee (a copy is available as part of the Committee's records). He informed the Committee that a Carbon Management Plan had been produced, with the support of the Carbon Management Trust, in 2010 which included street lighting. The presentation highlighted the background to the scheme; areas of consideration such as cost, carbon emission reductions, etc; energy saving measures; potential pay backs; potential costs and savings; split between HDC and NYCC lights in towns and villages; NYCC's policy and NYCC's implementation programme.

Paul Gilmore informed the Committee that NYCC had taken a general stance in relation to their project which was that all lights were to be part-nighted unless they fell into the categories outlined in their policy, such as outside hospitals, sheltered housing, crime hotspots or anywhere where it had been illustrated that there was a need for the lights to remain on. NYCC have achieved to date, at Knaresborough, Harrogate and Scarborough, a proportion of approximately 60% average of lights being part-nighted.

The Committee enquired as to what the cost would be to replace the existing lights with LED and was informed that the cost per LED was approximately £250. LED lights would reduce energy costs by some 15% but the capital costs to replace them was comparatively high. They also had other issues such as they did not 'backlight' whereas the existing lights gave a certain amount of illumination behind and around the columns.

The Committee wished to know what were the expected savings and was informed that this was £7,000 in 2013/14 and full savings of approximately £24,500 for the following years based on achieving a 60% proportion of part-nighted units.

Councillor Knapton asked had the question of Parish Councils taking over the responsibility for street lighting been investigated and whether this could be part of the consultation exercise to offer the Parish Council's the opportunity to pay for the lights to remain on and deduct the cost from the precept. The Committee was informed that this had not happened at this stage and Councillor Dadd suggested that this could be a consideration.

The Portfolio Holder for Corporate Services, Councillor B Philips, informed the Committee that he did not anticipate a full public meeting to discuss the proposals but that consultation should be undertaken by the Parish Councils directly with their residents to find out whether they would want to pay for the street lighting to remain on.

The Committee was informed that members of public would be able to respond to the proposals. The leaflets which would be delivered to every household would outline the ways in which the public could respond, ie via the website, writing letters, approaching their District Councillor or via their Parish Council. The Committee was also informed that copies of all the proposals could be made available in hard copy and displayed wherever they were required, for example in libraries, post offices, etc.

It was also suggested that Elected Members themselves could organise their own 'drop in' sessions to explain the proposals.

The Committee wished to know what flexibility was there regarding alter the timing of when the lights switch off and on and was informed that the decision regarding the timing had to be made in advance otherwise the savings would not be achieved if a revisit was needed to make amendments. The recommendation was for switch-off times between midnight to 5.30am unless circumstances dictated otherwise.

The Chairman, Councillor Prest, asked Councillor Knapton what engagement would he expect to be undertaken with the Parish Councils and Councillor Knapton advised the Committee that engagement at Parish Council level was sufficient and he did not see the requirement for a public meeting.

The Committee explored the option of replacing the existing lamps with LED lamps. This was not considered feasible as the capital cost would be significant.

With regard to Community Safety Issues, the Committee was informed that discussions around this issue had taken place and that the main concerns regarding part night lighting was the effect it may have on crime and anti-social behaviour. There needed to be a baseline on a temporal basis and reviewed in 12 months time. The Community Safety Partnership could work closely with the officers throughout the project and provide information on crime statistics that might affect a decision on the proposals as to which lights were part-nighted. Mr Gilmore reiterated that North Yorkshire County Council had consulted the Police and other partners to ensure that all aspects of Community Safety were taken into consideration when developing their scheme. The Committee was reminded that the key to success was working collaboratively with all partners to ensure the scheme was implemented effectively.

The Committee was also reminded that the issue regarding Parish Councils being given an option to pay for the lights could be considered but expressed caution that this should not undermine the principal of the scheme which was to achieve savings and reduce carbon emissions. This scheme was not about transferring costs from the County/District Councils to Parish Councils and these issues must be dealt with sensitivity. It was suggested that this option only be considered as a last resort. All implications on public safety, etc would be considered thoroughly and the message regarding achieving savings and carbon emissions should not be diluted. North Yorkshire County Council would carry out a review after the implementation of the scheme and if there were any areas that needed revising this would be carried out. If revisions required a reversal of part-nighting back to dusk till dawn this would clearly impact on savings and result in abortive costs...

The Committee reviewed the Scope for the review and concluded that the proposals would achieve the savings identified; was satisfied that there were mechanisms in place to ensure the safety of the community, particularly regarding road safety, crime and anti-social behaviour and supported the proposal of a joint consultation exercise with NYCC and the implementation of part-nighting generally in accordance with NYCC policies.