

**RUNNYMEDE BOROUGH COUNCIL AND
SURREY COUNTY COUNCIL**



RUNNYMEDE JOINT COMMITTEE

DATE: 23 SEPTEMBER 2019

LEAD

**OFFICERS: MARIO A LEO
CORPORATE HEAD OF LAW AND GOVERNANCE,
RUNNYMEDE BOROUGH COUNCIL**

**SARAH WALSH
HEAD OF BUSINESS PLANNING & PERFORMANCE
RUNNYMEDE BOROUGH COUNCIL**

**SUBJECT: MOTION APPROVED BY RUNNYMEDE BOROUGH COUNCIL
CONCERNING PART NIGHT LIGHTING PROGRAMME**

**AREA(S) ALL
AFFECTED:**

SUMMARY OF ISSUE:

Runnymede Borough Council considered a Motion moved by one of its Members at its meeting held on the 18th July 2019 in respect of the policy adopted by Surrey County Council concerning the Part Night Lighting Programme adopted by Surrey County Council. Following debate the Motion was approved and it was agreed that the item would be referred to this Committee for consideration.

RECOMMENDATIONS:

The Runnymede Joint Committee is asked to advise which of the following points it wishes to recommend:

- i) Surrey County Council is asked to reconsider whether it would be possible for Runnymede to request just some lights being switched back on, for instance to focus on:
 - Crime and anti-social behaviour hot spots (such as Addlestone and Egham Hythe).
 - Areas that RBC believes are important 'spill out' from night time economy areas.
 - Areas that RBC believes are likely to have large numbers of shift workers or students.

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ii) *Subject to whether the above is possible:*

a) That Runnymede BC should consider independently funding the costs to exclude (*all or some*) of the Runnymede lights from the Part Lighting Programme.

or

b) That Surrey CC should reconsider independently funding the costs to exclude (*all or some*) of the Runnymede lights from the Part Lighting Programme.

or

c) That Surrey CC and Runnymede BC should jointly fund the cost to exclude (*all or some*) of the Runnymede lights from the Part Lighting Programme (percentage split to be advised by Members)

iii) Should there be future PFI contract negotiations, Surrey County Council consider the following options:

a. Roads presently affected by the night time switch offs to replace their lighting units over the attrition of the asset, with motion sensitive LED lighting units, in order to keep the benefits of reduced emission due to lower electrical usage and lower cost to the public purse.

b. To switch to a zero-carbon energy supply for all street lighting in Runnymede including, if necessary, purchasing renewable energy assets, smart grid technology including battery storage.

REASONS FOR RECOMMENDATIONS:

To enable both councils to consider the Joint Committee's views in relation to the current policy adopted by Surrey County Council in respect of switching off street lighting at night.

1. INTRODUCTION AND BACKGROUND:

1.1 In the October 2016 Surrey County Council (SCC) Cabinet Report, SCC resolved to implement a part-night lighting policy across Surrey, in selected roads from midnight to 0500 hours each night. It was estimated this would generate £210k in savings.

1.2 In the 30 May 2017 SCC Cabinet Report, it was resolved to allow District/Borough Councils to enhance the level of service and request all lights in their area be excluded from Part Night Lighting and to reimburse the County Council the full value of savings that would be realised by switching them off by entering into specific agreements the District or Borough Councils.

1.3 On 18 July 2019, Runnymede Borough Council considered a Motion moved by one of its Members at its meeting held in respect of the policy adopted by Surrey County Council concerning the Part Night Lighting Programme adopted by Surrey County Council.

1.4 The Motion acknowledged that:

“Street lighting is a vital part of public safety and the adequate provision of lighting at night provides residents not only an emotive benefit of feeling safer but impacts on the safety of highways, public footpaths and recreational spaces”.

1.5 The Motion expressed the view that:

“the current street lighting switch off is unnecessary and that Runnymede Borough Council, as with many other aspects where Surrey County Council has withdrawn services due to budget constraints, should act as a shield to defend residents” against the impact of such measures. It will leave residents both practically safer and perhaps, just as importantly, feeling safer.

The full motion can be read here:

https://www.runnymede.gov.uk/media/20832/Questions-and-Motions-180719/pdf/Question_and_Motions.pdf?m=636983693142970000

2. ANALYSIS:

The Part Night Lighting Programme

- 2.1 Runnymede Borough Council noted that when Surrey County Council resolved to adopt a Programme to reduce street lighting, it did so due to budgetary pressures as a cost saving initiative and in order to reduce its carbon emissions in accordance with meeting its obligation to the Climate Change Act 2008 and the later Paris Climate Accord 2015.
- 2.2 Approximately 3,500 street lights in Runnymede are included in the Part Night Lighting Programme. The Programme was implemented over the six months following the Cabinet decision where all lights other than the identified exceptions (listed below) were dimmed from 2200 hours to 0530 hours, with full switch off from midnight till 0500 hours. The exceptions were:
- a. Traffic Routes –predominantly A, B and C classified roads, however some lower trafficked roads in this group may be included and equally some higher trafficked unclassified roads may be excluded by this criteria.
 - b. Town centres where this is a night time economy.
 - c. Where traffic calming measures (speed cushions or humps, chicanes etc) or formal pedestrian crossings such as zebra crossings are present and they require illumination.
 - d. Locations where Council or Police CCTV is in operation to reduce crime.

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- e. Locations where the Council's Road Safety Team or Surrey Police believe that implementing part-night lighting could have an adverse effect on either crime or road safety.
- f. In cases where buses or trains run beyond the proposed switch off time, roads will be assessed and may either be excluded from part night lighting or have a later switch off time.

Potential concerns

- 2.3 Runnymede Borough Council notes that concerns had been highlighted in other parts of Surrey including neighbouring Spelthorne Borough Council where a petition against the decision reached 3,400 signatures and where the Borough Council opted to fund their lights staying on overnight.
- 2.4 Whilst the switch off on selected routes between the hours of midnight to 5am has not directly impacted many of the non-working age residents in Runnymede, it may have a greater impact on shift workers including but not limited to NHS, airport and night-time economy workers. In recognition of this, switch off was moved from midnight to 1am.
- 2.5 The public perception of safety is also an important issue. Surrey County Council responded to this by quoting research from Dr Judith Green et al. at London School of Hygiene & Tropical Medicine.
 - The research was unable to robustly prove direct impact on the reduction on street lighting to a rise in criminal activity but the findings of the research were limited by the geographical scope and cannot reasonably be considered as definitive.
 - The research did however find a positive correlation with the reduction of street lighting and the perception of public trust in government.
- 2.6 Surrey County Council has also quoted a report from Surrey Police Performance + Consultation Unit dated 27 October 2017 entitled Street Lighting and Levels of Crime in Surrey which had been commissioned to provide a response to the following:
 - Overall crime trends for Surrey and the borough of Tandridge, specifically referencing changes in crime committed between 00:00 and 05:00.
 - The types of crimes which have experienced change over the previous 12 months.
 - An official view from Surrey Police on crime levels since street lighting was switched off in Surrey and whether there is a relationship.
 - The report is attached as Annex 4
- 2.7 The aim of the report was to determine if a significant relationship exists between levels of crime reported between 00:00 and 05:00 and part-night street lighting. A statistical tool was used to undertake the analysis. Whilst

the report reached certain conclusions these could be challenged for the following reasons:

- The report has a robust regression analysis however it is limited by only covering the initial switch off
- Also within the confines of the methodology, a spike in crime that citizens would rightly be very concerned and consider significant would not be large enough to count as statistically significant within the study (increases of 20%)
- There has been no regression analysis on fear of crime and the switch off.

2.8 In regards to public safety concerns:

- Since the switch off, total notifiable offences in Runnymede have risen from 3586 in 2014/15 to 6337 in 2018/19.
- Residential burglaries rose from 148 in 2014/15 to a peak of 546 in 2017/18 and a still high 316 in 2019.
- However, there are too many variables to determine if the Programme was likely to be the key causal effect in either of the statistics given above
- Runnymede Borough Council currently has an economic policy of developing the night time economy which could be undermined by public safety concerns. Whilst the night economy areas are currently exempt, there will be public safety concerns regarding residents' journeys home particularly if they have made the responsible choice to walk home after consuming alcohol.

2.9 In regards to environmental concerns:

- The primary environmental impact of street lighting is from a carbon emissions perspective based on electricity consumption.
- To achieve the scale of carbon emissions reductions required to meet the obligation to the Climate Change Act, most public sector activity will, in the near future, need to be powered by renewable energy regardless of what time of day they operate.
- The secondary environmental impact of street lighting is light pollution.
- Technology exists that can allow streetlights to be motion sensor activated with dimmer transition to avoid startling effects caused by sudden light changes. However, SCC Officers have advised it is not a viable option as explained here:

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<https://www.surreycc.gov.uk/roads-and-transport/roadworks-and-maintenance/street-lights-traffic-signals-and-signs/part-night-street-lighting/part-night-streetlighting-consultation>

- 2.10 Neighbouring Spelthorne Borough Council has funded the reinstatement of street lighting since June 2017 in recognition of the impact this had had on local residents directly and indirectly.
- 2.11 SCC is about to upgrade street lighting to LED under the existing PFI contract as described in the Highways report preceding this agenda item.

Financial impact

- 2.15 In October 2016 it was estimated that the Part Night Lighting Programme would save SCC £210k annually.
- 2.16 SCC have advised that any costs incurred by the County Council by excluding lights from Part Night lighting, including administrative costs, will need to be reimbursed by the District or Borough requesting the increased level of service so there is no direct financial implication to the County Council, with any increase or decreases in energy prices or carbon tax will be passed through to the requesting District or Borough Council.
- 2.17 SCC Officers have estimated that the cost to exclude the Runnymede lights from the Part Lighting Programme would be approximately £22,000 per year based on current energy costs which are subject to fluctuation. When LED technology is introduced, it is then estimated the cost per year will be £9,000 (at 2019 prices).
- 2.18 Agreements are entered into on a 5-yearly basis.

3. OPTIONS:

- 3.1 The options available to the Committee are as laid out in the recommendations at the beginning of the report.

4. CONSULTATIONS:

- 4.1 No formal consultation has been undertaken by Runnymede Borough Council on this matter to date.
- 4.2 Surrey County Council carried out a county wide consultation prior to implement its Part Night Lighting Programme. The results have been set out in Annex 2.

5. FINANCIAL IMPLICATIONS:

- 5.1 This information would need to follow, subject to which recommendations are approved.

6. WIDER IMPLICATIONS:

6.1

Area assessed:	Direct Implications:
Crime and Disorder	Significant implications
Equality and Diversity	No significant implications
Localism (including community involvement and impact)	Significant implications/No significant implications (<i>delete as applicable</i>)
Sustainability (including Climate Change and Carbon Emissions)	Significant implications
Corporate Parenting/Looked After Children	No significant implications
Safeguarding responsibilities for vulnerable children and adults	No significant implications
Public Health	No significant implications

7. CONCLUSION AND RECOMMENDATIONS:

- 7.1 The Joint Committee is a special committee in a position of influence for both authorities. As this matter is of relevance to both authorities, the Joint Committee is asked to advise Members which of the options it wishes to recommend to the relevant authority to take the matter forward.

8. WHAT HAPPENS NEXT:

- 8.1 Officers will advise of the next steps subject to the Committee's recommendations

Contact Officer:

Please contact Partnership Committee Officer Carys Walker on 01932 794081 for enquiries relating to this report.

Consulted: Andrew Royse, Street Lighting Team Leader, Surrey County Council

Annexes:

Annex 1: SCC Cabinet report Oct 2016

Annex 2: SCC consultation results

Annex 3: SCC Cabinet report May 2017 (Alternative funding model)

Annex 4 : Police street lighting report

Background papers:

Runnymede Borough Council motion 18 July:

https://www.runnymede.gov.uk/media/20832/Questions-and-Motions-180719/pdf/Question_and_Motions.pdf?m=636983693142970000

Street Lighting FAQs:

<https://www.surreycc.gov.uk/roads-and-transport/roadworks-and-maintenance/street-lights-traffic-signals-and-signs/part-night-street-lighting/part-night-streetlighting-consultation>