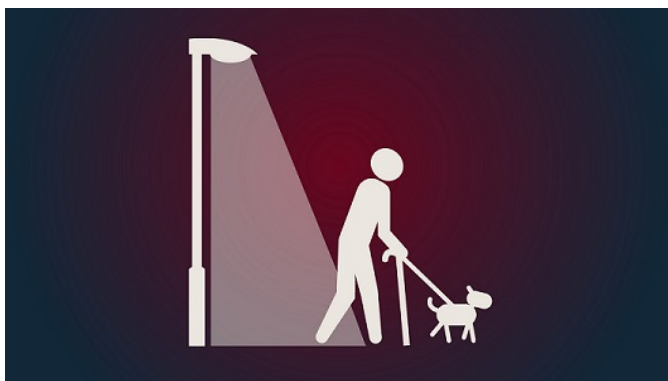


The Future of Street Lighting in Leeds

November 2017 to January 2018

Public Consultation Document



Should we turn off more street lights between midnight and 5:30 am?

If so, how should we decide which ones to turn off?

Should we upgrade our street lights to modern LED lanterns?

1. Introduction

Leeds City Council is considering options to reduce the cost of providing street lighting across Leeds which currently costs taxpayers around £4 million each year in electricity. The Council's current financial position is very challenging and so it must find new ways to save money.

One option is to increase the number of streets where lights are turned off between midnight and 5:30 am (part-night operation) which would save some money in both the short and long term.

Another option is to replace all lighting with modern LED lanterns which could save as much as £2.5 million each year in the long term, but would need a £25 million investment upfront.

We would like to hear your views on these options, your thoughts on how the streets with part-night operation might be chosen, and how you might be affected. You can respond as an individual or as part of a group/organisation (e.g. community group, business).

We must receive your response to this public consultation by **Friday 26 January 2018** for it to be included.

2. Background

Leeds City Council has responsibility for around 92,000 street lights which use approximately £4 million of electricity per year. This service is currently provided through a contract with a private company, Tay Valley Lighting (TVL).

The Council does not have to provide street lighting by law. Nevertheless, it does have a duty of care to road users (including pedestrians) and it is recognised as good practice to install lighting in appropriate areas to improve road safety and reduce fear of crime.

The Council's current financial position is very challenging. The core funding it receives from the Government has been cut by around £214 million since 2010. Nearly 70% of the Council's budget now goes on supporting vulnerable adults, older people, and children leaving only 30% for everything else, including street lighting. More information about our finances is available at www.leeds.gov.uk/budget.

The last major public consultation on street lighting took place in 2013. This was about introducing part-night operation street lighting to Leeds. We listened to your views and made changes to the plans, for example, ensuring that street lights remain lit near bus stops when bus services are running.

3. Option A - Expansion of part-night operation to more streets

3.1 Saving money

Part-night operation means that street lights are turned off between midnight and 5:30 am in places where lighting is less likely to be needed which saves money on electricity.

Since 2013, around 4,000 street lights (4% of all) in Leeds have been set for part-night operation saving £136,000 per year in energy costs.

The Council could save a lot more money if many more street lights were set for part-night operation.

	Number of street lights switched	Percentage of all street lights	Saving per year (estimate)
How much could be saved each year by switching street lights to part-night operation?	4,600	5%	£170,000
	9,200	10%	£340,000
	18,400	20%	£680,000
	36,800	40%	£1.4 million

Increasing the number of street lights with part-night operation would save money, but there is an upfront cost to make the change to each light. It would take a couple of years to cover this cost from the savings made. After this 'payback' period the money saved could then be spent on other public services.

	Cost to make change	Average annual energy saving kWh	Average annual energy saving £	Payback period
Traffic route street light	£41	313 kWh	£32	1.3 years
Residential street light	£25	120 kWh	£12	2.5 years

3.2 The effects of part-night operation

Money saving aside, what about the effects of turning off street lights between midnight and 5:30 am (part-night operation)? Some residents are concerned about safety and crime while others welcome not having light shining into their bedrooms during the night.

Part-night operation was introduced to some streets in Leeds from 2013. The Council has monitored these closely and found no direct evidence of an increase in crime or an adverse effect on road safety.

Leeds also took part in a national research study which found that reduced street lighting is not associated with road traffic collisions or crime. On the other hand, the researchers cautioned that this may not be true of every street and so any reductions in street lighting should be managed carefully.

The researchers also looked at how people felt about street lighting by listening to 520 people. Many did not notice that street lighting had been reduced, but some had strong concerns: feeling less safe in the dark, or that their street was being neglected.

The research study was led by the London School of Hygiene & Tropical Medicine. It analysed 14 years of data from 62 local authorities across England and Wales and was published in July 2015.

You can read more about the national research study on the web at:
<https://www.journalslibrary.nihr.ac.uk/phr/phr03110>

3.3 Choosing streets for part-night operation

If the Council decided to save money by increasing the number of street lights turned off between midnight and 5:30 am (part-night operation), it would need to change the way streets are selected as unsuitable – the Exclusion Criteria.

Currently, about 96% of street lights are excluded so only about 4,000 of our 92,000 street lights are set for part-night operation. The current Exclusion Criteria we use are listed below. These were created following a public consultation in 2013.

Part-night Operation Exclusion Criteria

Part-night operation is currently avoided...

1. On roads with a significant road traffic accident record during the switch-off period.
2. In areas with above average record of crime during the switch-off period.
3. In areas with a police record of frequent anti-social behaviour during the proposed switch-off period.
4. In areas provided with CCTV local authority/police surveillance equipment.
5. In areas with sheltered housing and other residences accommodating vulnerable people.
6. Around 24 hour operational emergency services sites, including hospitals.
7. At formal pedestrian crossings, subways, and enclosed footpaths and alleyways where one end links to a street that is lit all night.
8. Where there are potential hazards on the highway such as roundabouts, central carriageway islands, chicanes and traffic calming features.
9. Where public transport stops are in use during the period of switch-off.

Many of these Exclusion Criteria are too important to change (like lighting at hospitals or roundabouts) or affect so few streets that we would not save money by changing them.

Re-thinking “in areas with above average record of crime during the switch-off period”

Right now, the Council will not switch a light to part-night operation if it is in an area with above average crime. If we wanted to save a significant amount of money by expanding part-night operation, we would have to change this.

The other Exclusion Criteria would still apply regardless of any change to this. For example, a street with a major road hazard like a roundabout would still be lit all night even if the level of crime was very low.



Average level of crime



Somewhat above the average level of crime



Considerably above average level of crime

At the moment, street lights will not be switched to part-night operation if the area has above average crime. This excludes half of all areas from part-night operation of street lights.

The Council could instead draw the line higher allowing more streets to be considered for part-night operation.

Where do you think is the right place to draw this line? How cautious should we be about crime levels when thinking about part-night operation of street lighting?

4. Option B - Conversion to LED lanterns

The Council could convert its existing street lights to newer LED lanterns which use far less electricity to make the same amount of light.

Most street lights in Leeds are relatively new because a programme of replacement began in 2006. This makes a conversion to LED harder to justify because these lights will remain in good working order for years to come. Despite this, there is potential for very large cost savings.

	Number of street lights converted	Percentage of all street lights	Saving per year (estimate)
How much could be saved each year by converting to LED lanterns?	18,400	20%	£497,000
	36,800	40%	£993,500
	55,200	60%	£1.5 million
	73,600	80%	£1.9 million
	92,000	100%	£2.5 million

LED lanterns could save as much as £2.5 million each year in the long term. The Council currently spends about £4 million each year on electricity for street lights. On the other hand, an investment of around £25 million would be needed upfront to buy and install the new lanterns. It would take around 10 years to cover this upfront cost from the savings in electricity. After this 'payback' period the money saved could then be spent on other public services.

	Cost to install	Average annual energy saving	Average annual energy saving	Payback period
Traffic route street light	£369	312 KWh	£31	11.9 years
Residential street light	£176	232 KWh	£23	7.7 years

The Council would need to borrow the £25 million to invest by taking out a loan, or entering into a Private Finance Initiative with its lighting contractor, TVL, which would part-fund the work taking a share in the savings.

5. Option C – A combination of options A and B

The Council could do a combination of options A and B expanding part-night operation to more streets and converting street lights to LED lanterns to maximise savings from both.

The money saved in the short term from part-night operation could be used to help fund the long term investment in LED lanterns.

6. Option D – No change to existing arrangements

There is also the option to do nothing new. Streets already with part-night operation would continue, and LED lanterns would be installed in new housing developments and where existing lamps have reached the end of their useful life.

As you would expect, costs for providing street lighting would increase as electricity prices rise. The Council would need to find other ways of saving money by reducing other services or raising council tax.

Which option do you think would be best for Leeds? A, B, C or D.

7. Sharing your views

Thank you for taking the time to read this consultation document about the options for the future of street lighting in Leeds.

We would like to hear your views on these options, your thoughts on how the streets with part-night operation might be chosen, and how you might be affected. You can respond as an individual or as part of a group/organisation (e.g. community group, business).

We must receive your response to this public consultation by **Friday 26 January 2018** for it to be included in the results.

Share your views with us by filling in our questionnaire by either...

- Visiting www.leeds.gov.uk/SLC17
- Using the questionnaire form at the end of this document (pages 9 to 16). Print these pages out, fill them in and then post to:
 - Freepost RLRV-KYAK-BZTB, Street Lighting Consultation, Highways, Middleton Ring Road, Leeds, LS10 4YY
- Phoning 0113 385 3124 and giving your name and postal address to have a paper copy posted out to you.

We recommend keeping this consultation document in front of you while you fill in the questionnaire so that you can refer to it when answering the questions.

If you have any questions about this public consultation then please email SLC17@leeds.gov.uk or telephone 0113 385 3124.

8. Results and decision-making

The responses to this public consultation will be evaluated and considered by council officers to understand the range of opinions and evidence that has been provided.

A report will then be made to Leeds City Council's Executive Board which will decide whether to go ahead with any of the options. The meeting of Executive Board is scheduled for 21 March 2018.

The report and minutes of the Executive Board meeting will be published on www.leeds.gov.uk/executiveboard.

Executive Board is the principal decision-making body of Leeds City Council. It is made up of the Leader of the Council along with seven Executive Members, each with a specific area of responsibility (called a portfolio), and the leaders of the two largest opposition political groups.

Please turn to the next page for the consultation questionnaire.

The Future of Street Lighting in Leeds

November 2017 to January 2018

Public Consultation Questionnaire

Instructions

Please read about our proposals in the consultation document before filling in this questionnaire. We recommend keeping the consultation document in front of you so that you can refer to it when answering the questions.

We must receive your response by Friday 26 January 2018 for it to be included in the results.

Privacy notice (data protection)

Your response to this public consultation is being collected by Leeds City Council (as data controller) and will be used to help us make decisions about providing street lighting in Leeds.

By submitting your response, you are giving your consent for us to use the information you have provided. When results of the consultation are shared publicly or with other organisations, your information is anonymised so you cannot be identified. If you provide contact details then we may send you messages in line with the preferences you give, but you can opt-out at any time.

We will keep your information safe and secure in line with UK data protection law. Your data will be processed by the relevant services (departments) within Leeds City Council. Our software supplier, SmartSurvey Ltd, will also process your data on our behalf but will never use these for its own purposes. We will store your responses for up to 2 years.

You have rights under UK data protection law including withdrawing your consent for us to use your information. Visit the ICO website (data protection regulator) at www.ico.org.uk/for-the-public to learn more. General information about how Leeds City Council uses your personal data can be found at www.leeds.gov.uk/privacynotice.

Q1. Before hearing about this consultation, did you know that Leeds City Council provides street lighting?

- Yes – I did know
- No – I didn't know

Please turn to the next page.

Option A - Expansion of part-night operation to more streets

Choosing streets for part-night operation

We would like to ask you about the way streets should be selected for part-night operation of street lighting. Please refer to section 3.3 (pages 4 to 5) of the consultation document before answering these questions.

Q2. How cautious should we be around crime levels when thinking about part-night operation of street lighting?

We should not consider a street for part-night operation if... (Tick one only)

- Crime levels are considerably above average
- Crime levels are somewhat above average
- Crime levels are slightly above average
- Crime levels are anything above average
- Don't know / not applicable

Q3. Is there anything else you would like to tell us about how crime should be treated when considering which street lights are suitable for part-night operation?

Turning off more street lights

Please refer to section 3.1 to 3.3 (pages 2 to 5) of the consultation document before answering these questions.

Q4. Overall, do you support or oppose turning off more street lights in Leeds between midnight and 5:30 am (part-night operation)?

- Strongly support
- Support
- Oppose
- Strongly oppose
- Don't know / not applicable

Q5. If you support, what are your reasons for supporting the expansion of part-night operation? (Tick as many as you like)

- It would save money which can be spent on other public services
- Don't like the artificial light at night when going to bed
- Prefer to be able to see the night sky (reduces light pollution)
- Using less electricity would help reduce carbon emissions (climate change)
- Streets where lighting is essential (e.g. hospitals, major junctions) would remain lit regardless of the expansion
- It is unlikely to have an effect on crime or road safety
- Other (please specify):

Q6. If you oppose, what are your reasons for opposing the expansion of part-night operation? (Tick as many as you like)

- Concerned about crime
- Concerned about anti-social behaviour
- Concerned about road traffic accidents
- Feel less safe walking on a street without lighting
- It would unfairly affect people who need to be up at night or early in the morning
- Feel that street lighting should be provided on all streets without restrictions
- Feel that council tax would be less value for money if street lighting is reduced
- Other (please specify):

Q7. Is there anything else you would like to tell us about the expansion of part-night operation of street lights?

Option B - Conversion to LED lanterns

Please refer to section 4 (pages 5 to 6) of the consultation document before answering these questions.

Q8. Overall, do you support or oppose the proposal to convert street lights in Leeds to LED lanterns?

- Strongly support
- Support
- Oppose
- Strongly oppose
- Don't know / not applicable

Q9. If you support, what are your reasons for supporting the proposal to convert street lights to LED lanterns? (Tick as many as you like)

- The money saved in the long term would be spent on other public services
- The money saved in the long term would be worth the large upfront cost
- Electricity prices could rise so we should use the most efficient lighting available
- Using less electricity would help reduce carbon emissions (climate change)
- Other (please specify):

Q10. If you oppose, what are your reasons for opposing the proposal to convert street lights to LED lanterns? (Tick as many as you like).

- The upfront cost required is too high for the Council to take on such a debt
- The 'payback' period is too long before the savings can be spent on other public services
- Street lights in Leeds are relatively new so the Council should wait until these are older before replacing them
- The Council should wait a few years to see if the cost of LED lanterns falls further
- Other (please specify):

Q11. Is there anything else you would like to tell us about converting street lights in Leeds to LED lanterns?

Overall

Which option do you think would be best for Leeds?

Q12. Thinking about all the options explained in this public consultation, please select the one that you support the most:

- Option A – Expansion of part-night operation to more street lights in Leeds
- Option B – Conversion of street lights to LED lanterns
- Option C – Combination of option A and option B
- Option D – No changes to existing arrangements
- Don't know / not applicable

Q13. Would you support or oppose an increase in council tax to fund street lighting as electricity costs rise?

- Strongly support
- Support
- Oppose
- Strongly oppose
- Don't know / not applicable

Q14. Are there any other comments that you would like to make about the future of street lighting in Leeds?

About You

We would like to know a little more about you. This is so we can be sure we are hearing from a wide range of people from across Leeds. These questions are optional but answering them will help us better understand what you tell us.

Q15. Are you...?

- Someone who lives in Leeds
- Someone who works in Leeds
- Someone who visits Leeds
- A Leeds City Council councillor (Elected Member)
- Other (please specify):

By Leeds, we mean the Leeds area rather than just the city centre. If your household receives a council tax bill from Leeds City Council then you live in this area.

Q16. If you are responding as part of an organisation (e.g. business, community group), then please state its name below:

Q17. On average, how often are you out between midnight and 5:30 am?

- More than 3 times a week
- Between 2 and 3 times a week
- Once a week
- Between 1 and 4 times a month
- Less than once a month

Q18. What best describes your gender?

- Male
- Female
- Prefer to self-describe

Q19. How old are you?

- Under 18
- 18 - 29
- 30 - 44
- 45 - 64
- 65+

Q20. What is your home postcode? For example LS1 1UR. We use this to better understand the responses to the consultation by looking at where people live.

Q21. Do you consider yourself to be disabled?

- Yes
 No

Q22. What is your ethnic group?

White

- English / Welsh / Scottish / Northern Irish / British
 Irish
 Gypsy or Irish Traveller
 Any other White background

Mixed / Multiple ethnic groups

- White and Black Caribbean
 White and Black African
 White and Asian
 Any other Mixed / Multiple ethnic background

Asian / Asian British

- Indian
 Pakistani
 Bangladeshi
 Kashmiri
 Chinese
 Any other Asian background

Black / African / Caribbean / Black British

- African
 Caribbean
 Any other Black / African / Caribbean background

Other ethnic group

- Arab
 Any other ethnic group

If you selected an 'Any other' option then describe your ethnic group:

Contact Details

These questions are optional.

Q23. Name

Q24. Email address

Q25. Postal address

House number or name

Street

Area

City or district

Postcode

Q26. I would be happy to receive occasional messages about this public consultation...

- by email
 by post

Q27. How useful was the information provided in this public consultation?

- Very useful
 Quite useful
 Slightly useful
 Not useful at all
 Don't know / not applicable

Comments:

Thank you

That is all the questions we have for you.

Please send your completed questionnaire to:

Freepost RLRV-KYAK-BZTB, Street Lighting Consultation, Highways, Middleton Ring Road, Leeds, LS10 4YY.

We must receive your response to this public consultation by **Friday 26 January 2018** for it to be included.