

## PROJECT INITIATION DOCUMENT

---

**Project name** Street Lighting Replacement Programme

---

**Release** Date: 30 March 2011

---

### PRINCE2

<b>Author:</b>	Ralph Burton
<b>Owner:</b>	Anthony Wright
<b>Client:</b>	Breckland Council
<b>Document Number:</b>	V1.4

---

### Document History

---

**Revision History** Date of next revision: N/A

Version Number	Revision date	Previous revision date	Summary of Changes	Changes marked
1.1	10 Feb 11	n/a	Initial draft	no
1.2	30 Mar 11	10 Feb 11	Updates following A.Wright comments	no
1.3	14 Apr 11	30 Mar 11	Updates following A.Wright comments	no
1.4	06 May 11	14 Apr 11	Updates following M.Bailey review before BISC	yes

---

**Approvals** This document requires the following approvals.

Name	Signature	Title	Date of Issue	Version
Anthony Wright		Building Services Manager		
Margaret Bailey – BISC		Capital Accountant		

---

**Distribution** This document has been distributed to:

Name	Title	Date of Issue	Version
Steve Udberg	Head of Asset Management		
Margaret Bailey	Capital Accountant		
Chris Brooks	Performance Accountant		
Anthony Wright	Building Services Manager		

---

## Purpose

---

To define the project, to form the basis for its management and the assessment of overall success.

---

## Contents

This publication contains the following topics:

Topic	Page
Authority Responsible	1
Background	1
Project definition	2
Project organisation structure	4
Project Quality Plan	4
Risk Management	4
Project Plan	5
Provision of Public Street Lighting – Background Context	6

---

## Authority responsible Portfolio & Service responsible

Breckland Council

Regeneration & Policy Portfolio  
Asset Management Service

---

## Background

Please read attached section titled '**Provision of Public Street Lighting – Background Context**' before reading further.

### Introduction

For the Breckland district NCC currently retains responsibility for Roadway Standard Lighting and Breckland Council facilitates management of Footway Standard Lighting on behalf of the Town Councils. Norfolk County Council will only take responsibility for lighting if it is designated as a Roadway Standard Lighting System.

Breckland Council does not have a street lighting department or specific street lighting expertise although the responsibility within the Council to manage the Council's Footway Standard Lighting is designated to the Asset Management service.

Under the Occupiers Liability Act 1957/1984 and advice from Legal Services if a street light is on land that belongs to Breckland Council, we are responsible for the physical street light column in terms of public safety, i.e. to ensure it does not cause harm to the public (i.e. through disrepair) on behalf of the Town Council's. However we are not required to provide the lighting from that column. Therefore there is a responsibility on Breckland Council not only as a public authority but also as a land owner to maintain streetlights that are located on land belonging to the Council.

Within the district Breckland Council currently has responsibility for 2,200 footway street lighting columns located in the five towns and Bawdeswell. A proportion of these are located on Breckland Council's owned land i.e. car parks.

### Background

Despite working with Norfolk County Council (NCC) to provide a maintenance contract this will only provide cleaning, testing of columns, reactive maintenance, programmed maintenance, replacement of lanterns, provision of energy and contact centre for street lighting calls. It will not provide volume wholesale replacement of the Footway Standard Lighting columns only on an individual basis when failure has occurred. Therefore there is a need to deliver a street light replacement programme

for Footway Standard Lighting within the Breckland district on Breckland owned land.

Of the 2,239 street light columns which Breckland Council has responsibility for:

- 663 pre-cast concrete
- 164 timber
- 101 aluminium
- 1,311 steel

The concrete columns have an estimated lifespan of 25 years, however there is no method of checking when they are likely to fail and concrete can fail imminently. The steel columns can be checked for condition and length or remaining lifespan with a simple test. Therefore the priority for the replacement programme is the concrete and timber columns. There is also a need for a condition survey on all the steel columns to help plan replacement of the remaining steel columns.

Columns will be replaced on a formula of:

1. Age
2. Geographical location (to obtain economies of scale)
3. Condition (only relevant to steel once condition surveyed)
4. Located on Breckland owned land (or not if requested by the Town Council's and Bawdeswell PC)

### **Condition Survey**

To help inform this replacement programme in 2011/12 the Council is undertaking condition surveys on all the steel and aluminium (1,412) street light columns. The concrete and timber columns will not be surveyed as following advice received from NCC and due to their age will all need replacement. It would be uneconomical to survey the concrete and timber columns as nothing would be achieved.

### **Reasons why project is needed**

- In health and safety terms the Council cannot afford the failure of columns which could cause serious injury to the public.
- To remove the risk stated in the Council's Risk Register.
- To reduce the ongoing running and reactive maintenance costs of the street light network.
- To improve the quality and standard of the street light assets within the Council's portfolio.
- To reduce light pollution.
- To reduce energy consumption costs.
- To continue to meet the Council's corporate aims and the aims of the Asset Management service.

---

## **Project Definition**

---

### **Project objectives**

1. To procure a programme of physical street light replacement by the end of quarter 3 2011/12
2. To complete the physical replacement of all the concrete/timber street light columns by quarter 4 of 2013/14
3. To establish a future project for the physical replacement of the steel street light columns by 2014/15 according to the outcomes of the condition surveys.
4. To reduce the risk highlighted in the Risk Register

---

### **Defined method of approach**

The project will be initiated using PRINCE2 methodology.  
The ongoing management of the project will be in line with the deliverables required.

---

**Project scope** This Project Initiation Document is concerned with the initiation of the programme.

The service areas affected are:

- Asset Management – tender, project management, contract management, quality checks and acceptance, project reporting.
- Finance – capital programme funds and authorisation.

Personnel affected:

- Asset management – 7 (SU, AW, RB, PD, AB, MP, LY)
- Finance – 2 (MB, KT)

Function and processes affected:

- Geographical location and database of street light information.
- 

**Project benefits** The following provides a summary of the benefits:

Financial

- Reduced ongoing revenue cost due to new and improved lighting

Quantifiable

- None

Measureable

- Improved energy efficient lighting
- Less light pollution / less diffused light

Observable

- Reduced or removed risk from the Council's Risk Register
  - Increased duty of care
- 

**Project deliverables**

1. Project initiation document
  2. Authorisation to initiate project
  3. Prioritisation programme of replacement (based on formula)
  4. Tender specification and tender process
  5. Works contract
  6. Schedule of replacement works
  7. Contract management reviews
  8. Quality checks and acceptance
  9. Project completion
- 

**Constraints**

- Budget may be removed during period of project
- Change of Council direction or political direction
- Identifying and obtaining sufficient competitive tender responses
- Available and necessary skills to complete tender specification
- Available and necessary skills to manage contract
- Stakeholder commitment is lacking
- Requirements change during project
- Lack of project management and sponsorship
- Timescales and over-run
- Lack of support (due to resource constraints) from other Council departments
- Other work areas that are prioritised over this project
- Business benefits are not realised
- Unrealistic expectations
- No contingency
- Scope ill defined and creeps
- Quality check and control is lacking

---

## Interfaces

### Personnel

- Asset Management Executive Member
- Head of Asset Management
- Commercial Property Manager
- Building Services Manager
- Capital Accountant
- Performance Accountant
- Corporate Management Team
- Deputy Chief Executive (as Director of Regeneration & Policy)

### Documents

- Asset Management Plan 2008
  - Capital Programme
  - Capital Strategy
  - Internal Audit Report on Asset Management 2010
- 

## Assumptions

1. **Budget:** £200,000 per annum capital is available for five years
  2. **Market:** There is a competitive market place that would compete to win the contract
  3. **Resources:** There are the necessary skills and time available to manage the project, tender and contract
  4. **Quality:** Installed columns will meet all necessary British Standards or European Standards
  5. **Construction:** Replacement will be undertaken according to any statutory health and safety legislation
- 

## Project organisation structure

---

### Project Management Team Structure

#### Asset Management Service

The Council's land and property assets are held in support to the main business of the Council, which is to provide services. First and foremost the property resources must be used to maximise benefit to services in the most efficient and effective manner. The exception to this is where property assets are held for financial rather than service requirements, in this case the focus will be on maximising financial return.

The Asset Management service includes the function of Public Asset Management which incorporates the Council owned assets in respect of car-parks, public highways and footpaths and streetlights as well as open space and play areas.

The project will be managed by personnel within the Asset Management service with reference for support to Financial services.

A project board will not be created for this project; however the BISC will assume that responsibility.

---

## Project Quality Plan

---

### Customer's Quality Expectations

1. The implementation of a programme of street light replacement starting in 2011/12.
2. All existing concrete/timber street light columns are removed and replaced.

### Acceptance Criteria

This will be developed in the tender specification.

### Required Standards

This will be developed in the tender specification.

---

## Risk Management

---

The Council's Risk Register currently highlights the replacement of the street light columns that are the responsibility of the Council as a risk:

Risk Ref No	R-AM 04
Aim/Priority	CA 5.2
Risk Category	Reputational
Risk Description	An increase in street lighting replacement costs due to ageing units. There are also potential health and safety issues for members of the public to age and deterioration of units, the occurrence on an injury would damage the reputation of the Council and attract adverse publicity.
Likelihood	1
Impact	2
Score	2

This risk is incorporated in the Asset Management Service Team Plan.

Additional wider risks are:

1. There is a risk that without specific street lighting expertise within Breckland Council it is difficult to challenge the demarcation of responsibilities with regards Roadway Standard Lighting and Footway Standard Lighting.
  2. Breckland is currently only delivering a reactive maintenance Footway Standard Lighting service at the moment as NCC have not completed their tender yet.
  3. Audit has recommended that without a formal contract in place there is a risk that the Council has not got suitable cover and has recommended that contract is put in place by April 2011. NCC have advised this will not happen at this time. NCC are using ESPO to provide this function and the work is ongoing.
- 

## Project Plan

---

A separate analysis will need to be undertaken to prioritise the replacement programme using the following formula:

1. Age
2. Geographical location (to obtain economies of scale)
3. Condition (only relevant to steel once condition surveyed)
4. Located on Breckland owned land (or not if requested by the Town Council's and Bawdeswell PC)

The priority will be the concrete and timber columns located on Breckland owned land. This planned approach will allow the Council to concentrate on the columns which are at the greatest risk of failing first.

### Budget

Due to the above risk the Capital Programme has the following funds available to this project:

Year	Amount
2011/12	£400,000
2012/13	£200,000
2013/14	£200,000
2014/15	£200,000

The Capital Programme is monitored by the Business Improvement Sub-Committee (BISC). BISC has the authority to approve the release of funds subject to appraisal of the relevant documentation to support the project.

It is estimated that the cost of the replacement of each column is between £1,000 and £1,200. This includes the removal of the existing column and lamp, purchase of new column and lamp and installation and electrical reconnection and any relevant labour costs.

The following represents the draft timetable

Milestone	Date	Expenditure
Complete and submit PID to BISC	Q1 2011/12	
PID reviewed and authorised (funding released)	Q2 2011/12	
Specification and tender written and issued	Q2 2011/12	
Contract awarded	Q3 2011/12	
333 columns (concrete/timber) replaced (@ £1,200 per column)	Q4 2011/12	£399,600
167 columns (concrete/timber) replaced (@ £1,200 per column)	Q4 2012/13	£200,400
167 columns (concrete/timber) replaced (@ £1,200 per column)	Q4 2013/14	£200,400
160 columns (concrete/timber) replaced (@ £1,200 per column) prioritised by condition	Q4 2014/15	£192,000

The above allows for the complete replacement of the concrete and timber columns i.e. a total of 827 for a total value of £992,400 by the end of 2014/15.

This would result in 37% of the Council's total streetlight assets being replaced. A separate programme to replace the steel and aluminium columns (1,412) will be assessed after the condition schedules have been completed if applicable. This will form a separate project.

## Provision of Public Street Lighting – Background Context

### Historic Context

In April 1967 the county councils became responsible, under the Local Government

Act 1966 for part of the street lighting system, which in Norfolk and other counties had hitherto been provided by other organisations.

The Local Government Act 1966 (subsequently section 270 Of the Highways Act 1980) defined two standards of street lighting:

### **1. Footway Standard Lighting System**

A system of lighting provided for a highway which satisfies either of the following conditions:

- No lamp is mounted more than 13 feet above ground level.
- No lamp is mounted more than 20 feet above ground level and there is at least one interval of more than 50 yards between adjacent lamps in the system.

### **2. Roadway Standard Lighting System**

Any lighting system that does meet the Footway Standard Lighting System definition (as above).

The purpose of the Act was to transfer all existing Roadway Standard Lighting, on maintainable highways to highway authorities (i.e. county councils). Whilst they could also be responsible for Footway Standard Lighting, Norfolk County Council along with most other county councils opted to assume responsibility for Roadway Standard Lighting only, leaving the local lighting authorities to retain responsibility for Footway Standard Lighting.

The major consequence of the 1966 Act was that instantly Norfolk County Council became responsible for a mix of lighting installations of different age, condition and standards, dependent on what the individual lighting authorities had previously installed. This differed vastly from parish to parish and district to district and is the reason why there is a wide variety of equipment types, light sources, mounting heights etc for similar roadways in the county.

Within Norfolk, all seven district Council, together with about 150 out of 550 parish councils, exercise their local lighting powers and provide Footway Standard Lighting. Thus the non-highway street lights became the responsibility of the district, town and/or parish council.

### **Breckland Council Provision**

To accommodate the provision of Footway Standard Lighting until 2001/2 Breckland Council directly maintained this lighting for the five market towns and Bawdeswell and paid a general grant to the other parishes to allow them undertake their own maintenance which ensured they would not be subsidising the town areas in the essence of fairness.

In 2001/2 a change in legislation made the award of non-specific grants illegal and Breckland Council was no longer able to pay the grant to the parishes. At this point the Council introduced a Special Expense Charge. This charge is for the maintenance of Footway Standard Lighting whether to public footpaths or roads in Dereham, Thetford, Watton and Bawdeswell.

At that time Attleborough and Swaffham elected to be recharged directly for their Footway lighting costs so it forms part of their own precept. For the other areas the Special Expense Charge is separately added to the Breckland Council Tax charge.

### **Responsibilities**

For the Breckland district NCC currently retains responsibility for Roadway Standard Lighting and Breckland Council facilitates management of Footway Standard Lighting on behalf of the Town Councils.

Norfolk County Council will only take responsibility of the lighting system if it is designated as a Roadway Standard Lighting System (as per above).

Breckland Council does not have a street lighting department or specific street



lighting expertise although the responsibility within the Council to manage the Council's Footway Standard Lighting is designated to the Asset Management service.

## **Breckland District Footway Standard Lighting Service – Current Arrangements**

### ***Liability***

Under the Occupiers Liability Act 1957/1984 and advice from Legal Services if a street light is on land that belongs to Breckland Council, we are responsible for the physical street light column in terms of public safety, i.e. to ensure it does not cause harm to the public (i.e. through disrepair) on behalf of the Town Council's. However we are not required to provide the lighting from that column. Therefore there is a responsibility on Breckland Council not only as a public authority but also as a land owner to maintain streetlights that are located on land belonging to the Council.

Within the district Breckland Council currently has responsibility for 2,239 Footway street lighting columns located in the five towns and Bawdeswell. A proportion of these are located on Breckland Council's owned land i.e. car parks.

### ***Service Provision***

Breckland Council is currently providing Footway Standard Lighting in the District in the five market towns and the parish of Bawdeswell. This includes the energy procurement and provision, maintenance and replacement of street lamps and columns.

Attleborough Town Council, Swaffham Town Council and Bawdeswell Parish Council have accepted that Breckland Council delivers Footway Standard Lighting on their behalf. These Councils are charged twice a year for the cost of any street lighting provision (energy and maintenance). Due to the contract arrangements between Breckland Council and Norfolk County Council, Breckland merely recharges these towns what Breckland is charged by the County plus and administration fee.

Thetford Town Council, Dereham Town Council and Watton Town Council do not accept Breckland Council is delivering Footway Standard Lighting on their behalf. Consequently these Councils pay an annual Levy via the precept which is therefore always a year in arrears. The annual cost for the provision of street lighting (energy and maintenance) in these areas is received from the Council and added to those town area's Council Tax bills as a special levy, therefore residents in these areas pay direct through their council tax, instead of via the Town/Parish council tax charge element.

### ***How Service is Delivered***

#### ***Maintenance***

As Breckland Council has a public responsibility but does not currently have the specific expertise to directly deliver a Footway Standard Lighting service for the district it contracted its 'maintenance contractor' responsibilities to Norfolk County Council until 2010. On behalf of Breckland Council, Norfolk County Council acted as 'consultant' providing advice on all street lights matters and 'maintenance contractor' providing cleaning, testing of columns, reactive maintenance, replacement of lanterns, provision of energy, contract centre for street lighting calls.

In 2010 NCC's contract with Breckland Council ended as the sub-contractor NCC had employed walked away from their contract which had another year to run. NCC did not seek to re-tender this contract because NCC had entered into a PFI agreement for the delivery of a wider street lighting programme which did not include the Breckland Footway Standard Lighting (as Breckland Council's Footway Standard Lighting did not form part of the PFI contract) and at that time could not locate an alternative contractor.

Breckland Council attempted to get included in the County-wide street lighting agreement however NCC's decision to not take any further responsibility for street lighting meant we could not enter into this agreement. Breckland also attempted to

get agreement from NCC to work directly with the Town Council's to avoid Breckland being involved directly, but NCC would not undertake this.

However as a result of the County's street lighting PFI agreement, their new partner is Amey's. In addition to the PFI agreement and after some negotiation by the County with Amey on Breckland's behalf Amey agreed to provide an informal reactive maintenance service for the Footway Standard Lighting in Breckland in the short term to ensure Breckland is able to comply with statutory legislation. As NCC is only undertaking reactive works for Breckland currently a saving is being made of £50,000 per annum. This will be reflected in the invoice changes and future special levy charges to the respective towns and Bawdeswell as appropriate.

In 2010 NCC agreed and have subsequently re-tendered for the original full Footway Standard Lighting maintenance contract which Breckland Council would have little option but to enter into for the continued provision of a full Footway Standard Lighting service in the district. The contract should start in quarter 1/2 2011/12.

### ***Replacement***

The above section outlines how the ongoing maintenance is delivered and does not include replacement. Replacement of the physical Footway Standard Lighting columns is currently not carried out on a programmed basis (only on an exception emergency basis) in any method. The purpose of this project is to fulfil the replacement part of the overall service.

---