A nighttime photograph of a street scene. A tall street lamp on the left is illuminated, casting a bright glow. The road is paved and has white dashed lines in the center. A road sign on the left reads "DONINGTON". A dark car is parked on the side of the road. The background shows trees and a fence.

# Impact of the Part Night Street Lighting Policy Scrutiny Review

April 2018

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## Foreword

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This review has looked at the impact of the change in the Street Lighting Policy to turn street lights off in certain areas between midnight and 6am. The review has considered topics including the environment, road collisions, crime rates, fears about safety and crime, emergency services, health and public health services, the impact on businesses and the night time economy.

A key aim of this review has been to ensure that the Council's Street Light Policy in relation to part night lighting is being managed to minimise any adverse impact on the communities in Lincolnshire affected by the changes.

The views of the public and partner organisations have been at the heart of this review and I and the Scrutiny Panel would like to express our thanks to everyone who has contributed.

Lincolnshire remains one of the safest areas in the country, however this review has highlighted that while at this stage there is no clear link between part night lighting and an increase in crime, there here has been a negative public perception in the sense of an increased fear of crime in some areas.

The Scrutiny Panel hopes that this report will present a practical way forward to deal with the issues and concerns raised through this process and address the concerns and worries of residents in Lincolnshire going forward.

I would like to thank the Scrutiny Review members for their contributions and hard work throughout the review. I would also like to thank all the officers who have supported the review who have all provided valuable support to the panel during the review.

A handwritten signature in black ink that reads "Angela Newton". The signature is written in a cursive, flowing style.

**Councillor Angela Newton**

# 1. Executive summary

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The Scrutiny Panel was established in October 2017 with the purpose of reviewing the impact of the Part Night Street Lighting Policy following the wider introduction of Part Night Street Lighting in Lincolnshire. The Scrutiny Review Panel met nine times over the course of the review during which time it considered information from a number of sources relating to the County Council's use of Part Night Street Lighting.

## 1.1 Conclusions

- Overall crime is up by 4% in Lincolnshire where the national average stands at an 11% rise. Lincolnshire remains the fourth safest area in the country.
- There has been no noticeable change in the number of overnight burglary, vehicle and personal robbery offences across the county as reported by Lincolnshire Police.
- The number of reported criminal damage offences has increased, although not consistently across the county; it cannot be concluded that street lighting has impacted on levels of criminal damage recorded for Lincolnshire as a whole.
- Local communities have reported a perceived reduction in safety and a perceived increase in crime or the fear of crime as a result of the introduction of part night street lighting.
- Lincolnshire Police has reported that there are limited connections between the changes in the levels of crime recorded and the introduction of 'part-night' lighting and therefore it cannot be explicitly concluded that there is a relationship between the two.
- Lincolnshire Police have stated that if there was a demonstrable link between crime and part night lighting they would approach the County Council with a view to requesting that the policy was changed
- The perceived impact reported from local residents varies across Lincolnshire with urban areas reporting a greater impact in general.
- All three emergency services have reported minimal noticeable changes in providing key services within Lincolnshire since the introduction of part night lighting.
- The change to part night lighting has resulted in a reported impact to shift workers travelling to/from work in Lincolnshire between the hours of 00:00 and 06:00.
- There are some local concerns in relation to the impact of part night street lighting in areas of holiday/seasonal accommodation and the wider impact on the economy and tourism.
- Overall the change to part night street lighting has contributed to a 50% reduction in energy consumption by street lighting across the County and over 6,200 tonnes of CO<sub>2</sub> saved year on year.
- Research on data from 62 Council areas from July 2015 reviewed the effect of reduced street lighting on road casualties and crime in England and Wales from 2010-2013 indicated there was minimal evidence to demonstrate an increase in crime.<sup>1</sup>

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<sup>1</sup> Research published in the Journal of Epidemiology and Community Health based on 14 years of data from 62 local authorities across England and Wales ([http://jech.bmj.com/content/early/2015/07/08/jech-2015-206012.short?g=w\\_jech\\_ahead\\_tab](http://jech.bmj.com/content/early/2015/07/08/jech-2015-206012.short?g=w_jech_ahead_tab))

## 1.2 Recommendations

The following recommendations will be forwarded to the Council's Executive for consideration.

### Recommendation 1

**That Lincolnshire Police are requested to continue to review and update a street lighting crime data report for consideration by Lincolnshire County Council's Public Protection and Communities Scrutiny Committee on an annual basis.**

In addition, the following considerations to be reviewed by Lincolnshire Police for development as part of future reports:

- Where possible, ensure the clear recording of the lighting conditions for when the crime occurred to allow better records of data and to allow a more reflective assessment of specific streets where crimes have occurred and street lighting has been reduced.
- Inclusion of additional crime types highlighted as a key concern for local residents as part of the public engagement activity - sexual offences, burglaries, car and van crime, drug related incidents, muggings, vandalism and anti-social behaviour.

*The Scrutiny Panel recommends that crime rates and fears about safety/crime continue to be reviewed over the coming years to monitor the longer term impact of the introduction of part night street lighting. However, the evidence received as part of this review shows little evidence to suggest night time crime has significantly increased.*

### Recommendation 2

**That the Lincolnshire Road Safety Partnership ensures data regarding street lighting levels is captured and reported as part of any analysis of road safety and collisions. And, for this data to be reported and considered by Lincolnshire County Council's Public Protection and Communities Scrutiny Committee on an annual basis.**

*The Scrutiny Panel recommends the need to continue to monitor accident trends over the coming years to fully understand if part night street lighting does have a meaningful impact, however at this stage no clear link has been identified.*

### Recommendation 3

**That the Executive considers formalising the list of exemption sites as part of the County Council Street Lighting Policy and include an additional exemption for community public access defibrillator sites where requested by local communities.**

*The Scrutiny Panel has considered additional exemptions highlighted through the public engagement activity and recommends the exemption from part-night lighting of lights in the immediate vicinity of registered community accessible defibrillator sites.*

#### **Recommendation 4**

**That the Executive endorse working between the County Council and other agencies to plan communication activity with the public to reassure and address the cause of fears of crime surrounding the change to part night street lighting. And, to develop an action plan and work to reduce these fears and change public perceptions.**

*The Scrutiny Panel recommends that additional work is undertaken to review, improve and communicate more effectively with the public to support greater awareness and clarity of the messages in relation to the concerns highlighted around Crime Rates, Fears about Safety and Crime. Lincolnshire remains one of the safest areas in the Country and this needs to be more effectively communicated going forward.*

*The Scrutiny Panel also recommends that communication with the public needs to take place during the annual changes between British Summertime and Greenwich Mean Time in the spring and autumn adjustment phase and would seek to ensure that more effective communication take place going forward.*

#### **Recommendation 5**

**That the Executive considers the County Council developing an appropriate protocol to enable local communities (through Town/Parish/District Councils) to financially support street lighting to be upgraded to LED and reinstated to full night operation on request as part of routine maintenance.**

*The Scrutiny Panel recognises that concerns across Lincolnshire are localised and recommends the development of an appropriate protocol to enable local communities to financially support street lighting to be upgraded to LED and reinstated to full night lighting where required and on request as part of routine maintenance.*

*The Scrutiny Panel does not propose for other authorities to adopt street lights from the County Council, however the option for agreements to be put in place to between the County Council and Town/Parish/District Councils to support local communities restore full night lighting should to be available where there is a genuine local concern.*

## 2. Introduction

### 2.1 Establishment of the scrutiny review panel

On 27 July 2017, the County Council's Overview and Scrutiny Management Board approved a scrutiny review to ascertain the impact of the part night street lighting policy. Following this the membership of the scrutiny panel was confirmed and discussions involving the respective chairmen and key participants took place to provide detail on the direction of the review.

On 30 November 2017 the Overview and Scrutiny Management Board endorsed the terms of reference for the '*Impact of the Part Night Street Lighting Policy Scrutiny Review*' as per Article 6.10 of the County Council's Constitution.

#### The membership of the Scrutiny Panel comprised:



Councillor Angela Newton  
(Chairman)  
**Spalding West**



Councillor Stephen Kirk  
(Vice-Chairman)  
**Skegness South**



Councillor Graham Cullen  
**Mablethorpe**



Councillor Daniel McNally  
**Saltfleet and the Cotes**



Councillor Paul Skinner  
**Boston Coastal**



Councillor Adam Stokes  
**Grantham South**



Councillor Mark Storer  
**Ruskington**



Councillor Mrs Rosemary  
Trollope-Bellew  
**Deepings West and Rural**

## 2.2 Scope of the review

This review has considered the impact of the change in the Street Lighting Policy to turn street lights off in certain areas between midnight and 6am. The review has considered a number of different areas where there may have been an impact, either positive or negative, as a result of this change and has proposed a number of recommendations based on its findings where improvements could be made.

### Main Lines of Enquiry

1. To consider key national and local documents and guidance in relation to the Part Night Street Lighting Policy.
2. To examine the impact of switching off street lights at midnight on different areas such as on the environment; crime rates; fears about safety and crime; emergency services; health and public health services.
3. To consider data and substantiated evidence, such as crime rate figures, accident data, complaint figures, and exemption requests, regarding the impact of the Part Night Street Lighting Policy.
4. To consider the wider economic impact of Part Night Street Lighting on business, including the impact on the night time economy.
5. To invite the views of members of the public, County Councillors, district councils and parish/town councils regarding the perceived impact on crime rates, and fears of crime and safety.
6. To conduct comparisons with other Local Authorities who have also changed their street lighting policy to incorporate part night lighting.
7. To investigate potential savings or cost implications arising from any proposed changes to the Part Night Street Lighting Policy within the allocated budget.

**A key aim of this review has been to seek to ensure that the Council's new Street Light Policy in relation to part night lighting is being managed to minimise the adverse impact on the communities in Lincolnshire affected by the changes.**

## 2.3 Exclusions from the review

This review has examined the impact of the Part Night Street Lighting Policy, all other elements of the Street Lighting Policy have been excluded from the review.



## 2.4 Scrutiny panel timeline

The Scrutiny Panel approved the below timeline in December 2017.



<b>October 2017</b> <u>Scope the review</u> <ul style="list-style-type: none"><li>• determine the key issues and objectives</li><li>• identify key stakeholders</li><li>• identify who needs to be involved</li><li>• decide what evidence needs to be gathered and how</li></ul>
<b>November, December 2017 and January 2018</b> <u>Gather evidence</u> <ul style="list-style-type: none"><li>• undertake consultation through questionnaire</li><li>• source data and reports</li><li>• interview experts and witnesses</li><li>• work with officers and councillors to research issues</li></ul>
<b>February / March 2018</b> <u>Evaluate evidence</u> <ul style="list-style-type: none"><li>• consider all the evidence in the context of the scope of the review</li><li>• look at evidence alongside other sources of data to gain a comprehensive view of the performance of a given service</li></ul>
<b>March / April 2018</b> <u>Report and make recommendations</u> <ul style="list-style-type: none"><li>• document the work carried out and what conclusions have been reached</li><li>• make recommendations</li></ul>
<b>26 April 2018</b> <ul style="list-style-type: none"><li>• present the report and recommendations to the Overview and Scrutiny Management Board for approval</li></ul>
<b>5 June 2018</b> <ul style="list-style-type: none"><li>• present the final report and recommendations to the Executive</li></ul>
<b>Late 2018</b> <u>Implementation by the Executive / officers</u> <ul style="list-style-type: none"><li>• agree and develop an implementation plan</li><li>• action the agreed recommendations</li><li>• feedback outcomes to stakeholders, including the local community</li></ul>

## 3. Background

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The County Council provides around 68,000 street lights which primarily light the public highway. In addition there are around 14,500 street lights which are owned by district, town and parish councils in Lincolnshire.

Due to ongoing constraints on revenue budgets across the County Council, the possibility of savings from changes to the street lighting service started being explored in depth during 2015. In order to assist in delivering savings, a capital investment of £6.4m was approved in January 2016 from the County Council's Future Capital Development Contingency

The Street Lighting Transformation Project was developed in parallel with the identification of the capital investment and was based on alterations to the street lighting policy to allow changes to be implemented.

### 3.1 Street lighting transformation project

The Street Lighting Transformation Project was implemented from April 2016 and used capital investment alongside normal budgets to implement the hierarchy of provision as detailed in the street lighting policy. This resulted in three main strands to the project within the constraints of the budget:

- Conversion to LED (dimmed at times of low use) of just over 17,000 higher wattage lights on mainly trafficked routes
- Complete switch off of 870 higher wattage lights on mainly trafficked routes
- Conversion to part night lighting of just less than 44,000 lights, with otherwise eligible lights being left on as they met defined exemption criteria

The project was substantially completed within the 2016/17 financial year. Some works continued into the 2017/18 financial year, including conversion to part night LED of lights which require scaffolding for access and conversion to LED of heritage-style lights which require specific design work and equipment with long order times.

In preparation for and during the implementation of the Transformation Project specific communications were undertaken through a range of proactive and reactive means. These were in addition to the fact that all the Scrutiny and Decision papers referred to above are publicly available.

Two editions of County News (which is delivered to every household in the county) carried articles on the Project, including details of the changes and where to find further information. This included a page on the County Council's website, accessible via [www.lincolnshire.gov.uk/streetlighting](http://www.lincolnshire.gov.uk/streetlighting).

A number of press releases combined with social media articles were published by the Council's communications team. The changes and project were picked up extensively by the local media, resulting in a number of articles in local newspapers, and items and interviews on local radio and television.

### 3.2 National legislation

The law about street lighting is set out in section 97 of the Highways Act 1980 which is set out below:

#### ***Highways Act 1980 – Section 97***

*"Section 97 — Lighting of highways.*

- 1) The Minister and every local highway authority may provide lighting for the purposes of any highway or proposed highway for which they are or will be the highway authority, and may for that purpose—
  - a) contract with any persons for the supply of gas, electricity or other means of lighting; and*
  - b) construct and maintain such lamps, posts and other works as they consider necessary.**
- 2) A highway authority may alter or remove any works constructed by them under this section or vested in them under Part III of the Local Government Act 1966 or section 270 below.*
- 3) A highway authority shall pay compensation to any person who sustains damage by reason of the execution of works under this section.*
- 4) Section 45 of the Public Health Act 1961 (attachment of street lamps to buildings) and section 81 of that Act (summary recovery of damages for negligence) apply to a highway authority who are not a council of a kind therein mentioned as they apply to such a council.”<sup>2</sup>*

The law states that:

- The Highways Act empowers local authorities to light roads but does not place a duty to do so
- The council has a duty of care to road users but only has an obligation to light obstructions on the highway
- The council has a statutory duty under the Highways Act to ensure the safety of the highway and this includes the safety of any lighting equipment placed on the highway
- The Electricity at Work Regulations imposes a duty on owners and operators of electrical equipment to ensure its safety.

Where lighting is provided its purpose is to improve the safety of the highway, based on traffic volumes and levels of use. An exception to this is that road humps constructed in accordance with Road Hump Regulations do require lighting.<sup>3</sup>

<sup>2</sup> Highways Act 1980 – Section 97 (<https://www.legislation.gov.uk/ukpga/1980/66/section/97>)

<sup>3</sup>The Highways (Road Humps) Regulations 1999 (Regulation 5)  
<http://www.legislation.gov.uk/uksi/1999/1025/regulation/5/made>

### **3.3 Part night lighting**

The times at which lights are switched off in Lincolnshire are from around midnight until 6am, if light levels require it. The timing is governed by intelligent photo-cells which, on installation, assess the length of the night and whether it is getting longer or shorter to see what time of year it is, and then adjusting its timings accordingly. These sensors therefore also have an adjustment period around the time that the clocks change, and maybe affected if there is a power cut.

In addition, part night lighting has been applied to new development roads within Lincolnshire since 2010, before being introduced more widely as part of the transformation project.

A policy decision was taken by the Executive Councillor for Highways, Transport and IT in March 2016 to amend the Street Lighting Policy. The amendments updated the hierarchy to be worked through for existing street lights wherever practicable to be as follows:

- 1) Complete removal of lights (subject to a lighting assessment and local engagement) where this is the most financially sustainable solution considering removal costs.
- 2) Turning lights off (subject to a lighting assessment)
- 3) Part night lighting (Dusk to 2400 then 0600 to Dawn)
- 4) Dimming lights
- 5) As a last resort, leaving lights fully lit during normal lighting hours.

This decision included a section on implementation of the policy, which whilst not part of the policy includes principles regarding how it should be applied. In relation to the application of part-night lighting it proposed that existing lights be converted to part-night lighting as part of the Street Lighting Transformation Project. In residential and commercial areas, this would be where columns are 6m tall or less. On industrial estates, all columns would be part-night lit.

### **3.4 Exemption sites**

The revised policy introduced in 2016 set out in principle that a location with any of the following characteristics could be considered for an exemption in determining the final application of the policy relating to part-night lighting:

- A significant record of night-time road traffic accidents, as advised by the Lincolnshire Road Safety Partnership
- A significant record of night-time crime, as advised by the Police or Community Safety Partnership
- An adjoining care / nursing home, sheltered housing, or warden controlled accommodation
- An operational emergency service facility, including Fire, Ambulance, Police, Coast Guard, or Hospital with 24 hour A&E
- A highway safety feature, such as traffic calming, speed humps, zebra crossings etc.

- A significant night time economy, defined as the centre of a major urban area or larger town as referred to in the County Council's Local Transport Plan 4
- Permanent Local Authority or Police CCTV surveillance equipment
- A footpath and/or cycleway that links to two separate roads that are lit all night

### **3.5 Other considerations**

#### Central Management System (CMS)

Authorities that have introduced a CMS are able to relatively quickly and cheaply reverse any part-night operation. However, the initial investment for a CMS and the annual running charges are significant across a large lighting stock such as in Lincolnshire.

#### LED lighting options

The extra over cost of conversion (of the lower powered lamps that have generally been converted to part night operation) to an LED lamp rather than re-lamping the existing light is approximately £120 per unit, if carried out as part of the routine maintenance visit. The payback period would be approximately 10 years.

Where reversal is combined with the introduction of LED lighting and dimming, energy savings can be maintained, although the initial investment to do this is significant across a large lighting stock.

If all the part-night lights had been converted to LED as part of the Transformation project, then the additional cost of the project would have been in the order of £5.5M.

## 4. Other local authorities part night lighting arrangements

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A national research project in October 2014 identified that 48% of lighting authorities that responded had instigated some part-night lighting. As part of the Scrutiny Review the experience of other authorities was canvassed as part of the review through established contacts and professional technical groups. This information was discussed at a meeting of the Scrutiny Panel on 24 January 2018.

### Cambridgeshire

In April 2016, Cambridgeshire commenced conversion to part-night any of its 58,000 streetlights that are in residential areas. However, by December 2016 the Council had voted to reverse this. There was no empirical data to suggest that crime or accidents had risen and the timescale in which the decision was reversed would not have allowed relevant data to be gathered. This decision appears to have been made based on perception, with complaints from elderly people and shift workers being cited in the debate.

During the brief time that part-night lighting was in place, Cambridgeshire operated a policy whereby parishes or District Councils could pay for lights to remain on all night; Cambridge City Council paid to keep all lights on within the City Boundary from the start.

It is worth noting that Cambridgeshire operate a Central Management System (CMS), meaning that changes can be implemented cheaply and quickly.

### Nottinghamshire

Nottinghamshire started introducing part-night lighting in 2010 but, despite having consulted on this in advance, found that they received many complaints and petitions as it was rolled out. A change in administration in 2013 resulted in the reversal of the policy and Nottinghamshire have decided to replace all lighting stock with LEDs, dimmed during the early hours.

Nottinghamshire does not have a CMS, so they would have incurred significant costs in implementing this reversal.

### Derbyshire

Derbyshire has limited part-night lighting, with around 8000 out of 90,000 lights converted between 2012 and 2015. This has reduced to around 7355, with those that have been reversed being done so through discussion with the Community Safety Team. In addition, when the fittings on part-night lights were converted to LED, they were also returned to being on all night; this is no longer the case so that part-night lights remain as such when changed to LED.

The feedback from officers is that residents who experience a theft tend to attribute this to part- night lighting rather than their own security provisions and that it is fear of crime rather than actual data which has led to reversals.

Derbyshire does not have a CMS, so there is a cost in reversing any part-night operated lights.

### Leicestershire

Since 2010 almost 55% of Leicestershire's 68,000 lights have been converted to part-night operation. By the end of the current financial year all lights within Leicestershire will also be LED and controlled through a CMS; however, part-night lighting will be retained where it has been implemented.

The only reversals of part-night lighting in Leicestershire have been done in conjunction with the police, mainly in response to specific spates of crime. One such area saw an increase in vandalism to cars, perceived as being due to part-night lighting. However, another area had experienced a burglary spree for two weeks prior to the introduction of part-night lighting, which continued after its introduction, resulting in selective reversal in the area.

The most significant area for partial reversal is the Oadby suburb of Leicester with around 23,000 inhabitants. They had experienced a spate of at least 27 break-ins over a matter of weeks in autumn 2017. Utilising the CMS, the Police asked for the street lights to be turned back on across Oadby until the end of January 2018 after which the situation is due to be reviewed with the possibility of reverting to part-night lighting. It is worth noting that additional crime-reduction measures have also been taken such as increasing police patrols.

### Warwickshire

Warwickshire has roughly 50,000 street lights with part-night operation currently on 32,166. This phased operation began in December 2012, and has been implemented through a CMS.

The Principal Lighting Engineer has confirmed that there have been no reversals other than those which were overlooked as meeting the exception criteria for the project. Complaints regarding part night lighting are now at a low level indicating that part-night lighting has largely been accepted within the County.

### North East Lincolnshire and North Lincolnshire

Neither of our neighbours to the north appears to have implemented any part-night lighting at this stage, although both have installed or are in the process of installing LED replacements to the majority of their stock. However, we have had enquiries from them about how we managed the implementation of part-night lighting, indicating that they are giving it some consideration.

### Norfolk County Council

Norfolk has implemented a large scale part-night lighting programme on a large percentage of their 53,000 street lights. This has been implemented in full consultation with Norfolk Police and any reversals are required to be agreed and instigated by the Police.

To date, they have temporarily reversed a handful of lights using their CMS. This has been in response to specific incidents whilst the Police have undertaken inquiries. All of these have returned to being part-night operated following the completion of the Police investigations. To date therefore there have been no permanent reversals due to crime or other incidents.

### Kent County Council

Kent is one of the largest lighting authorities in the UK with 118,000 street lights. In 2014 60,000 of these were converted to part-night operation. Subsequently, a consultation process was instigated which included workshops, focus groups and a public survey. As a result it was decided in February 2016 that the savings to be made by installing LEDs and dimming could allow the restoration of all night lighting as and when the LEDs are installed, which is to be over a 14 month period.

The Authority recently awarded a 15 year contract whereby all street lights will be converted to LED and a CMS installed. It should be noted that there is no information to suggest that this reversal was in any way linked to an actual increase in crime but as a response to the consultation.



## 5. Engagement during the review

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From the start of the review, the Scrutiny Panel agreed that a key priority was to engage and listen directly to the people who live and work in Lincolnshire. This section covers the engagement tools which were used to seek, receive and consider the views of key stakeholders in Lincolnshire.

In undertaking this review it was agreed to develop a survey to invite views from members of the public to be considered as part the Scrutiny Review process. 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.

The survey was widely publicised in local media; two news releases were issued to promote the survey (on 17 November and 20 December) which resulted in 26 items in the local media. Both releases were also posted on the LCC website, the first release was viewed 1,939 times and the second 411 times.

The survey was also promoted via County News, which was delivered to around 350,000 homes and businesses across the county at the end of November. In addition, it was advertised and shared through the council's social media accounts.

**The Scrutiny Panel wishes to record its appreciation for the excellent response to the survey, with 5305 responses being received. This level of response confirmed that engagement with the public was an essential element of the review.**

The Scrutiny Panel also distributed a letter to local communities to promote engagement with the Scrutiny Review process and highlight the various methods of engagement. This included -

- 70 County Councillors
- 285 District Councillors
- 54 Parish / Town Councils sent a written letter
- 351 Parish / Town Councils sent an email letter
- 7 District Councils

The Scrutiny Panel also wrote to all Lincolnshire MP's as part of the process to seek any additional evidence for the review –

- Victoria Atkins (Louth and Horncastle), Nicholas Boles (Grantham and Stamford), John Hayes (South Holland and The Deepings), Dr Caroline Johnson (Sleaford and North Hykeham), Karen Lee (Lincoln), Sir Edward Leigh (Gainsborough), Matt Warman (Boston and Skegness).

In addition, the Scrutiny Panel contacted local Emergency Services to seek their views on the impact on the services they provide -

- Lincolnshire Police
- Lincolnshire Fire and Rescue
- East Midlands Ambulance Service (EMAS)

## 6. Analysis

The Scrutiny Panel heard a range of evidence throughout the review in order to form a better understanding of the matters relating to the impact of the change to part night street lighting. This section covers the evidence considered by the panel.

### 6.1 Public Engagement Survey

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.

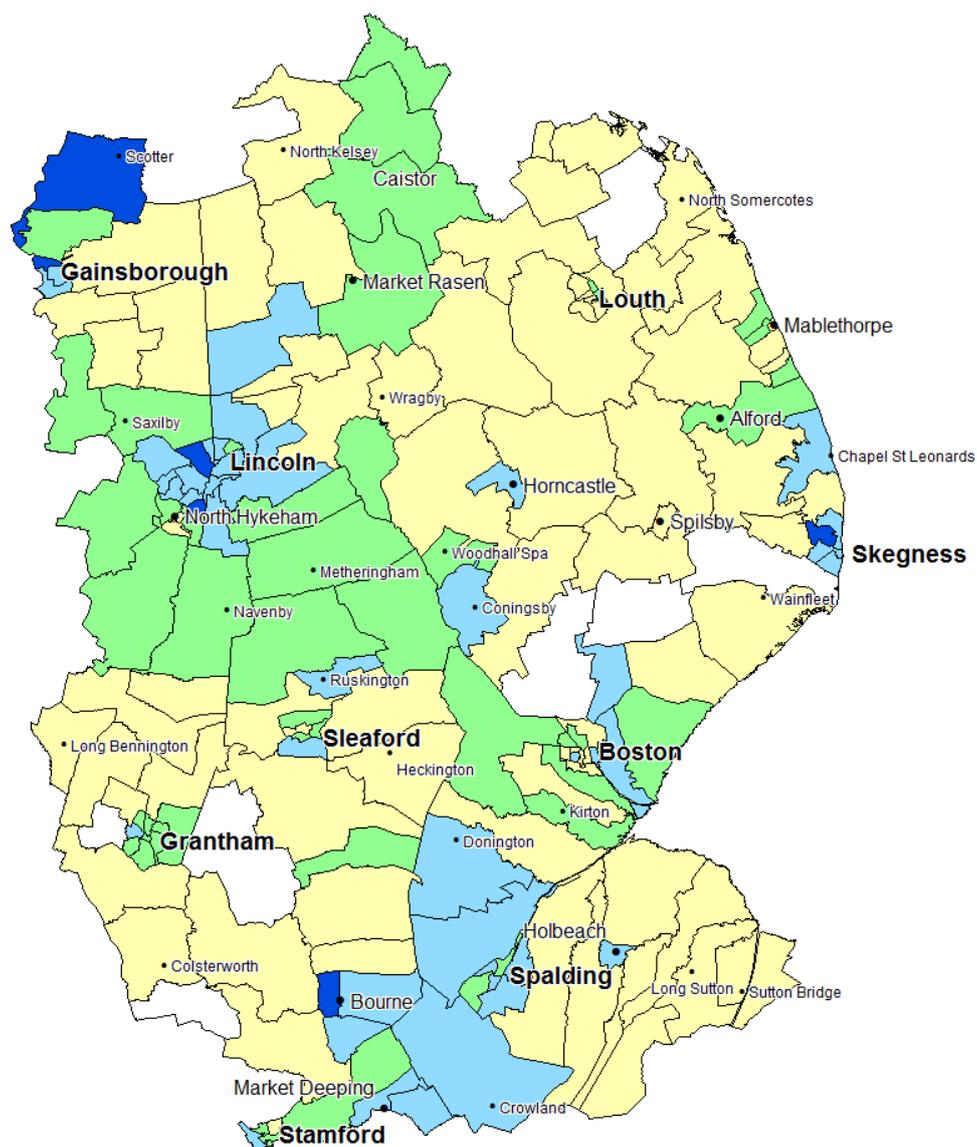
Local authority	Number of responses	% of all responses	Response rate per 1,000 pop
Boston	341	6.4%	5.05
East Lindsey	826	15.6%	5.97
Lincoln	687	13.0%	7.02
North Kesteven	521	9.8%	4.60
South Holland	368	6.9%	3.98
South Kesteven	687	13.0%	4.90
West Lindsey	684	12.9%	7.30
Unmatched postcodes	1,191	22.5%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

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%
<b>All responses</b>	<b>74.2%</b>	<b>13.1%</b>	<b>12.7%</b>

Survey responses matched to 2011 district council wards

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



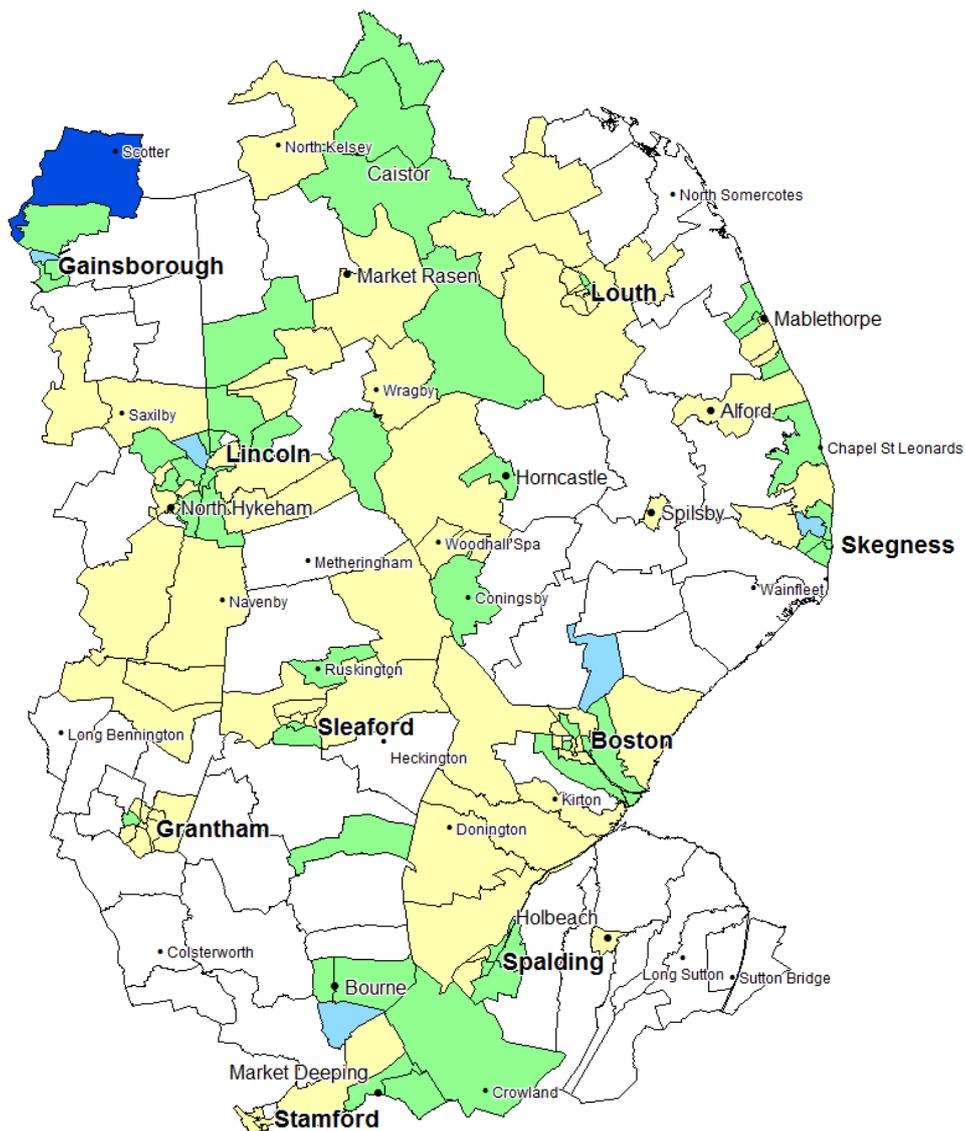
Map Legend: White = no matched responses; Yellow = 1-9 matched responses; Green = 10-19 matched responses; Light blue = 20 to 49 matched responses; Dark blue = 50+ matched responses

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

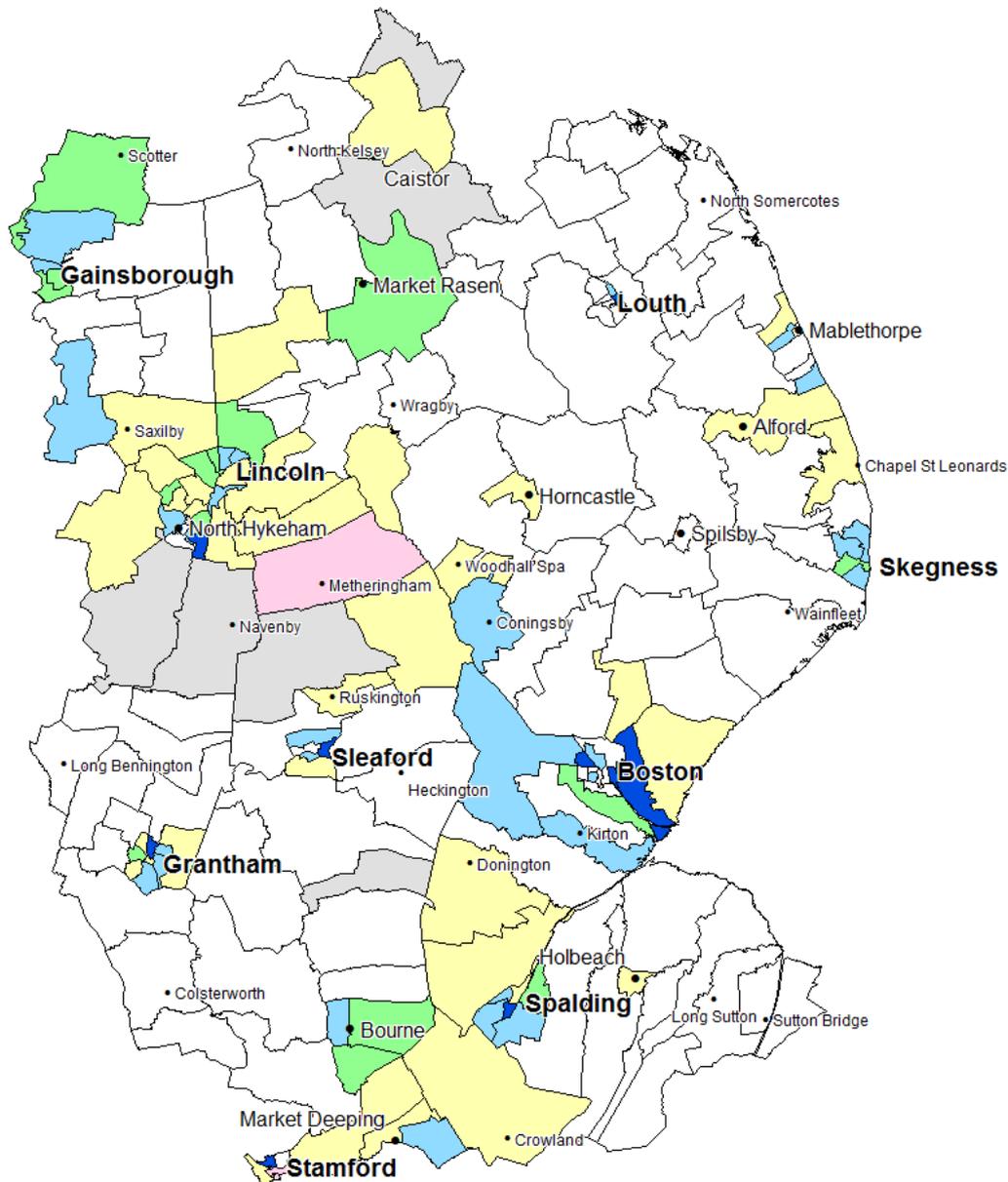
Green = response rate of between 4 and 9.9 per 1,000 resident population

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

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%
<b>All survey responses</b>	<b>28.1%</b>

### 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%

## 6.2 Additional Exemption Sites

The survey set 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:

- Unguarded river banks
- Near schools
- High speed roads with no cats-eyes/road studs
- Coastal areas
- Outside of railway stations
- Areas of shift working
- Public transport points
- Defibrillator site
- University campus
- Flood risk areas
- Areas of high older population

In addition, the survey indicated that greater consideration should be given to local groups, businesses or residents who strongly petition for the need for their localised street lighting to remain on.

### 6.3 Lincolnshire Police

Lincolnshire Police released their initial findings into the effect of the introduction of part-night street lighting in an independent report on 27 November 2017. The Scrutiny Panel received a full briefing on the findings at its meeting on 6th December 2017.

The initial findings were that the Police could find no evidence to suggest that part-night street lighting had caused an increase in overnight crime. Crimes considered in the report included burglaries, Theft from person and personal robbery, vehicle offences and cases of criminal damage in the areas affected by the changes.

Their report compared crime levels from before the introduction of part-night lighting to now that street lights have been switched off between the hours of midnight and 6am. The Panel noted that there had been an increase in some of these overnight crime types (Criminal Damage) and that overall crime in Lincolnshire had also increased, as it has nationally. Overall crime was reported as up by 4% in Lincolnshire where the national average stands at an 11% rise.

The data used for this report was for offences of burglary, criminal damage, vehicle and violence against the person/personal robbery, which were recorded as occurring between 0000 - 0600 hours, to align with the approximate hours that street lighting has been turned off.

#### **The Police report concluded the following –**

*"Overall, when looking at this data, it is not possible to conclude whether the changes over the two time periods at each geographical level within Lincolnshire are the result of implementing 'part-night' lighting.*

*There are peaks within the data, both on a slight and more substantial scale, which can, on occasion be accounted for by a series of crimes. This is not always the case and there are instances where a cause for the increase or reduction in data cannot be explained.*

*The variations in the data for areas or specific beat codes lack consistency in the direction of change, for example an increase occurred for burglary offences yet vehicle crimes reduced. In order to conclude that crime levels have been affected by the implementation of 'part-night' street lighting, a consistent pattern in terms of direction and scale of the changes would be expected amongst the data. Due to this lack of uniformity across crime type in terms of the change, it is not possible to distinctly conclude that street lighting has an impact upon the levels of crime." <sup>4</sup>*

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<sup>4</sup> Page 35 - Lincolnshire County Council Street Lighting Transformation Project and Lincolnshire Police crime rates report (Version 2) November 2017

The scrutiny panel considered a number of recommendations from Lincolnshire Police included as part of the report

- A review/replication of this report when a full year of data is available for all areas across Lincolnshire to ensure data is more geographical aligned with the council areas.
- Better reporting to reflect the lighting conditions for when the crime occurred. If use of this field can be encouraged it will provide better records of data and allow a more reflective assessment of specific streets where crimes have occurred and street lighting has been turned off.
- Ensure continued communication with the public to address the perception of fear of crime.

#### **6.4 Lincolnshire Road Safety Partnership**

The Scrutiny Panel received an update from Graeme Butler from the Lincolnshire Road Safety Partnership (LRSP) on 3 November 2017. The LRSP is a data led organisation in terms of accident reporting, and works very closely with Lincolnshire Police.

The LRSP indicated that there had not been enough time to gather statistics relating to street lighting. However, the Police collected all data at the site of any injury accident, including information relating to street lighting, such as whether there was:

- Daylight
- Darkness with street lights lit
- Darkness with street lights not lit

LRSP confirmed that some useable data may be available in 2018, but the panel considered that the time since the implementation of part night lighting means it is still very early to make any meaningful comparisons in relation to Road Safety.

#### **6.5 The Safer Lincolnshire Partnership**

The Scrutiny Panel received an update from Sara Barry, Safer Communities Manager on 3 November 2017. The role of the Safer Communities team is to ensure that the County Council addressed its duties in relation to crime and disorder in relation to the prevention of crime and addressing the fear of crime.

Prior to the start of the Street Lighting Transformation Project, the Safer Communities team were asked to highlight the high crime areas in the county, and it had been difficult to identify these areas in Lincolnshire, as it was generally a safe county. However, the team was able to provide data on a detailed basis to the Street Lighting Team. Some research of the situation nationally was also carried out for those areas where street lights had been turned off, this research showed that in a lot of cases crime had fallen, however, there was no data regarding the fear of crime.

It was the intention to carry out some research once the lights had been changed for some time to examine how crime patterns had changed.

The responsibility of the Safer Lincolnshire Partnership is to engage with the community to understand the issues which were concerning them. Some research was carried out working with the PCC, and of 858 responses, only 14 mentioned street lighting as a problem or a fear of safety in their locality.

## **6.6 Lincolnshire Fire and Rescue (LFR)**

The Scrutiny Panel received a briefing from John Cook, Assistant Chief Fire Officer on 24 January 2018 to discuss any perceived impacts on Lincolnshire Fire and Rescue due to the introduction Part Night Street Lighting policy.

It was reported that there had been a number of cases where issues had been raised by fire fighters who felt that no street lighting had made it more hazardous when 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. From a Fire Service perspective, it was highlighted that staff were well supported to deal with responding to incidents.

Lincolnshire Fire and Rescue (LFR) indicated that overall 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.

## **6.7 East Midlands Ambulance Service (EMAS)**

A response from East Midlands Ambulance Service (EMAS) was received on the 5 March 2018. EMAS reported that they had undertaken a review of untoward incident reports and undertaken discussions with staff. To the best of knowledge EMAS were not aware of any detriment to responding or associated incidents. EMAS reported that staff and vehicles in the rurality of Lincolnshire are accustomed to attending address's with limited street light availability.

EMAS reported that regardless of lighting conditions the key issue commonly faced was the identification of house names or numbers from a roadside position. Further to this, EMAS suggested that any communications highlight the need for either outside lights or boundary/driveway house names or numbers that are clearly visible would be highly beneficial in responding to emergency calls.

## **6.8 Members of Parliament (MPs)**

### John Hayes CBE MP (South Holland and The Deepings)

A petition signed by residents of Spalding calling for Street Lighting to be turned on in residential areas was forwarded for consideration as part of the review. The residents also suggested that maybe alternative street lights could be left on.

## Karen Lee MP (Lincoln)

*'First of all, I regularly undertake doorstep surgeries with a number of local City of Lincoln Councillors. Complaints about the streets being in complete darkness late at nights are an issue which is raised every single time I undertake this kind of surgery. I accompanied Cllr Jane Loffhagen last Saturday in the Brant Rd area of Lincoln and I received a substantial number of complaints about the lack of proper street lighting. I've also been out in the Hykeham Rd and Ermine/ Cathedral area. It is my understanding that complaints to City Councillors are passed on to elected members of the County Council following such surgeries and that County Councillors have been made aware.*

*The concerns raised are around personal safety, i.e. the fear of being attacked in the dark, as well as falling or tripping in the darkness. People are worried about vandalism to cars and other property in the dark. People have said to me that they no longer go out at night because of the lights being switched off so that clearly does have an impact on the local business economy as well as causing social isolation. People say they are disappointed at the fact that they pay for local services such as street lighting and they feel they are being short changed.*

*On a personal level I would echo those comments. I live in Lincoln and the lack of lighting is something which concerns me when I am out late at night. The above issues, i.e. being attacked in the dark, falling or tripping over bother me and I am concerned about the possible implications with regard to the selling of drugs by people locally who know their activities cannot be seen in the dark.'*

## **6.9 City of Lincoln Council**

A submission from City of Lincoln Council was received on 21 December 2017 from Francesca Bell, Anti-Social Behaviour and Licensing Service Manager. The response indicated that following engagement with staff and elected members the following points were highlighted for consideration as part of the review:

From Paul Carrick – Neighbourhood Manager:

*'In my experience of working with residents in the Central area of Lincoln, I would strongly suggest that turning off the street lights has had a huge impact on the fear of crime in these areas. Concerns over safety have also been reported to me. Pavements, particularly in the Sincil Bank area can be difficult to navigate due to cars parked on the pavements and bins left out on the streets'*

City of Lincoln Council also informed the Scrutiny Panel that their own data regarding levels of anti-social behaviour (ASB) from the 1 April 2016 to 31 March 2017 (street lighting reduced) had indicated an overall decrease of ASB by 18% and that this was in line with the trend over the last 4 years.

The response concluded that whilst data held by the City Council didn't suggest there has been an increase in crime, partner agencies working with communities had reported that fear of crime and ASB had risen. Fear of crime and ASB is a particular

issue for those who are elderly or vulnerable. The impact of this often leads to further isolation from communities and can exacerbate existing conditions particularly relating to mental health and acts as a barrier to seeking help and support.<sup>5</sup>

### **6.10 Town and Parish Councils**

Town and Parish Councils responded formally as part of the engagement activity and consulted with residents regarding the impact of the introduction of part night street lighting.

- Highlighting specific areas where lights should be reinstated

### **6.11 Other Public Feedback**

A range of other public feedback was received during the survey period which included both written and e-mail submissions.

- Requests for specific lights to be reinstated
- Highlighting specific trip hazards or reporting slips, trips or falls
- ePetitions on 'Intelligent Street Lighting' and 'Turn Street Lights back on'

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<sup>5</sup> City of Lincoln Council response to Impact of the Part Night Lighting Policy Scrutiny Review 21/12/2017

## 7. Outcomes and recommendations

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When considering the evidence and comments received as part of the engagement process the Scrutiny Panel found that as well as collecting statistical data, the evidence collecting and public engagement provided the opportunity to collect more detailed information through direct feedback and engagement. Information provided throughout the process has been used to identify a number of 'key themes'. These are:

- **Crime Rates, Fears about Safety and Crime**
- **Road Safety and Collisions**
- **Impact on Emergency Services**
- **Social Impact and Personal Safety**
- **Economy & Employment**
- **Environmental Impact**
- **Public/Community Engagement**
- **Technical Considerations**

The Scrutiny Panel considered these themes when reviewing the evidence and considering recommendations.

### 7.1 Crime Rates, Fears about Safety and Crime

The survey responses indicated 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
- anti-social behaviour

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

*The Scrutiny Panel acknowledges that fears about public safety and crime levels were a key theme highlighted throughout the review and it is recommended that crime rates and fears about safety/crime are continued to be reviewed over the coming years to monitor the longer term impact of the introduction of part night street lighting. However, the evidence received as part of this review shows little evidence to suggest night time crime has significantly increased.*

*The Scrutiny Panel supports continued regular engagement between Lincolnshire Police, the Safer Lincolnshire Partnership and the County Council Street Lighting Team to ensure that where there is a significant increase in recorded night-time crime in the future, lighting levels are appropriately reviewed. This should support the*

*work of the Safer Lincolnshire Partnership, Lincolnshire Police and Police and Crime Commissioner.*

### **Recommendation 1**

**That Lincolnshire Police are requested to continue to review and update a street lighting crime data report for consideration by Lincolnshire County Council's Public Protection and Communities Scrutiny Committee on an annual basis.**

In addition, the following considerations to be reviewed by Lincolnshire Police for development as part of future reports:

- Where possible, ensure the clear recording of the lighting conditions for when the crime occurred to allow better records of data and to allow a more reflective assessment of specific streets where crimes have occurred and street lighting has been reduced.
- Inclusion of additional crime types highlighted as a key concern for local residents as part of the public engagement activity - sexual offences, burglaries, car and van crime, drug related incidents, muggings, vandalism and anti-social behaviour.

## **7.2 Road Safety and Collisions**

The engagement activity indicated 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 in seeing parked cars in built up areas.

There was also 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; and that drivers are experiencing difficulties with visibility of parked cars in built up areas.

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
- That cyclists and pedestrians are not wearing reflective clothing where lights are part night lit resulting in dangerous conditions.

*The Scrutiny Panel recognises that road safety continues to be a key priority area within Lincolnshire. The Lincolnshire Road Safety Partnership is a data rich organisation in terms of accident reporting and works closely with Lincolnshire Police. The scrutiny panel acknowledges that at this point there has not been sufficient time to gather sufficient statistics to make any comparisons or identify any meaningful impacts resulting from the change to part night street lighting.*

*The Scrutiny Panel also notes that the Police collect data at the site of any injury accident, including information relating to street lighting. While the police may record at an accident that it occurred in darkness, this does not mean that darkness was the cause of the accident.*

*The Scrutiny Panel has also considered that lighting levels on key routes, including major roads and key junctions remains unchanged as part of the introduction of part night lighting with around 41% of LCC's street lights remaining lit throughout the night. The Scrutiny Panel have noted that as a rural area there are significant areas of the county's highway network, including many residential areas, where there is no LCC street lighting at all.*

*The Scrutiny Panel supports the need to continue to monitor accident trends over the coming years to fully understand if part night street lighting does have a meaningful impact, however at this stage no clear has been identified.*

## **Recommendation 2**

**That the Lincolnshire Road Safety Partnership ensures data regarding street lighting levels is captured and reported as part of any analysis of road safety and collisions. And, for this data to be reported and considered by Lincolnshire County Council's Public Protection and Communities Scrutiny Committee on an annual basis.**

### **7.3 Impact on Emergency Services**

The scrutiny panel engagement indicates that there has been a perceived reduction in the emergency services ability to respond to emergencies in areas where part night lighting has been introduced. This was reported to be in part due to crews encountering problems locating addresses and houses after midnight in those areas where part night lighting has been introduced.

*The Scrutiny Panel acknowledges public perception that emergency services ability to respond has been impacted in areas where part night lighting has been introduced. There have also been reports of individual Police, Fire and EMAS officers in communities highlighting local concerns.*

*The Scrutiny Panel recognises that as part of this review none of the command and control bodies of the three emergency services in Lincolnshire have indicated a significant impact from the introduction of part night street lighting.*

*In addition, the Scrutiny Panel considered additional exemptions highlighted through the engagement activity and support the exemption from part-night lighting of lights in the immediate vicinity of registered community accessible defibrillator sites.*

### **Recommendation 3**

**That the Executive considers formalising the list of exemption sites as part of the County Council Street Lighting Policy and include an additional exemption for community public access defibrillator sites where requested by local communities.**

## **7.4 Social Impact & 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.

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.

*The Scrutiny Panel recommends that additional work is undertaken to review, improve and communicate more effectively with the public to support greater awareness and clarity of the messages in relation to the concerns highlighted around Crime Rates, Fears about Safety and Crime. Lincolnshire remains one of the safest areas in the Country and this needs to be more effectively communicated going forward. The scrutiny Panel supports greater awareness and clarity of the messages in relation to the concerns highlighted around Crime Rates, Fears about Safety and Crime.*

### **Recommendation 4**

**That the Executive endorse working between the County Council and other agencies to plan communication activity with the public to reassure and address the cause of fears of crime surrounding the change to part night street lighting. And, to develop an action plan and work to reduce these fears and change public perceptions.**

## 7.5 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 impact of part night lighting on shift workers was key theme highlighted from the public engagement during the review. The Scrutiny Panel propose a revision to the policy / list of exemptions to enable full night lighting to be restored within the immediate vicinity of large employers who operate shift working patterns such as Hospitals, Large Employers, etc.

The survey results also indicated that there is a perceived impact on tourism in coastal areas where many visitors are unaware of part night lighting.

*The Scrutiny Panel notes that no conclusive evidence to suggest the change to part night street lighting has effected the night time economy was submitted as part of the process.*

## 7.6 Environmental Impact

The 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.

*The Scrutiny Panel notes that overall the change to part night street lighting has resulted in a 50% reduction in energy consumption by street lighting across the County and over 6,200 tonnes of CO2 saved year on year. This is over a third of the council's five year carbon reduction target.*

*Other reported environmental impacts have also been positive, such as reduced levels of light pollution. There have been no indications of an increase in fly tipping since the introduction of part night lighting reported to the Scrutiny Panel as part of this process.*

## 7.7 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.

Legal advice provided to the County Council was that as street lighting is a universal service, there is no statutory duty to consult as any changes fall within the wide discretion afforded local authorities in law to determine how to exercise statutory powers in the interests of their communities.

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.

*The Scrutiny Panel recognises that concerns across Lincolnshire are localised and support the development of an appropriate protocol to enable local communities local street lighting to be upgraded to LED and reinstated to full night lighting where required and on request as part of routine maintenance.*

*The Scrutiny Panel do not propose for other authorities to adopt street lights from the County Council, however the option for agreements to be put in place to between the County Council and Town/Parish/District Councils to support local communities restore full night lighting where there is a genuine concern should to be available.*

### **Recommendation 5**

**That the Executive considers the County Council developing an appropriate protocol to enable local communities (through Town/Parish/District Councils) to financially support street lighting to be upgraded to LED and reinstated to full night operation on request as part of routine maintenance.**

## 7.8 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.

*The Scrutiny Panel recognises the range of technical views submitted as part of the engagement process. With regards to the inconsistency of switch off times the Scrutiny Panel notes that the change between British Summertime and Greenwich Mean Time in the spring and autumn does mean that the sensors on the part-night lights enter a period of adjustment during spring and autumn. During this time the lights may start to turn off slightly earlier or later than normal. Unfortunately, this is unavoidable but should have little or no impact on safety. The technology required*

*for dimming street lighting is still relatively expensive and in many cases the cost cannot be recovered through subsequent energy savings.*

*The Scrutiny Panel accepts that more effective communication with the public needs to take place during the adjustment phase and would seek to ensure that more effective communication take place going forward.*

## **8. Contributors to the review**

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The Scrutiny Panel would like to extend their sincere thanks to the following people who have provided assistance during this review:

### Lincolnshire County Council

- Sara Barry (Safer Communities Manager)
- John Cook (Assistant Chief Fire Officer)
- John Monk (Group Manager (Design Services))
- Patrick Cant (Senior Engineer)
- Daniel Steel (Scrutiny Officer)
- Ethan Thorpe (Strategic Communications)
- Rachel Wilson (Democratic Services Officer)
- Graeme Butler (Road Safety Partnership)
- Rob Hewis (Programme Officer, Community Engagement Team)
- Samantha Hardy (Programme Officer, Community Engagement Team)
- Councillor C L Perraton-Williams

### Lincolnshire Police

- Shaun West (Assistant Chief Constable)
- Becky Soutar (Crime Analyst)

- County Councillors
- District Councillors
- Parish / Town Councils
- District Councils
- 5305 public engagement responses

### **More Information**

If you would like any more information about the work of Overview and Scrutiny at Lincolnshire County Council then please get in touch with the Scrutiny Team by calling 01522 552102 or by e-mailing the Team at [scrutiny@lincolnshire.gov.uk](mailto:scrutiny@lincolnshire.gov.uk)

## Appendices

Appendix A	Summary of Recommendations
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### Background Information

Document	Location
Lincolnshire Police Street Lighting & Crime Levels Report	<a href="https://www.lincs.police.uk/news-campaigns/news/2017/street-lighting-crime-levels-report-released/">https://www.lincs.police.uk/news-campaigns/news/2017/street-lighting-crime-levels-report-released/</a>
Research published in the Journal of Epidemiology and Community Health based on 14 years of data from 62 local authorities across England and Wales	<a href="http://jech.bmj.com/content/early/2015/07/08/jech-2015-206012.short?g=w_jech_ahead_tab">http://jech.bmj.com/content/early/2015/07/08/jech-2015-206012.short?g=w_jech_ahead_tab</a>
Highways Act 1980 – Section 97	<a href="https://www.legislation.gov.uk/ukpga/1980/66/section/97">https://www.legislation.gov.uk/ukpga/1980/66/section/97</a>
The Highways (Road Humps) Regulations 1999 (Regulation 5)	<a href="http://www.legislation.gov.uk/uksi/1999/1025/regulation/5/made">http://www.legislation.gov.uk/uksi/1999/1025/regulation/5/made</a>

	<b>Recommendation</b>	<b>Theme</b>	<b>Lead Areas</b>
<b>1</b>	That Lincolnshire Police are requested to continue to review and update a street lighting crime data report for consideration by Lincolnshire County Council's Public Protection and Communities Scrutiny Committee on an annual basis.	Crime Rates, Fears about Safety and Crime	<ul style="list-style-type: none"> <li>• Safer Communities</li> <li>• Lincolnshire Police</li> <li>• Public Protection and Communities Scrutiny Committee</li> </ul>
<b>2</b>	That the Lincolnshire Road Safety Partnership ensures data regarding street lighting levels is captured and reported as part of an analysis of road safety and collisions. And, for this data to be reported and considered by Lincolnshire County Council's Public Protection and Communities Scrutiny Committee on an annual basis.	Road Safety and Collisions	<ul style="list-style-type: none"> <li>• Lincolnshire Road Safety Partnership</li> <li>• Public Protection and Communities Scrutiny Committee</li> </ul>
<b>3</b>	That the Executive considers formalising the list of exemption sites as part of the County Council Street Lighting Policy and include an additional exemption for community public access defibrillator sites where requested by local communities.	Impact on Emergency Services	<ul style="list-style-type: none"> <li>• Street Lighting team (Technical Services)</li> </ul>
<b>4</b>	That the Executive endorse working between the County Council and other agencies to plan communication activity with the public to reassure and address the cause of fears of crime surrounding the change to part night street lighting. And, to develop an action plan and work to reduce these fears and change public perceptions.	Social Impact & Personal Safety	<ul style="list-style-type: none"> <li>• TBC</li> </ul>
<b>5</b>	That the Executive considers the County Council developing an appropriate protocol to enable local communities (through Town/Parish/District Councils) to financially support street lighting to be upgraded to LED and reinstated to full night operation on request and as part of routine maintenance.	Public Engagement	<ul style="list-style-type: none"> <li>• Street Lighting team (Technical Services)</li> </ul>

**This report is issued by:  
Lincolnshire County Council Democratic Services**

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