Doncaster
Metropolitan Borough Council

29th November 2016

To the Chair and Members of the Cabinet

Smartlight Phase Two – Doncaster's street lighting energy and carbon reduction program

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Councillor Joe Blackham	All Wards	Yes

EXECUTIVE SUMMARY

1. Following the successful implementation of Smartlight Phase One (S1), which replaced street lighting fittings in residential areas with LEDs and a Computer Management System (CMS), the Smartlight Team seek approval to deliver Smartlight Phase Two (S2) to main roads.

2. **Appendix A** provides details of the proposed options. **Appendix B** and **Appendix C** provide the financial models. S2 will deliver a net saving of £148k after borrowing costs are deducted. This compares with £568k on S1.

RECOMMENDATIONS

3. That the Cabinet note the contents of this report and approve the following recommendations:

   - The capital investment of £5.247m in street lighting using a combination of Salix and IMF funding;

   - Add the street lighting investment to the Regeneration & Environment Capital Programme for 2016/17 and 2017/18;

   - The virement of £5.247m from the Finance and Corporate Services Capital Programme, which contains the IMF funding allocation, into the Regeneration and Environment Capital Programme, where this scheme will be delivered and monitored.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

4. LED street lighting had been installed on residential roads and has been well received. S2 offers the same LED street lighting for main roads.

5. Local people are employed on S1 and will also be employed on S2.

6. The CMS reduces the need for citizens to report streetlights that are not working.

7. Citizens will also see that the Council is committed to reducing its environmental impact in line with its Environment Strategy.

EXEMPT REPORT

8. No

BACKGROUND

9. Once all additional lighting is fully installed, it has been calculated that S2 year on year energy savings are £423K.

10. Doncaster Council participates in the CRC Energy Efficiency Scheme. This is a mandatory carbon emissions reporting and pricing scheme. The council has a duty to measure and report our street lighting electricity usage. This scheme requires the council to buy allowances for every tonne of carbon we emit. S2 offers an annual year on year CRC saving of £29K (calculated at the current rate of £15.60 per tonne) or 1,887 tonnes of carbon. S1 saved 4,700 tonnes of carbon and as potentially the cost of allowances increases the savings will be greater.

11. The light emitted by LED's is much whiter than existing street lighting. This enables road marking, signs, clothing and vehicle colours to be easier to identify. This will have a positive impact on community safety.

12. S1 has changed the night time street environment for many of our residents and the Smartlight team have received many positive comments in this respect. They have also received requests to review the new LED street lighting. S1 lighting is fully designed and is controlled via CMS giving us the ability to review the lighting designs and if required change light levels. CMS allows the light levels to be increased as a result of requests from emergency services.

13. The Councils Energy Manager has advised that the council are facing upwards of a 15% increase in energy costs in 2017. This project enables further cost savings to be made to lower the current electricity bill. This also provides greater stability in the future to the risk of fluctuation in any future bills. The advantage of CMS is that the street lighting team have the ability to combat such price increases and maintain street lighting.

14. Doncaster Council has a responsibility to act as a role model for the local area to lead and implement on green agenda objectives. The Council has set various environmental targets, such as conserving energy and carbon reduction. The Smartlight Team believe that S1 and S2 positively contributes to this as a result of installing low energy LED's and CMS.

15. Previous approval was given to upgrade 33,000 residential street light fittings to LED's and CMS. This work commenced in October 2015 and will be completed by January 2017 at the latest. S1 will deliver ongoing revenue savings of £568k per annum.

16. The Smartlight team propose to commence S2 late in January 2017 / early February 2017, with a completion date of November 2017. S2 will deliver ongoing savings of £148k.

17. To deliver S1 installation teams, street lighting designers and project management team were formed. As S1 ends and S2 commences, it is proposed to again use this experienced resource.

18. S2 offers different challenges, mainly around the age of the street lighting columns and the influence of potentially heavier LED fittings. We need to establish if the existing street lighting columns have the capacity to carry the weightier light fittings and to facilitate this structural surveys are being carried out on the S2 columns. Please refer to the Risks and Assumptions section within this report for further information.

19. The findings of the structural inspection are been used to determine requirements to be covered in the Council's capital programme.

20. S2 road light fittings will take longer to install than S1 due to their complexity.

21. Existing street lighting bulbs last for approximately 4 years. LED's have a life expectancy of 25 years. The LED street lights will still require ongoing maintenance and electrical testing typically every 10 to 12 years.

22. CMS will inform when lights are not working and this will reduce the requirement for the public to report these lights. CMS offers improved management information with the ability to significantly improve proactive maintenance planning.

23. The proposal is to install main road live traffic flow monitoring systems via CMS, which will allow us to automatically dim street lighting on main roads at off peak reduced traffic flows.

24. There will be no need to carry out night time scouting to locate street lights that are not working, as CMS does this. The night time inspection of Illuminated signs and bollards will still be required because they are not fitted with CMS.

25. Careful planning of main road LED installations will minimise traffic disruption.

26. Residential and industrial developments continue to grow thought the borough and as such the 'on highway' assets have been increasing year on year. Smartlight does not reduce the number of street lighting assets and therefore resource will still be required to maintain these assets in the future.

27. In summary the savings from S1 are as follows:-

Where is the saving being made from?	17/18 on going
EN012 - Street light Energy	725,868.00
Energy Team - Carbon	64,944.00
EN053 - Street Light repairs and renewals	300,000.00
Community Safety	30,000.00
Customer services A&C	15,000.00
Other savings from street lighting	17,000.00
Total Savings	1,152,812.00
Borrowing costs	584,155.00
Net phase 1 savings	**568,657.00**

OPTIONS CONSIDERED AND REASON FOR RECOMMENDED OPTION

28. Two proposed options can be found at **Appendix A,** which provides delivery costs, energy and carbon savings and payback periods. **Appendix B** and **Appendix C** provide details of the financial models.

29. **Option A** offers no savings. **Option B** offers £148k ongoing savings.

30. The Smartlights Team recommend project **Option B.**

31. De-illuminating road signs and bollards was also considered, but pay back periods are prohibitive.

32. It is proposed that Trafford Way Tunnel LED upgrade will be a separate scheme and will be commissioned using commuted tunnel maintenance sums.

IMPACT ON THE COUNCILS KEY OUTCOMES

Outcomes	Implications
All people in Doncaster benefit from a thriving and resilient economy. • *Mayoral Priority: Creating Jobs and Housing* • *Mayoral Priority: Be a strong voice for our veterans* • *Mayoral Priority: Protecting Doncaster's vital services*	The Smart light team will employ in house Doncaster Council staff and local organisations to deliver this project. The Smart light team work in partnership with HM Prison Lindholme to recycle all of the redundant light fittings.
People live safe, healthy, active and independent lives.	The LED white light provides a clearer better defined light, which will provide

• *Mayoral Priority:* Safeguarding our Communities • *Mayoral Priority:* Bringing down the cost of living	an enhanced perception of safety.
People in Doncaster benefit from a high quality built and natural environment. • *Mayoral Priority: Creating Jobs and Housing* • *Mayoral Priority: Safeguarding our Communities* • *Mayoral Priority: Bringing down the cost of living*	The new lighting schemes provide a better and more attractive local environment. As a result of substantially reduced energy usage, the scheme will deliver monetary savings and carbon savings. A standardisation of LED lighting across the borough of Doncaster.
All families thrive. • *Mayoral Priority: Protecting Doncaster's vital services*	None
Council services are modern and value for money.	This programme enables the Council to fully maximising the reduction in energy and carbon costs, while modernising and making the service efficient.
Working with our partners we will provide strong leadership and governance.	The Smart light team work in partnership with HM Prison Lindholme to recycle all of the redundant light fittings.

RISKS & ASSUMPTIONS

33. As with any large scale investment and programme of technical works there are some risks. If managed well these can be mitigated against or reduced. The Smartlight Team now have substantial experience in delivering work of this magnitude and complexity. A detailed Risk Register for S2 is available for scrutiny if required. Key risks are reported below:-

34. The key component of the capital cost is the unit price of lanterns, which range from £225 to £400.

35. A conservative saving reduction on previous energy and carbon usage is currently predicted for S2, based on information obtained from the LED lantern supplier for S1. A more robust forecast of energy consumption and savings for S2 will be known as street lighting design progresses. All the street lighting columns are pre-surveyed and a key part of the design process is to ensure no dark spots/areas.

36. In addition, a structural engineering test of 20% of the S2 columns has been commissioned to reveal any structural defects to the columns, and to determine the ability of the column to take the weight of the new LED light fittings.

37. Based on a projection of the 20% sample of the 14,000 S2 main road lighting columns, it is estimated that 767 will need replacing as soon as is practicable and a separate capital bid will be required to facilitate this. The sample to determine the ability of the columns to safely take the weight of the new lamps will not be available until the end of November; however, it is currently anticipated that this will also reveal a number of columns that will need replacing before the new lamp can be installed.

38. To commence installations in January 2017 and to facilitate a seamless progression from S1 into S2 utilising the in-house delivery team, LED lantern orders for S2 would need placing as soon as practicable after the approval process. The Cabinet date for this report is the 29 November 2016.

LEGAL IMPLICATIONS

39. The council has a legal duty under the Highway Act 1980 to maintain the highway and the assets on the highway such as street lighting, street signs and illuminated bollards.

40. S1 of the Localism Act 2011, introduced the so called general power of competence which provides that “a local authority has power to do anything that individuals generally may do”

41. Any funding conditions imposed by Salix or other organisation will have to be complied with throughout the programme and further specific legal advice will be required on any funding agreement with Salix.

42. Further specific legal advice will be required as the programme progresses in relation to contractual and procurement matters.

FINANCIAL IMPLICATIONS

43. The programme is expected to deliver on-going annual savings of £494k per annum from 2018/19 onwards after S2 scheme elements are completed (£423k energy reduction, £29k carbon reduction and £42k reduction in associated repairs and renewals). Indicative borrowing costs for the **Option B** scheme have been modelled at £346k per annum leaving a net saving of £148k per annum.

44. **Appendix B** provides a detailed breakdown of the revenue savings and borrowing costs from 2016/17 to 18/19 ongoing.

45. The borrowing costs have been modelled based on the life of the assets. The main road LEDs contain component parts which need to be replaced over the asset life, the investment in relation to the main road LEDs has been split and modelled

individually for each component part and then amalgamated to show the full LED unit. The asset lives used to model borrowing costs can be seen in appendix C.

46. The table below summarises the indicative borrowing costs associated with the investment:

	Total borrowing costs	**2016/17 repayment**	**2017/18 repayment**	**2018/19 to 2029/30 repayment**
	£000	£000	£000	£000
Principal	5,247			236
Interest charges	2,503	19	92	110
Total Borrowing costs	**7,750**	**19**	**92**	**346**

47. The investment requested for S2 is for the initial investment of £5.247m. Future investment of an estimated £6.1m will be required to replace component parts of the LED unit over its life assuming that the LED drivers and CMS telecells will be replaced twice during the units 40 year life, the LED light unit will be replaced once and the whole LED light fitting will last for 40 years. The financial model proves a long-term saving is achievable as it includes borrowing costs relating to all components from 2018/19. **Appendix C** shows total savings produced by S2 and further demonstrates that even with lifecycle replacement factored into the model a saving in excess of borrowing costs is produced.

48. Any changes to key variables used for the basis of the financial models for example changes in unit cost and asset lives would impact on the indicative borrowing costs, the financial models would need to be amended to ensure the scheme was still financially viable.

49. The interest rates applied to calculate the borrowing costs are based on PWLB rates aligned to the asset lives as at 11 October plus 0.5% IMF risk factor. The resultant rates used range from 1.9% to 3.0%.

50. The cost of borrowing could be further reduced if the Council can successfully secure an interest free loan from Salix finance; this would reduce the interest costs as the prudential borrowing from IMF would only be accessed when the loan was repaid.

51. New housing development within the borough increases the number of streetlight assets adopted by the Council annually. The number of street lights adopted in future years will need to be monitored and additional budget required for their energy and maintenance should be fed into the annual budget setting process.

52. As stated above the net savings are £148k, these will contribute towards a £181k shortfall from S1.

53. The S1 Community Safety savings which were detailed in the original S1 report were highlighted at the time as difficult to achieve, based upon the fact these areas were not provided with any additional resources to absorb the supplementary work required to undertake street lighting checks. Therefore any savings generated from no longer providing this service would in effect be removed directly from that front line service and impact upon their ability to deliver key services.

54. The reduction in the number of replacements completed within S2 has been highlighted as a risk due to the potential structural condition of the lighting columns. **Appendix B** shows the impact of a reduction of a thousand columns. As a result both capital costs and revenue savings would decrease leading to a reduced net saving of £8k per annum per thousand columns.

55. In accordance with financial procedure rule B.17 budget virement between directorates above £500k must be approved by cabinet this report satisfies that requirement. The report recommends a virement of £5.247m which is the total of borrowing needed from the IMF as demonstrated in **Appendix C** - Investment return compared to borrowing costs.

56. Financial procedure rule B.11 requires that where a project involves a capital commitment of £1,000,000 or more, a further ODR must be completed for the approval of the relevant Director and CFO in consultation with the Portfolio Holder (Finance & Corporate Services) before a formal commitment is entered into or a contract signed.

57. Procurement have advised that the contracts for S2 must be procured in accordance with the Public Contracts Regulations 2015 and the Councils Contract Procedure Rules

HUMAN RESOURCE IMPLICATIONS

58. The existing in house DLO workforce was augmented by additional front line staff that commenced working on S1 in October 2015. In the event those additional staff were being retained to work on S2, all contracts must end by September 2017 to avoid redundancy payments.

TECHNICAL IMPLICATIONS

59. As part of S1, an externally hosted version of the Mayrise Street Lighting Asset Management solution was procured, including mobile technology to record the characteristics of street lighting assets whilst on site, ensuring that an accurate and up to date inventory of street lighting assets is held and maintained.

60. The mobile technology also enables the service to deliver mandatory undertakings including periodic electrical testing and visual inspection of columns, informing future maintenance and capital programmes. The Mayrise solution also provides full integration with Central Management System (Telensa PLANet CMS). This allows the telecell code against each asset to be recorded, providing a meter point reference for the energy supplier to enable the necessary reporting to deliver the associated savings.

61. S2 is effectively an extension of current processes adopted within Smartlight Phase 1 and has the same technology requirements. However, there are contractual and operational issues with the current arrangements and ICT are currently working with the service, together with colleagues in Legal and Procurement to identify the options and agree the recommended way forward, for consideration by the ICT Governance Board (IGB).

62. Any changes in technology would need to deliver the current and future business requirements and meet the necessary ICT architecture and standards, also supporting the ICT Strategy objective around system rationalisation, where possible.

EQUALITY IMPLICATIONS

63. A Due Regard Statement can be found at **Appendix D** covering all Equality, Diversity and Inclusion considerations has been completed for S2.

64. This is in accordance with the Public Sector Equality Duty (PSED) that was introduced by the Equality Act 2010 and the council's Equality and Inclusion Plan 2014 -17

CONSULTATION

65. The proposed project will require ongoing levels of consultation and communication to inform about the delivery program, energy and carbon reduction. The lessons learned and engagement process during S1 will be adopted for S2. Communication about the installation phase will consist of:-

- Informing Ward Members, Senior Managers, Parish & Town Councils, Neighbourhood Managers and the Communication Team prior to any installation work being carried out.
- Business Engagement for main roads e.g. Chamber of Trade and other partners.
- Internet and Twitter information.
- Responding to any issues raised by residents and businesses.

66. The Key Messages which will be reinforced to all stakeholders and which should minimise any negativity as to why the council is investing in this area, while reducing levels of service in others are:

- Invest to Save.
- Energy and carbon reductions.
- Reduced environmental impact.
- Improved and modernised service delivery.
- Community Safety improvements.

This report has significant implications in terms of the following:

Procurement	Y	Crime & Disorder	Y
Human Resources	Y	Human Rights & Equalities	N
Buildings, Land and Occupiers	N	Environment & Sustainability	Y
ICT	Y	Capital Programme	Y

Background papers

67. See attached Appendices

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Appendix A

Options table

Elements.	Details of work.	No	Cost to implement	Energy savings	Carbon savings	Energy and carbon savings	Payback in years	Build timescales in months	Built by
1	Do nothing	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
2	Replace all main road street light fittings with LED light fittings and CMS.	14,000	£4,666,756	£395,619	£27,564	£423,183	11	8	DLO
3	Replace subway lighting with LED's	3	£29,456	£7,052	£491	£7,543	4	1	DLO
4	Replace high mast light fittings with LED light fittings and CMS.	32	£175,975	£17,476	£1,218	£18,693	9	1	Specialist contractor
5	Replace Belisha beacon internal lamps with LEDs.	58	£6,982	£2,468	£171	£2,639	3	2	DLO
6	Project management and designers*		£262,771						
7	Contingency*		£105,000						
Project option A	**Do nothing element 1.**		**£0**	**£0**	**£0**	**£0**			
Project option B	**Project based upon elements 2,3,4,5,6 and 7.**		**£5,246,939**	**£422,615**	**£29,444**	**£452,060**			

* Costs to implement in relation to item 6 & 7 have been included within the main road LED element of the financial model.

Appendix B

Summary table showing Smartlights Phase Two savings after indicative borrowing costs and Smartlights Phase One shortfall.

				Sensitivity	
Phase 2 Savings	**16/17**	**17/18**	**18/19 ongoing**	**Reduction in savings and borrowing costs if 1000 replacements not completed**	**18/19 ongoing if 1000 replacements not completed**
Energy savings EN012	10,950	169,068	422,615	-28,346	394,269
Carbon Savings	763	11,779	29,445	-1,975	27,470
Repairs and renewals from EN053	-	32,603	41,876		41,876
Total savings from Smartlight phase 2	**11,713**	**213,451**	**493,936**	**-30,320**	**463,615**
Indicative borrowing phase 2 borrowing costs					
Indicative interest cost only	**19,411**	**91,906**			
Indicative interest and MRP (Minimum revenue provision)			**345,931**	**-22,502**	**323,429**
Shortfall (-)/Savings(+) after indicative borrowing costs	**- 7,698**	**121,545**	**148,005**	**-7,819**	**140,186**

Appendix C

Investment return compared to borrowing costs

NAME OF PHASE 2 ELEMENT	TERM OF INVESTMENT (YRS) USED TO MODEL BORROWING COSTS	TOTAL INITIAL INVESTMENT	SUBSEQUENT INVESTMENT RE LIFECYCLE COSTS*	TOTAL COST OF BORROWING INCLUDING LIFECYCLE REPLACEMENT	TOTAL COST OF BORROWING INITIAL INVESTMENT ONLY	TOTAL SAVINGS	TOTAL SAVINGS IN EXCESS OF BORROWING COST INCLUDING LIFECYCLE REPLACEMENT	TOTAL SAVINGS IN EXCESS OF BORROWING COSTS INITIAL INVESMENT ONLY
Replace subway lighting with LED's	25	29,456	-	41,385	41,385	- 191,098	- 149,713	- 149,713
Replace high mast light fittings with LED light fittings and CMS.	30	175,975	-	259,880	259,880	- 573,256	- 313,376	- 313,376
Replace all main road street light fittings with LED light fittings and CMS.	40	5,034,527	6,127,000	14,590,517	7,284,012	-18,811,667	- 4,221,150	-11,527,655
Replace Belisha beacon internal lamps with LEDs.	6	6,982	-	7,512	7,512	- 16,721	- 9,209	- 9,209
TOTAL		**5,246,939**	**6,127,000**	**14,899,294**	**7,592,790**	**-19,592,742**	**- 4,693,448**	**-11,999,952**

*** Assumed Driver and Telecel replaced at 12yrs and LED unit after 25yrs.**

NB: Other elements of S2 have lifecycle costs but as the overall investment in these is low it is felt that the existing repairs and renewals budget would be adequate to cover these future costs.

Appendix D

EQUALITY, DIVERSITY AND INCLUSION

Smartlight Phase 2 Project

Due Regard Statement

Version 1 – 04th November 2016

This **Due Regard Statement** (DRS) is the tool for capturing the evidence to demonstrate that due regard has been shown when planning and delivering the Street Scene Modernisation Project.
An initial DRS has been initiated at the beginning of the project to inform project planning

- The DRS will run adjacent to the project and will be reviewed and amended at relevant points

- Any reports produced will reference “Due Regard” in the main body of the report and the current DRS will be attached as an appendix

- The DRS will only be fully completed when the project is delivered.

1	**Name of the 'policy' and briefly describe the activity being considered including aims and expected outcomes. This will help to determine how relevant the 'policy' is to equality.**	Smartlight Phase Two Project. The Smartlights Phase Two Project is the removal of 14,000 main road street lighting fittings (not the street lighting columns) and the replacement of the light fittings with LED light fittings and a Computer Management System (CMS). The CMS system allows two way communications between the office and the light fitting. This allows the light to inform the office of faults and the office to control the light. The LED light combined with the CMS system will reduce the cost of street lighting energy and carbon. As a result of the street light using less electricity an added benefit is the reduction in the council's carbon footprint by an estimated 1,887 tonnes per year. This offers environmental and savings benefits. The majority of expenditure for this project will be on:- New LED lanterns. New CMS nodes. Staffing. The redundant lanterns will be recycled using prisoners at HM Prison Lindholme. The recycled lantern materials will be sold to fund the transport costs and HM Prison Lindholme costs.
2	**Service area responsible for completing this statement.**	Regeneration and Environment –Streetscene and Highways Operations
3	**Summary of the information considered across the protected**	*Age, Disability, Race, Gender, Sexual Orientation, Religion and Belief, Maternity and Pregnancy, Gender Reassignment, Marriage and civil partnership.* Highways and Street Scene services are used by all sectors of the community including those with

	groups. **Service users/residents** **Doncaster Workforce**	disabilities. There is no evidence that the proposals will affect people within the protected groups any more or less than anyone else in the community. The proposals to change the service, it is believed, will have no impact on the workforce with regards to Race, Sexual Orientation, Gender Reassignment and Marriage and Civic Partnership. All corporate policies will be followed and representatives from Human Resources are fully involved in the project. An understanding of the number and ranges of disabilities within the service is not reliable, as this is reliant on employees having declared any disability and very few are shown on the HR portal. There is a need to be mindful of potential impacts on disabled staff. Further analysis will be carried out as required during the project lifetime.
4	**Summary of the consultation/engagement activities**	The Smartlight Project Team spent a substantial amount of time meeting with other local authorities who have previously delivered similar project in their council area. The purpose of these meeting was to gather best practice and lessons learned. Feedback from other local authorities was that we should 'inform' the public what we are doing and not to 'consult'. Clearly, the scale of this project would prevent a large-scale consolation with the residents of Doncaster. It was important at the conception stage of the project to obtain 'buy in' from the Mayor, Councillors and Senior Managers, this happened via reports and meetings. Having the trade unions and workforce 'buy in' was also important and this also happened via meeting and workshops. Close links have been built between Highway Operations who are managing the project and the Communications Team. Articles have been published in the local press about the project. On-going updates of the project on MyDoncaster on Twitter happen. The project divided Doncaster into nineteen delivery zones. Prior to any installation works commencing

		in the delivery the local councillors, parish councillors and Neighbourhood Managers are informed via email of the works. All negative feedback that is received about the newly installed LED lighting is investigated and feedback is sent. We have regular contact with the suppliers of the LED lanterns and CMS system. We also have regular contact with HM Prison Lindholme.
5	**Real Consideration:** **Summary of what the evidence shows and how has it been used**	As a result of the substantial amount of background work that took place prior to the installation phase of the project the project delivery aligns with the financial model and project plan. The indication from the external partners (LED lantern and CMS suppliers) that we are working with inform us that this phase of the Smartlights project is being delivering substantially quicker than other similar council projects through the country. We carry out an on street survey to collect data of column positions, lighting type, column height, road widths and footpath widths this information is fed into lighting design software this then determines which LED light to install so that the new LED lighting is the same as or better than the existing street lighting. At first we used Roadway Reality lighting design software however, as a result of feedback from residents and advice from our LED lantern supplier we now use Outdoor Reality software this has resulted in a drop in complaints from the public.
6	**Decision Making**	This document, when finalised at the end of the project, will form part of any decision-making process
7	**Monitoring and Review**	This document will be regularly reviewed and updated by the Project Group.
8	**Sign off and approval for publication**	