



County Offices
Newland
Lincoln
LN1 1YL

14 February 2018

Scrutiny Review: Impact of the Part Night Street Lighting Policy

A meeting of the Scrutiny Review: Impact of the Part Night Street Lighting Policy will be held on **Thursday, 22 February 2018 at 2.00 pm in Committee Room One, County Offices, Newland, Lincoln LN1 1YL** for the transaction of the business set out on the attached Agenda.

Yours sincerely

A handwritten signature in black ink, appearing to be 'Tony McArdle', written over a horizontal line.

Tony McArdle
Chief Executive

Membership of the Scrutiny Review: Impact of the Part Night Street Lighting Policy (8 Members of the Council)

Councillors Mrs A M Newton (Chairman), S R Kirk (Vice-Chairman), G E Cullen, D McNally, P A Skinner, A N Stokes, M J Storer and R H Trollope-Bellew

**SCRUTINY REVIEW: IMPACT OF THE PART NIGHT STREET LIGHTING POLICY
AGENDA
THURSDAY, 22 FEBRUARY 2018**

Item	Title	Pages
1	Apologies for Absence/Replacement Members	
2	Declaration of Members' Interest	
3	Minutes of the meeting held on 24 January 2018	5 - 10
4	Outcome and Analysis of Public Engagement	11 - 22

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Please note: for more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting

- Business of the meeting
- Any special arrangements
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Contact details set out above.

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**SCRUTINY REVIEW: IMPACT OF THE
PART NIGHT STREET LIGHTING
POLICY
24 JANUARY 2018**

PRESENT: COUNCILLOR MRS A M NEWTON (CHAIRMAN)

Councillors S R Kirk (Vice-Chairman), A N Stokes and R H Trollope-Bellew

Councillors: attended the meeting as observers

Officers in attendance:-

Sara Barry (Safer Communities Manager), John Cook (Acting Assistant Chief Fire Officer), John Monk (Group Manager (Design Services)), Daniel Steel (Scrutiny Officer), Ethan Thorpe (Communications) (Strategic Communications Lead) and Rachel Wilson (Democratic Services Officer)

24 APOLOGIES FOR ABSENCE

Apologies for Absence were received from Councillors G E Cullen, D McNally, P A Skinner and M J Storer.

25 DECLARATIONS OF INTERESTS

There were no declarations of interest at this point in the meeting.

26 MINUTES OF THE MEETING HELD ON 6 DECEMBER 2017

RESOLVED

That the minutes of the meeting held on 6 December 2017 be signed by the Chairman as a correct record.

27 ANALYSIS: OTHER LOCAL AUTHORITIES PART NIGHT LIGHTING ARRANGEMENTS

Consideration was given to a report which set out the part night light arrangements of other authorities. It was reported that a national research project in October 2014 identified that 48% of lighting authorities that responded had instigated some part night lighting. It was suggested that this would be a fair assumption that this figure would have risen as revenue pressures have increased and the energy usage of street lighting came under greater focus.

SCRUTINY REVIEW: IMPACT OF THE PART NIGHT STREET LIGHTING POLICY 24 JANUARY 2018

Members were informed that the experience of other authorities had been canvassed through established contacts and professional technical groups. Information was received from the following authorities:

- Cambridgeshire
- Nottinghamshire
- Derbyshire
- Leicestershire
- Warwickshire
- North East Lincolnshire and North Lincolnshire
- Norfolk County Council
- Kent County Council
- Suffolk County Council

Members were provided with the opportunity to ask questions to the officers present in relation to the information contained within the report and some of the points raised during discussion included the following:

- From what other authorities had done, it did not seem that there was a 'one size fits all' approach as they were all trying something slightly different.
- It was noted that a Central Management System did seem to be a good option in terms of exercising control of lights, but it would never be an invest to save option. It was also noted that as well as the initial installation cost, there was also an annual running cost each year.
- Any changes to part-night lighting had tended to be either in response to a spate of crime in a particular area or due to political will.
- The Panel had received police figures and they had shown there was no increase in crime which could be attributed to the part night lighting. The main issue to be tackled was fear of crime.
- The Council did have a responsibility for health and wellbeing which included addressing the issue of fear of crime.
- It was noted that reference was made in the street lighting policy to new lighting not being provided to address the fear of crime. There were options to introduce new streetlights in areas where there had been actual increases in crime or road safety incidents. However, additional lighting would not be introduced to address a fear of crime issue. It was noted that this section had been added in 10 years ago.
- It was noted that in Cambridgeshire, the city council had paid to keep the lights on and it was queried whether this was something to be explored. There were some substantial housing associations and they may like the option to pay for their own lights if they wish. However, it was thought this could be come complicated.
- It was suggested that a 'cleaner' option would be that if there were groups who wished for their lights to be on all night, they could pay for them to be converted to LED as a one off payment, and then the authority would cover the energy costs.
- The cost of conversion to an LED lamp was approximately £120 per unit, if carried out as part of the routine maintenance visit. The payback period was approximately 10 years.

SCRUTINY REVIEW: IMPACT OF THE PART NIGHT STREET LIGHTING POLICY
24 JANUARY 2018

- It was confirmed that a risk assessment was carried out before the part night street lighting was implemented, and it was attached to the decision papers.
- It was queried whether, where streetlights had been turned back on due to a fear of crime in other authorities, was there any information on whether the fear of crime actually reduced as a result. It was noted that no information had been found in relation to this.
- It was noted that in the Almhouses in Spalding, some of the residents did feel better now the streetlights were back on, but this was not felt in a strong enough way for residents to contact the authority to express this. There was a feeling in the locality that it was better with the lights back on.
- If a scheme was developed for others to pay to convert lamps to LED to have the lights back on, it would be expected that the requests came formally through the town or parish council. It was thought that a scheme such as this could be doable, but consideration would need to be given to the programming of these conversions into the maintenance contract.

RESOLVED

That the Scrutiny Panel note the information provided.

28 BACKGROUND INFORMATION: A REVIEW OF OPEN SOURCE MATERIAL ABOUT THE FEAR OF CRIME AND STREET LIGHTING

Consideration was given to a report which provided the Panel members with an overview of the key findings from openly available studies about the fear of crime generally and specifically in relation to the issue of street lighting.

Members were advised that there was no evidence to link part night lighting to an increase in crime and it was people's fear of crime that needed to be addressed. It was highlighted that the report presented had been compiled by the Community Safety Unit. There was a need to plan out the drivers for people's fear of crime.

It was highlighted that research that research had shown that there were demographic factors which could influence an individual's fear of crime as in those aged 35 and over fear of becoming a victim was higher than the risk of what could actually happen to them, whilst those aged 16-24 were slightly less scared of crime, but had a higher actual risk of becoming a victim.

Members were provided with the opportunity to ask questions to the officers present in relation to the information contained within the report and some of the points raised during discussion included the following:

- The full analysis of the survey results would be brought back to a future meeting.
- It would be interesting to see whether there was a difference between the view of urban and rural locations.
- Some initial information from survey responses was available.

SCRUTINY REVIEW: IMPACT OF THE PART NIGHT STREET LIGHTING POLICY 24 JANUARY 2018

- Of the 5,300 survey responses, it was expected that at least 80% of them would be able to be mapped to at least district level. Only around 40% would give a very detailed location.
- The highest response rates were from Lincoln and West Lindsey. The lowest response rates were in Boston and South Holland. It was noted that although Boston had the lowest response rate, it had the highest negative response rate at 80%.
- It was commented that it was clear from the report that the notion of a link between part night lighting and crime could be discounted, but there was a real issue with fear of crime that could not be escaped, although there appeared to be no reason for it. There was a need for rational answers to people's irrational fears.
- There was a need to accept that there was a fear of crime and find a way to address it.
- It was commented that not everyone might have noticed the changes, as not everyone is out between the hours of midnight and 6am. Then when this is drawn to their attention, it maybe creating a fear of crime.
- It was commented that the part of the report which referred to people feeling as though there had been a de-investment in their area due to part night lighting was very interesting, and could be similar feelings in relation to reductions to grass cutting and weed spraying programmes.
- It was noted that if there was a power cut, it could take a few days for lights to re-establish their routine. It was commented that there had been a lot of individual responses regarding lights not going off at consistent times.

RESOLVED

That the information presented be noted.

29 ENGAGEMENT WITH LINCOLNSHIRE FIRE AND RESCUE

The Assistant Chief Fire Officer was in attendance to discuss with the Panel any perceived impacts on Lincolnshire Fire and Rescue of the Part Night Street Lighting policy.

When first asked to respond to the survey, there had been no negative impact on the service, as all fire engines were fitted with mast lights, torches and all firefighters helmets had LED lights installed. It was still believed that this was the case in relation to Service activities.

There had been a couple of cases where issues had been raised by fire fighters who felt that no street lighting had made it more hazardous responding to calls and travelling from home. Some of the issues included dark streets and not being able to see parked cars or other obstacles.

Members were provided with the opportunity to ask questions to the officers present and some of the points raised during discussion included the following:

- Retained fire fighters usually lived within a five minute radius of the fire station, that could be by foot, car or cycle.

SCRUTINY REVIEW: IMPACT OF THE PART NIGHT STREET LIGHTING POLICY
24 JANUARY 2018

- It was noted that similar comments had been made by shift workers, that they found it more difficult to travel to work.
- From a Fire Service perspective, it was noted that staff were well supported to deal with incidents.
- It was queried whether there was any data about whether retained fire fighters were taking longer to respond and arrive at the fire station. Members were advised that data was collected in terms of how long it took a fire engine to turn out. Whether there was any correlation between part night lighting being introduced and extended turnout times could be considered.
- One member commented that it would be interesting to know the reasons why people were finding it more difficult to get from home to the fire station.
- It was thought that the analysis of the survey and free text should bring out some of these issues.
- Members were advised that fire engines were fitted with mobile data terminals, with mapping capabilities so they could see where they were on a map. However, it was noted that this did not give directions as would be the case with Satellite Navigation Systems.
- It was commented that it had been raised through the survey that one of issues could be that the emergency services would not be able to identify houses. However, it was reported that the Police had undertaken a campaign to encourage people to make sure that their houses were visible to the emergency services, and that the public had to take some personal responsibility for making their properties easily identifiable.
- It was noted that fire stations and the area immediately around a fire station were included within the exemption for part night lighting. It was requested that if any of the smaller fire stations had been missed, that the street lighting team was contacted.
- It was thought the issues were more about the journey to the fire station rather than finding the fire station itself.

RESOLVED

That the comments made be noted.

It was agreed that the meeting scheduled to be held on 8th February 2017 should be cancelled as the analysis of the survey results would not be complete by this time. The Panel would meet again on 22 February 2018.

The meeting closed at 10.50 am

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Scrutiny Review: Impact of the Part Night Street Lighting Policy

Date: **22 February 2018**

Subject: **Outcome and Analysis of Public Engagement**

Summary:

A survey was developed to invite views from members of the public to be considered as part the Scrutiny Review into the impact of the part night street lighting policy. This survey was developed with feedback from the scrutiny panel at its meeting on 3 November 2017.

The survey was launched on 17 November 2017 and was made available on the County Council's website until the 05 January 2018. The survey asked a number of questions to ascertain the impact of the change, both positive and negative and also allowed for feedback on any other exemptions that could be considered by the scrutiny panel.

1. Background

From the start of the review, the Scrutiny Panel agreed that a key priority was to engage and listen directly to the people who lived and work in Lincolnshire. To achieve this, a number of engagement tools were used to seek, receive and consider the views of the people of Lincolnshire.

The survey was launched on 17 November 2017 and was made available on the County Council's website until the 05 January 2018. The survey received 5305 responses.

The public engagement undertaken asked respondents for partial details of their postcode. Of the 5,305 respondents, 43% gave their full postcode and the rest gave a partial or no postcode. At least 80% of the results were mapped to a district level and only 50% to a more detailed location.

Results by location

Lincoln and West Lindsey had the highest response rate (over 7 people per 1,000 population), while the lowest response rate was in South Holland (just under 4 people per 1,000 population). The overall Lincolnshire average was 5.5 people per 1,000 population.

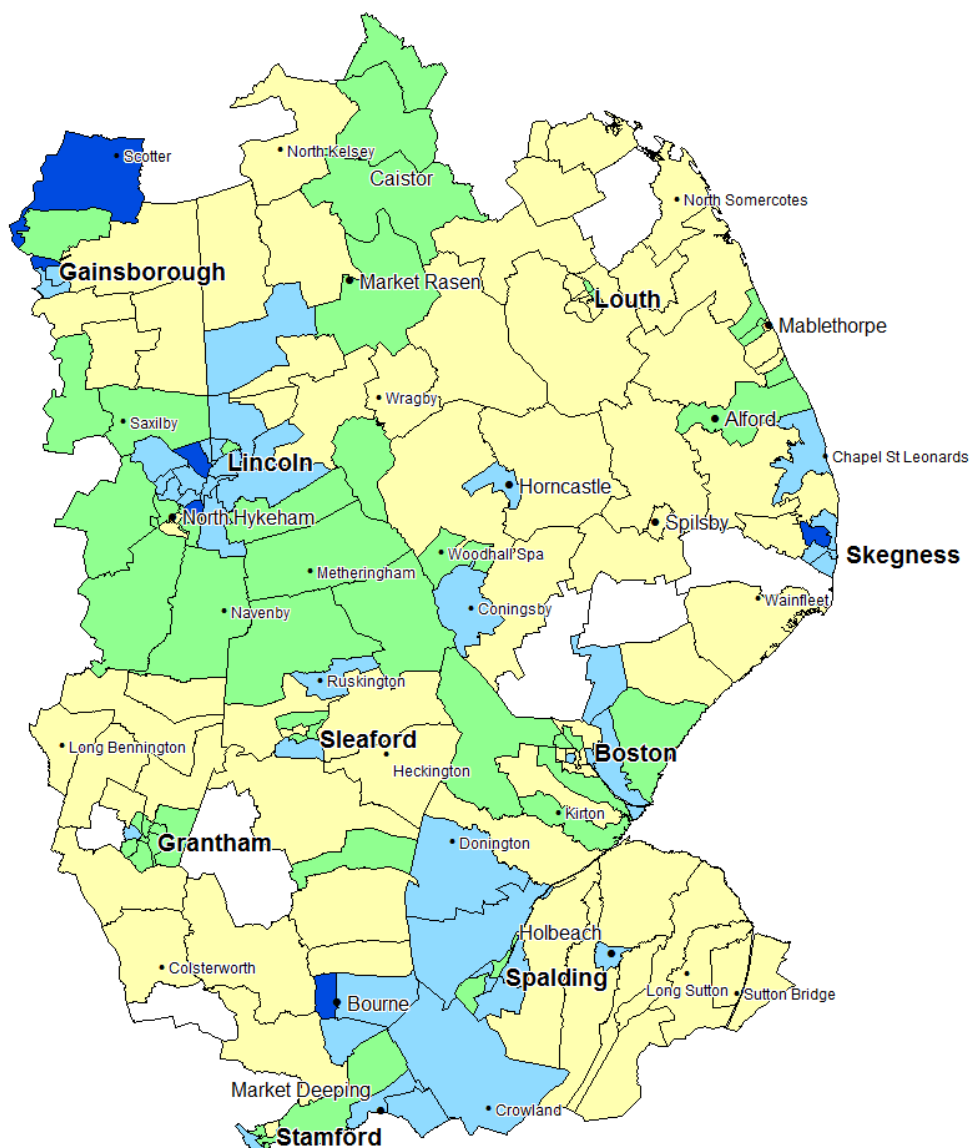
Local authority	Number of responses	% of all responses	Response rate per 1,000 pop
Boston	341	6.4%	5.05
East Lindsey	826	15.6%	5.97
Lincoln	687	13.0%	7.02
North Kesteven	521	9.8%	4.60
South Holland	368	6.9%	3.98
South Kesteven	687	13.0%	4.90
West Lindsey	684	12.9%	7.30
Unmatched postcodes	1,191	22.5%	N/A
All Lincolnshire matched postcodes	4,114	77.5%	5.53
All survey responses	5,305	100.0%	N/A

The survey results indicate a variation between local authority districts in their feedback about the street lighting changes. Boston had a significantly higher negative response rate than the other districts, while North Kesteven had a significantly lower negative response rate than the other districts.

Local authority	Negative and extremely negative	No impact	Positive and extremely positive
Boston	83.9%	7.6%	8.5%
East Lindsey	74.2%	12.2%	13.6%
Lincoln	75.0%	10.8%	14.3%
North Kesteven	59.7%	24.0%	16.3%
South Holland	75.0%	15.5%	9.5%
South Kesteven	72.8%	12.7%	14.6%
West Lindsey	72.8%	12.7%	14.5%
Unmatched postcodes	78.5%	11.6%	9.9%
All responses	74.2%	13.1%	12.7%

Survey responses matched to 2011 district council wards

The raw number of survey responses matched to each 2011 district council ward



Map Legend:

White = no matched responses

Yellow = 1-9 matched responses

Green = 10-19 matched responses

Light blue = 20 to 49 matched responses

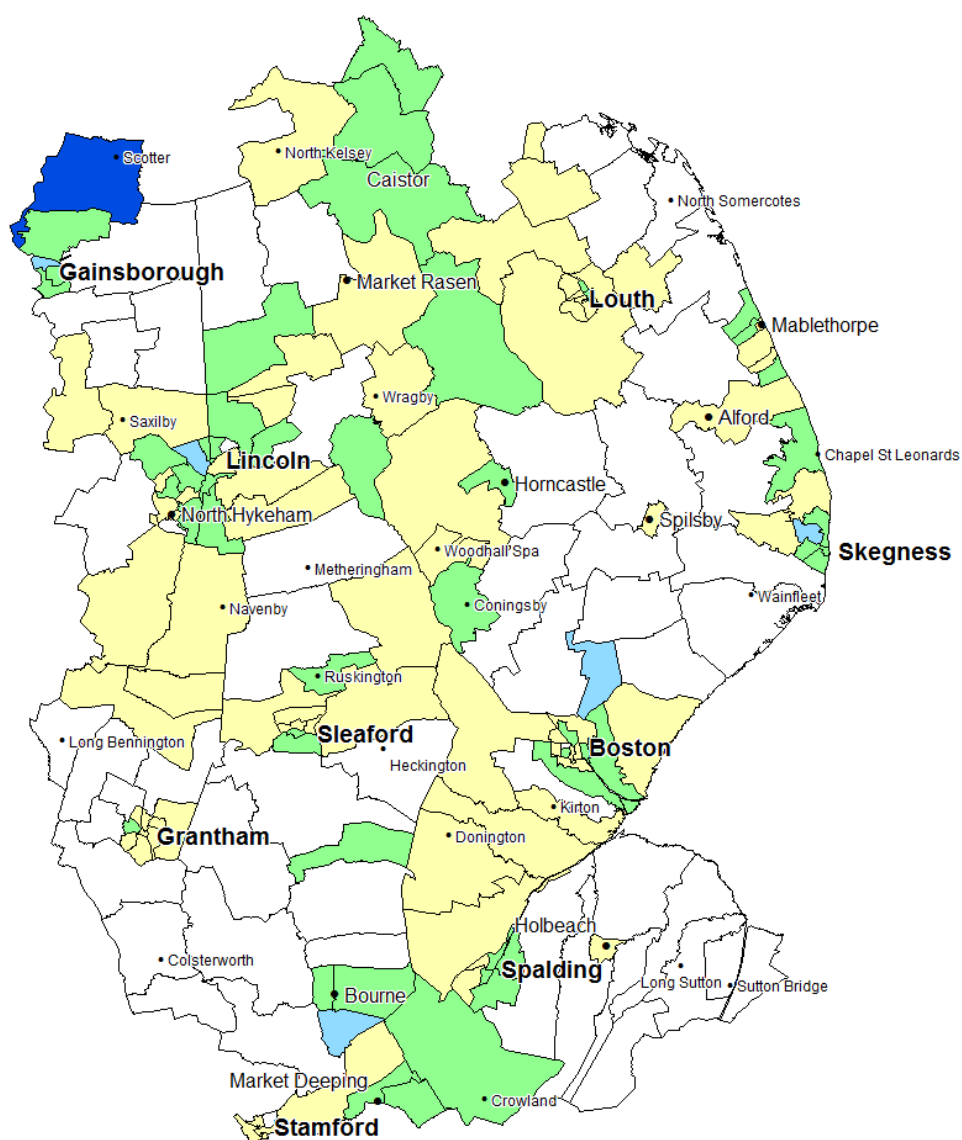
Dark blue = 50+ matched responses

The following wards had 50 or more matched survey responses: Carholme (Lincoln) 164 matched responses, Scotter (West Lindsey) 113 matched responses, Gainsborough North (West Lindsey) 82 matched responses, St Clement's (Skegness, East Lindsey) 66 matched responses, Bracebridge (Lincoln) 54 matched responses, Bourne West (South Kesteven) 53 matched responses.

Survey responses expressed as a rate per 1,000 resident population

The number of survey responses matched to each 2011 district council ward expressed as a rate per 1,000 resident population.

The average response rate for those survey responses that could be mapped to a 2011 district ward was 4 per 1,000 resident population. This means that any ward shaded in green, light blue or dark blue has an above average response rate.



Map Legend:

White = response rate of less than 2 per 1,000 resident population

Yellow = response rate of between 2 and 3.9 per 1,000 resident population

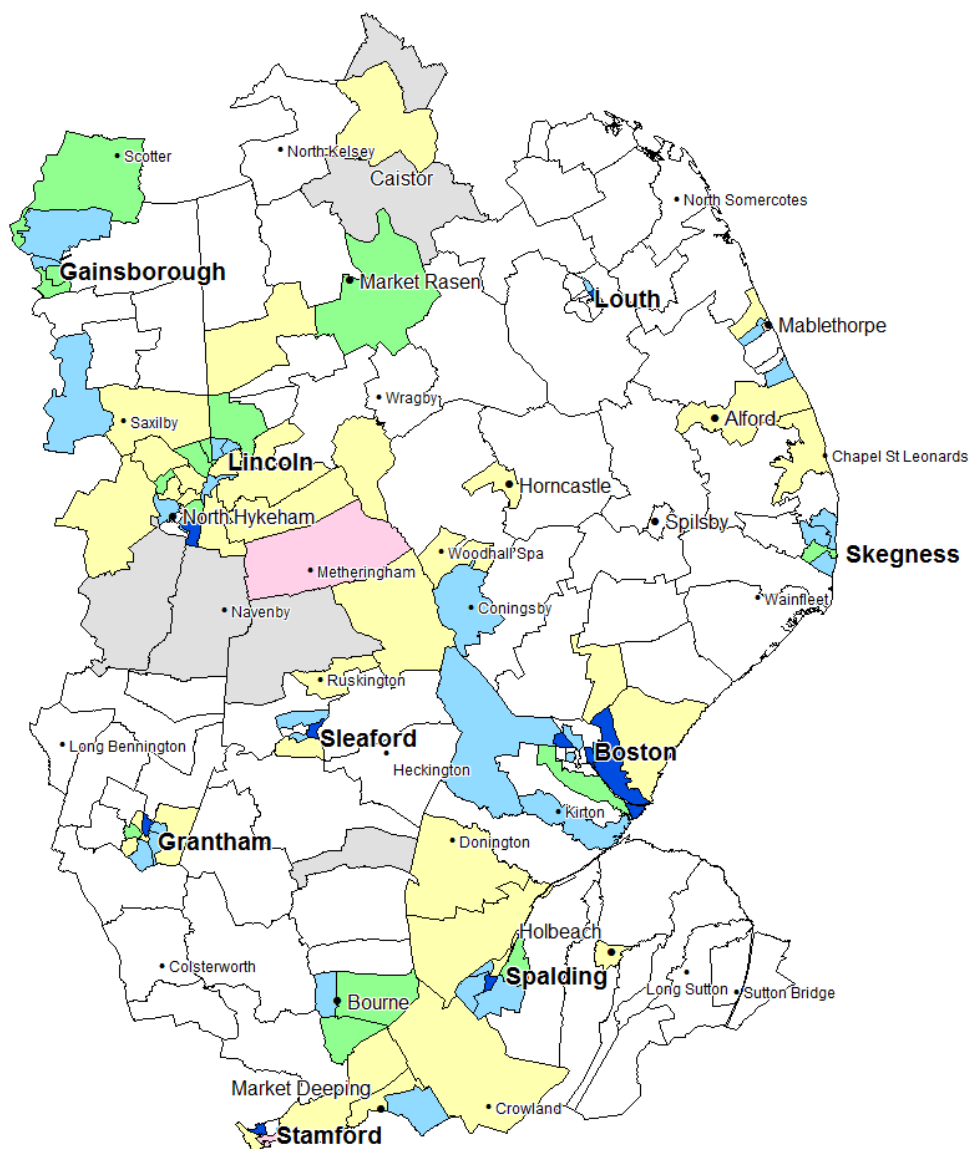
Green = response rate of between 4 and 9.9 per 1,000 resident population

Light blue = response rate of between 10 and 14.9 per 1,000 resident population

Dark blue = response rate of more than 15 per 1,000 resident population

Responses which indicated a negative or extremely negative impact

The proportion of responses that stated that the street lighting changes had a negative or extremely negative impact. Only those wards with at least 10 responses matched to them have been mapped.



Map Legend:

White = fewer than 10 matched responses

Pink = fewer than 25% of respondents stated there was a negative impact

Grey = between 25% and 49.9% of respondents stated there was a negative impact

Yellow = between 50% and 72.9% of respondents stated there was a negative impact

Green = between 73% and 79.9% of respondents stated there was a negative impact

Light blue = between 80% and 89.9% of respondents stated there was a negative impact

Dark blue = over 90% of respondents stated there was a negative impact

The average proportion of matched respondents who stated there was a negative impact from street lighting changes was 73%. This means that any ward shaded in green, light blue or dark blue has an above average response rate for negative impact. Wards shaded pink and grey are those where fewer than half of the responses were negative.

Those wards with the highest and lowest negative response rates are as follows:

2011 ward	All matched responses	% responses that were negative
Skirbeck, Boston	41	95.1%
Spalding St John's, South Holland	30	93.3%
St Wulfram's, South Kesteven (Grantham)	15	93.3%
All Saints, South Kesteven (Stamford)	14	92.9%
Fishtoft, Boston	26	92.3%
Trinity, East Lindsey (Louth)	13	92.3%
Fenside, Boston	11	90.9%
Waddington West, North Kesteven	11	90.9%
Sleaford Navigation, North Kesteven	10	90.0%
St Mary's, South Kesteven (Stamford)	13	15.4%
Metheringham, North Kesteven	10	10.0%

Response free text which highlighted a work based impact

keywords relating to work and shifts. More than a quarter of the responses by those who indicated that the street lighting changes had been negative or extremely negative explicitly mentioned work. This rose to more than 1 in 3 such respondents in Boston and South Holland.

Local authority	% negative or extremely negative respondents who explicitly mentioned work
Boston	35.3%
East Lindsey	27.2%
Lincoln	23.7%
North Kesteven	30.5%
South Holland	36.2%
South Kesteven	26.8%
West Lindsey	26.7%
Unmatched postcodes	27.1%
All survey responses	28.1%

Results by age range

Below are the results broken down by age range and response to the street lighting changes. It would appear that there is a generational divide. 4 out of 5 of those under 54 have a negative response to the change. This drops to 1 in 2 for the 75-84 group. In other words, while this change is negatively affecting more than half of respondents belonging to all age groups, it is those of working age who report being most negatively affected.

Age range	Number of respondents	Negative and extremely negative	No impact	Positive and extremely positive
15 and under	5	100.0%	0.0%	0.0%
16-19	76	80.3%	5.3%	14.5%
20-24	248	80.6%	9.7%	9.7%
25-34	737	82.1%	11.5%	6.4%
35-44	936	80.3%	10.1%	9.5%
45-54	1,249	78.1%	11.8%	10.1%
55-64	1,071	67.6%	16.6%	15.8%
65-74	734	61.0%	16.6%	22.3%
75-84	136	53.7%	23.5%	22.8%
85 and over	15	60.0%	13.3%	26.7%
Undisclosed	98	83.7%	11.2%	5.1%

Themes of the survey

CRIME RATES, FEARS ABOUT SAFETY AND CRIME

The survey responses indicate a perceived reduction in safety and a perceived increase in actual crime or the fear of crime as a result of the introduction of part night street lighting. This is linked to the perception that crime rates have increased across Lincolnshire and that street lighting prevents crime.

Areas of crime and fears of crime indicated from the survey included:

- sexual assaults
- burglaries
- car and van crime
- drug use
- fear of mugging
- vandalism

A number of responses also indicated a substantial perceived increase in crime along the Lincolnshire coast since the introduction of part night lighting.

ROAD SAFETY AND COLLISIONS

The survey responses indicate a perception that there has been an increase in car accidents and road collisions since the introduction of part night street lighting. There has also been a reported perceived reduction in visibility/poor driving conditions in areas where the lights switch off at midnight and that drivers are experiencing difficulty with visibility of parked cars in built up areas.

There was an indication from survey responses that there is a need for reflective road studs on main routes where lighting has been removed or is now part night lit.

The survey responses also indicate the following: -

- road markings are difficult to see in unlit areas
- that main junctions need to be reviewed due to safety concerns
- parking after midnight in some uphill or steep areas of Lincoln is more difficult after the introduction of part night lighting.
- That cyclists and pedestrians are not wearing reflective clothing where lights are part night lit resulting in dangerous conditions.

PERSONAL SAFETY

The survey results indicate a focus on personal safety issues as part of the responses received. This includes perceptions in relation to poor conditions of pavements and other trip hazards. There were also a range of fears highlighted from residents about walking home from work in darkness and the duty of care implications.

SOCIAL IMPACT

The survey results indicate a perception that the change to part night street lighting has increased a general sense of social isolation and placed a curfew on some residents. It was also indicated that there has been a perceived increase in the levels of antisocial behaviour, youth drinking and drug taking.

From a public health perspective the survey results highlight a view that the change to part night street lighting has had a negative impact on vulnerable people and has had a negative effect on some residents' mental health.

There was also a perception that the implementation of part night street lighting has taken away the independence of disabled residents with limited mobility and had an impact on carers and care visitors attending late visits.

ECONOMY & EMPLOYMENT

The survey results indicate a perceived concern across Lincolnshire due to the impact of part night lighting on shift workers. This includes the impact on businesses which form part of the night time economy (bars, pubs, clubs, etc) and also businesses where employees start/leave work during the hours of midnight to 06:00am. There was a strong suggestion that the Council should consider amending the part time lighting hours to 1am till 5am to reduce the level of impact on Businesses and shift workers.

The survey results indicate that there is a perceived impact on tourism in coastal areas where many visitors are unaware of part night lighting. It was also indicated that the introduction of part night lighting has reduced any incentive for staff to walk or cycle which will impact on the environment.

IMPACT ON EMERGENCY SERVICES

The survey results indicate a perceived reduction in the emergency services ability to respond to emergencies in areas where part night lighting has been introduced; In part due to a perception that emergency services are encountering problems locating addresses after midnight in those areas where part night lighting has been introduced.

ENVIRONMENTAL IMPACT

The survey results indicate that the majority of the environmental impacts highlighted from the survey were positive, such as the reduced energy usage and costs from part night lighting and the reduced carbon emissions. The reduced impact on wildlife due to darker nights and reduction in overall light pollution was also a key area highlighted.

The survey results also indicate a perception that there has been an increase in the volume of fly tipping since the introduction of part night lighting.

PUBLIC ENGAGEMENT

The survey results indicate a perception that the County Council should have undertaken a full public consultation prior to making the decision to introduce part night lighting, and that local communities should have been consulted before the decision was considered.

In addition, the survey also indicates a perception that the County Council should have given more consideration to the wider introduction of LED lighting as a way to reduce costs but maintain all night lighting or dimmed lighting levels.

TECHNICAL CONSIDERATIONS

The survey results highlight a number of technical observations from residents in relation to the inconsistency of switch off times for street lights using the sensors. In addition the quality of light provided by LED lamps was also highlighted as well as the overall brightness levels of street lights.

FREQUENTLY ASKED QUESTIONS

The survey results also highlight a number of frequently asked questions as part of the results. A summary of the questions are shown below -

- Why can't the Council switch off ever other light, or one in three lights?
- Why do some lights go out before midnight?
- Why do the lights go off earlier when the clocks change?
- Why can't the lights come on at 5am rather than 6am?
- Why didn't the council convert all street lighting to LED as a way to save money rather than introducing the part night lighting?
- Why do the LED lights provide poor quality light compared to traditional lighting?
- Why do some lights not come on at all anymore?
- Will the council remove the columns for the permanent switch offs?
- Why isn't there a simple way to appeal lights which have been switched off in error?
- Why do some lights still go out at 10pm?
- Why couldn't the Council switch the lights off between 1am-5am?
- It was suggested that the Council install low energy LED light which should give sufficient savings to enable lights to be kept on all night
- Why are street and footway lighting treated differently?
- Why do newer estates seem to continue to have full night lighting?
- Can local communities pay to have lights switched back on?
- Will insurance premiums rise due to the introduction of part night lighting?
- Was a risk assessment undertaken by the Council prior to the implementation of part night lighting?

ADDITIONAL EXEMPTION SITES:

The survey sets out the current exemptions where part night lighting has not be implemented, and asked those completing the survey if any other exemptions should be included. The following general areas were highlighted as part of the survey response:

- All roundabouts and junctions
- Coastal areas (Tourism)
- Unguarded river banks
- Areas of high older population
- Near schools

- Consideration should be given to local groups of people who strongly petition the need for their localised street lighting to remain on
- High speed roads with no cats-eyes/road studs
- Areas of moderate crime
- Outside of railway stations
- Areas of shift working
- Public transport points
- Defibrillator site
- University campus
- Flood risk areas

The survey results included a range of comments from residents querying the reduction in level of service provided by the Council and how this is contrary to the increases in council tax.

2. Conclusion

This report enables the Scrutiny Panel to explore the results of the public engagement exercise undertaken as part of the review.

3. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Daniel Steel, Scrutiny Officer, who can be contacted on 01522 552102 or by e-mail at daniel.steel@lincolnshire.gov.uk

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