

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Environment and Transport
Date:	29 October 2018
Title:	Street Lighting T19 Savings
Report From:	Director of Economy, Transport and Environment

Contact name: Andy Wren

Tel: 01962 847500

Email: andy.wren@hants.gov.uk

1. Recommendations

- 1.1. That the Executive Member for Environment and Transport approves the implementation of part-night lighting for three hours on residential roads in Hampshire from 1 April 2019.
- 1.2. That authority is delegated to the Director of Economy, Transport and Environment to exceptionally exclude specific roads (e.g. higher crime areas) or to vary the periods of part-night lighting in these locations.
- 1.3. That, in light of the preferences expressed in the recent public consultation, authority is delegated to the Director of Economy, Transport and Environment, in consultation with the Executive Member for Environment and Transport, to extend the period of part night lighting on residential roads to four hours where appropriate and consistent with the overall saving strategy.

2. Executive Summary

- 2.1. The purpose of this paper is to seek approval to implement part-night lighting following the Council's public consultation entitled "Consultation on proposals to change street lighting, supported passenger transport services and the concessionary travel scheme" that ran from 11 June 2018 to 5 August 2018.

3. Contextual information

- 3.1. Under the Highways Act (1980), Highways Authorities have the power to light the highway, but are not obliged to do so. Where street lighting is present, the Authority must ensure it is safely operated and maintained.
- 3.2. Street lighting in Hampshire is maintained and operated under a Private Finance Initiative (PFI). The PFI commenced in December 2009, and included a Core Investment Programme (CIP) to replace and/or upgrade all street lighting in Hampshire.
- 3.3. As part of the CIP, all street lighting units have been fitted with a remote monitoring and control system that enables the County Council to identify defective street lighting units and to control the light output from these units.

- 3.4. The street lighting units installed through the CIP are more energy efficient than the units they replaced, helping to reduce energy consumption and costs for the County Council. The original PFI contract also required 25% dimming from midnight until 05.00 as a further energy saving. This dimming level was varied in 2012 to dim street lights by 25% from switch on until midnight.
- 3.5. Since the beginning of the Government's austerity programme, councils across the country have faced substantial financial pressures and have needed to seek savings from services to balance budgets. Dimming street lights was identified as a preferred way for the County Council to make savings in the Shaping Hampshire Spending Review consultation (carried out between 26 May and 6 July 2015). This opportunity was subject to a second stage of consultation in November 2015 when additional savings options were offered, including turning off street lights between certain hours.
- 3.6. Following this consultation, the dimming level was varied in 2015 to dim street lights on residential roads by 35% from switch on until midnight, 60% from midnight until 05.00, and then back to 35% until switch off. In 2016 dimming levels on residential roads were further increased to 45% from switch on until midnight, 65% from midnight until 05.00, and then back to 45% until switch off.
- 3.7. The County Council's Medium Term Financial Strategy requires overall savings of £140m to be achieved through the Transformation to 2019 (Tt2019) programme. As part of that programme the Economy, Transport and Environment (ETE) Department has a savings target of £15.8million. As part of developing proposals to achieve these essential savings, a further saving of £525,000 from the operation of street lights was identified. Of this, £148,000 has been secured through further dimming.
- 3.8. The period of maximum dimming on residential roads was increased by one hour to operate from 23.30 until 05.30. The maximum dimming on principal roads also operates 23.30 until 05.30.
- 3.9. To summarise the current position, on residential roads, the dimming level is 45% from switch on until 23:30, 65% from 23:30 until 05:30 and then back to 45% until switch off. On principal roads current dimming is 25% from switch on to 23:30, 50% 23:30 to 05:30, and 30% from 05:30 until switch off. This is the dimming level currently in operation for street lighting in Hampshire, with the exception of Cosmopolis light sources (approximately 18,000 units) which can only be dimmed by a maximum of 40%, and are currently dimmed by this full 40% continuously from dusk (switch on) to dawn (switch off).
- 3.10. By the end of 2018, the County Council will have more than halved its energy consumption compared with 2010, saving approximately £2million per year.
- 3.11. A further £147,000 has been secured through operational savings, including: PFI contract savings of £87,000, reviewing recharges to PFI partner authorities of £32,000, LED lighting maintenance of £21,000, and the de-accrual of illuminated signs due to changes in legislation of £7,000, with a target of £230,000 for part-night lighting on residential roads.
- 3.12. There is limited scope to save more money by dimming street lights further, and the County Council has therefore proposed the introduction of part-night lighting. Many other authorities, including those with Public Finance Initiative (PFI) contracts, have introduced part-night schemes successfully without

adverse effects and have made significant savings. With rising energy costs and reduced budgets these types of changes to street lighting are becoming more common

- 3.13. In June 2018, the County Council sought residents' and stakeholders' views in an eight-week consultation on proposals to initially save £230,000 per annum by switching off street lights for a minimum of two or more hours on residential streets from April 2019. The response to the consultation is described in section 6 of this report, but in summary over two thirds of respondents supported the County Council's proposal to turn street lights off for a minimum of two hours at night.

4. Proposed Criteria for Part-night Lighting

- 4.1. It is proposed to switch street lights off in residential areas for three hours every night from 1a.m. to 4a.m.
- 4.2. Street lights on roads with vertical traffic calming will not be switched off. Street lights in the vicinity of controlled pedestrian crossings (Zebra and light controlled crossings) will also not be switched off.
- 4.3. Illuminated road signs and bollards are unaffected by the proposal.

5. Finance

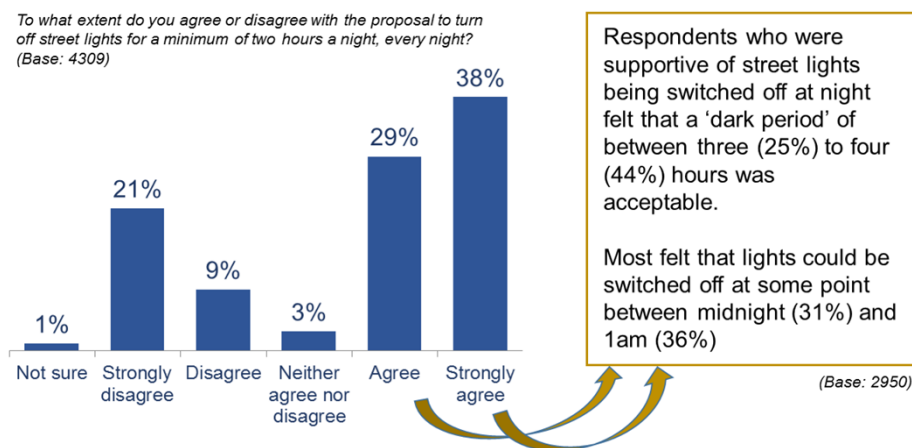
- 5.1. Introducing part-night lighting is expected to deliver savings of £230,000 in energy costs. This represents an 8.1% saving on the County Council's street lighting energy budget, which is approximately £2.8million.
- 5.2. A reduction in carbon dioxide (CO₂) output by 720 tonnes per annum will contribute to the Council's objective to reduce its CO₂ impact and achieve a further £12,960 per annum in avoided carbon tax.
- 5.3. The part night lighting periods can be updated in the "Mayflower" street lighting central management system, so there is no specific cost for implementing the changes.

6. Consultation

- 6.1. A public consultation was published via the County Council's website from 11 June 2018 to 5 August 2018. This was promoted through a variety of routes including social media, posters on local buses, day centres, libraries and local press. 5,585 respondents completed the consultation response form, comprising 5,444 individuals and 141 organisations, groups or businesses. 4338 respondents gave views on proposed changes to street lighting. In addition, 69 unstructured responses were received, comprising 49 from individuals and 20 from group or organisations.
- 6.2. Key findings:
- Over two thirds of respondents supported the County Council's proposal to turn street lights off for a minimum of two hours at night.
 - A dark period of between three and four hours, starting between midnight and 1a.m. was widely supported.

- The geographic comparison of agreement versus disagreement with the proposal shows widespread acceptance across Hampshire.
- Respondents were most supportive for street lights being switched off in residential areas.
- Almost half of the respondents would prefer lights to stay on at night in town and city centres.
- The preferred single option was for part night lighting to last for a four hour period.

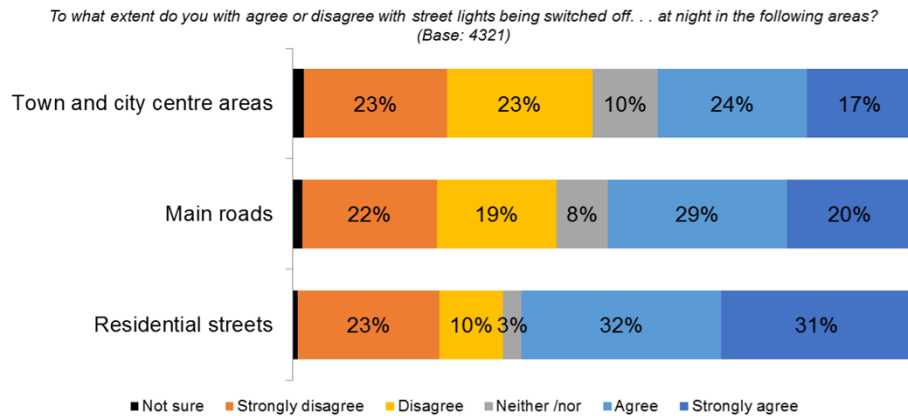
6.3. Respondents were asked “to what extent do you agree or disagree with the proposal to turn off street lights for a minimum of two hours a night, every night?” 67% of respondents either agreed (29%) or strongly agreed (38%), 30% either disagreed (9%) or strongly disagreed (21%). See Appendix 1 question 1 for further detail.



6.4. Respondents who were supportive of street lights being switched off at night felt a “dark period” of between three (25%) to four (44%) hours was acceptable. Most felt that lights could be switched off at some point between midnight (31%) and 1:00 a.m. (36%). Also see Appendix 1 questions 2 and 3.

6.5. Respondents were further asked “to what extent do you agree or disagree with street lighting being switched off at night in the following areas; town and city centres, main roads, residential areas.

6.6. The majority of respondents (63%) were in favour of switching lights off in residential areas, 49% for main roads and 41% town and city centres. Also see Appendix 1 question 4.



6.7. A more detailed analysis of all the consultation results can be found in Appendix 1 to this report.

7. Equalities

7.1. Impacts on accessibility, and specifically for people with protected characteristics, are likely to be minimal as the majority of changes will affect street lighting after midnight when fewer people are travelling. Town and city centres, where people are most likely to be active beyond midnight, will not be affected.

8. Crime rates and road accidents

- 8.1. In 2015 the London School of Hygiene and Tropical Medicine published a paper on research they carried out referred to as the LANTERNS report. The researchers obtained data from numerous local authorities, including Hampshire County Council, and compared this to published data on both crime and road accidents. The study found no link between dimming and switching lights off with any increase in crime or road accidents. Full details of the study can be found at the following link: <http://lanterns.lshtm.ac.uk>.
- 8.2. These findings are reinforced by reports from other local authorities (such as Essex, Kent and Lincolnshire) where no direct link between part-night lighting operation and crime has been established. In view of this it is not expected the proposals of this report will increase the likelihood of crime in affected areas.

9. Information for the public

- 9.1. Subject to approval, details of those lights to be included in part-night lighting will be published on the Council's PFI Service Provider's website. (www.lightsonhampshire.co.uk).

CORPORATE OR LEGAL INFORMATION:**Links to the Strategic Plan**

Hampshire maintains strong and sustainable economic growth and prosperity:	Yes
People in Hampshire live safe, healthy and independent lives:	Yes
People in Hampshire enjoy a rich and diverse environment:	Yes
People in Hampshire enjoy being part of strong, inclusive communities:	Yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Street Lighting Dimming Policy	6 Mar 2012
Street Lighting Part-Night Lighting Trials	11 Jul 2014
Street Lighting	3 Mar 2015
Street Lighting Dimming Policy Review	31 Mar 2016
Street Lighting Private Finance Initiative Contract Variations	19 Sep 2017
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
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None	
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IMPACT ASSESSMENTS:

1. Equality Duty

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

1.2. Equalities Impact Assessment:

For those with disabilities, there is the potential that these changes could have a disproportionately negative impact in terms of travel either as pedestrians or as motorists on affected streets.

New infrastructure delivered by the Private Finance Initiative has increased the County Council's ability to be flexible about lighting and dimming regimes. Brighter lighting can be provided at specific times, and full switch-off will be limited to the middle of the night when road users are scarce on affected streets. These measures should minimise this potential impact.

2. Impact on Crime and Disorder:

2.1 Available evidence from other UK local authorities and published research indicate that these proposals will have little, or no, impact on crime and disorder. Town and city centres, where people are most likely to be active beyond midnight, will not be affected.

3. Climate Change:

- (a) How does what is being proposed impact on our carbon footprint / energy consumption?

Street lighting generates approximately 8,885 tonnes of CO₂ annually. These proposals are expected to reduce output by 720 tonnes per annum.

- (b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

Reducing CO₂ emissions is a key measure in helping to mitigate the effects of climate change. Since 2010 the Council has reduced its CO₂ emissions from 26,383 to 8,885 tonnes (66%).