

# Appendix C

## Street Lighting Public Consultation 2017-18

### Report of Results

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## 1. Introduction

A formal public consultation on the options the Council is considering for the long term provision of street lighting in Leeds took place between 26 November 2017 and 26 January 2018. The options included switching-off more lights during the night, upgrading to LED lanterns, doing both, or making no changes.

## 2. Approach

A consultation document was created to explain the proposals to the general public. A survey questionnaire accompanied this, allowing people to express their views on the options being considered by the Council. The design of these balanced the need to explain technical background information about each option against the need to make the content as engaging as possible to the average resident.

The consultation document and questionnaire were available on the Council's website. Paper copies were available on demand and were also sent to postal members of the Leeds Citizens' Panel. A publicity campaign was run using a mixture of channels to reach a wide range of respondents from different backgrounds. These included bus advertising, social media advertising, press releases, Leeds Citizens' Panel, the council's website and social media channels, and screens in council buildings.

The questionnaire included a mixture of closed 'tick box' questions and comments boxes. In this report, responses to the closed questions are presented as a proportion of the respondents choosing a particular answer option, excluding those who did not answer the question. Comments have been grouped into themes and counted.

Public consultations help the Council to understand a range of opinions and gather evidence from stakeholders. When interpreting results, we should bear in mind that public consultations are different to surveys where a controlled sample is used, for example in political polling. Public consultations tend to attract responses from those with strong opinions.

### 3. Executive summary

#### Overall

Respondents were asked what was their most preferred option overall. More than half (52.2%) of all respondents preferred Option C, a combination of options A and B: both more part-night operation and conversion to LED. Only 5.2% wanted no change to existing arrangements.

#### Option A – Expansion of part-night operation

More than two thirds of all respondents (69.8%) were supportive of expanding part-night operation of street lights in Leeds, while 28.2% were opposed.

One of the main barriers to expanding part-night operation is the current criterion to avoid areas where crime levels are anything above average, which excludes half of all areas. Respondents were quite cautious about how crime should be taken into account. A third (33.6%) wanted the criterion to remain the same. More than half of all respondents (52.5%) would accept “somewhat above average” while only around a quarter (26.9%) would accept “considerably above average”.

Among those supporting more part-night operation, the top reason was to “save money which can be spent on other public services” (91.7%), followed by “help reduce carbon emissions” (75.8%).

Among those opposing more part-night operation, the top reason was “feeling less safe walking on a street without lighting” (88.7%), followed by concerns about crime (87.8%).

Respondents aged 18 to 29 years and those who were out regularly during part-night period were more likely to be opposed to expansion.

#### Option B – Conversion to LED lanterns

More than three quarters of all respondents (77.8%) were supportive of the proposal to convert street lights in Leeds to LED lanterns, while 16.5% were opposed.

Among those supportive of Option B, the top reason was “the money saved in the long term would be spent on other public services” (81.0%), followed by “reduce carbon emissions” (77.1%).

Among those opposed to Option B, the top reason was “the upfront cost required is too high” (79.4%), closely followed by “payback period is too long...” (74.8%), and “existing street lights are too new to replace...” (72.2%).

#### Other questions

59.4% of all respondents opposed a rise in council tax “to fund street lighting as electricity costs rise” while 33.6% supported this idea.

Ideas suggested by respondents for the future of street lighting in Leeds included:

- A smart internet-connected system of street lights allowing changes to be made on-demand
- Putting motion sensors or manual controls on each light
- Switching-off alternate / a proportion of lights
- Installing solar panels and batteries in each street light to power them
- The Council generating its own cheap energy (e.g. solar farm)

The vast majority of respondents (87%) found the information the Council provided for the public consultation very or quite useful.

## 4. Analysis of respondents

A total of 2,106 responses were received with most of these completed online (86%). There was a wide range of respondents from different age groups, ethnic groups, gender, and areas of Leeds.

The make-up of respondents was broadly in proportion with the Leeds population (as compared to Census 2011), but the 18-29 age group and East North East area of Leeds were considerably underrepresented. Ethnic minorities were also somewhat underrepresented.

A quarter of respondents said they went out between midnight and 5:30 am at least once per week. This is the switch-off period for street lights set for the part-night operation.

### Gender

Table 1

Answer choice	Percent	Count	Comparison with Census 2011	
Female	45%	936	52%	Residents of Leeds, aged 18 and over only
Male	54%	1128	48%	
Other	1%	15	No data	
<i>answered</i>		2079		
<i>skipped</i>		27		

### Age group

Table 2

Answer choice	Percent	Count	Comparison with Census 2011	
18 - 29	9%	172	27%	Residents of Leeds, aged 18 and over only
30 - 44	24%	500	26%	
45 - 64	44%	900	29%	
65 +	23%	477	18%	
<i>answered</i>		2049		
<i>skipped</i>		28		

There were also 29 respondents aged under 18 years. The consultation was not aimed at children.

### Ethnic group

Table 3

Answer choice	Percent	Count	Comparison with Census 2011	
BME*	10%	196	17%	Residents of Leeds, aged 18 and over only
White British	90%	1817	83%	
<i>answered</i>		2013		
<i>skipped</i>		93		

\* This refers to all responses other than White: English / Welsh / Scottish / Northern Irish / British

### Disabled

Table 4

Answer choice	Percent	Count	Comparison with Census 2011	
No	88%	244	92%	All Leeds residents - day to day activities limited a lot
Yes	12%	1832	8%	
<i>answered</i>		2076		
<i>skipped</i>		30		

## Area of Leeds

Table 5

Wedge	Percent	Count	Comparison with Census 2011	
East North East	16%	210	27%	All Leeds residents
South South East	38%	510	33%	
West North West	46%	618	40%	
<i>answered</i>		1338		
<i>postcode invalid/skipped</i>		768	73 of these did not live in Leeds.	

## Participation method

Table 6

Answer choice	Percent	Count
Online form	86%	1812
Paper form	14%	294

## Contact details provided

Table 7

Answer choice	Percent	Count
Provided	45%	955
Not provided	55%	1151

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

Table 8

Answer choice	Percent	Count
More than 3 times a week	6%	123
Between 2 and 3 times a week	8%	156
Once a week	11%	231
Between 1 and 4 times a month	16%	334
Less than once a month	59%	1236
<i>answered</i>		2080
<i>skipped</i>		26

## 5. Option A – Expansion of part-night operation

The first section of the consultation document explained the option to switch off more street lights between midnight and 5:30 am. Respondents were provided with information about the amount of money that could be saved, the current criteria used for selecting suitable street lights, and academic research which indicates that reduced street lighting is not associated with road traffic collisions or crime. Respondents were then asked a series of questions.

## 5.1 Support and opposition to part-night operation expansion

More than two thirds of respondents (69.8%) were supportive of expanding part-night operation of street lights in Leeds, while 28.2% were opposed.

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

Table 9

Answer choice		Percent	Count
1	Strongly support	29.6%	623
2	Support	40.2%	847
3	Oppose	13.3%	281
4	Strongly oppose	14.9%	313
5	Don't know / not applicable	2.0%	42
<i>answered</i>			2106
<i>skipped</i>			0

### Differences by demographic groups

Respondents were much more likely to be opposed to part-night operation if they went out regularly between midnight and 5:30 am. Among respondents who were out more than 3 times a week, 61% were opposed. Only 17% of those who went out less than once a month were opposed.

Respondents aged 18-29 years were much more likely to oppose part-night operation, 48% of them compared with 23% of the 65+ age group. 28% of the 30-44 age group were opposed.

## 5.2 Acceptability of crime levels when considering part-night operation

One of the main barriers to expanding part-night operation is the current criterion to avoid areas where crime levels are anything above average during the switch-off period, which excludes half of all areas. This would need to be relaxed to allow significant expansion. Given this, respondents were asked:

### 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...

Table 10

Answer choice		Percent	Count
1	Crime levels are considerably above average	26.9%	567
2	Crime levels are somewhat above average	25.6%	539
3	Crime levels are slightly above average	9.9%	208
4	Crime levels are anything above average	33.6%	708
5	Don't know / not applicable	4.0%	84
<i>Answered</i>			2106
<i>Skipped</i>			0

Even though respondents had been shown academic research indicating reduced street lighting is not associated with crime, respondents remained quite cautious about how crime should be taken into account when choosing street lights for part-night operation. A third (33.6%) wanted the

criterion to remain at “anything above average”. More than half of respondents (52.5%) would accept “somewhat above average” while only around a quarter (26.9%) would accept “considerably above average”.

### Comments about how crime should be treated when considering part-night operation

More than a quarter of respondents made a comment about crime. The most common theme was a belief that streets are safer when lit (172 comments) while others were sceptical of the effect of street lights on crime (70). There were many comments about the way crime should be taken into account: 93 stating the type/context of crime needed considering, while some (32) were critical of the Council’s methodology. A desire for more police activity (56) and careful monitoring of the effects of switching-off street lights (48) were also expressed repeatedly.

Table 11

Theme of comment	Count	Example
Believe streets are safer if lights are on at night	172	"Public safety should be the first consideration. Removal of street lighting is likely to increase crime"
Want type or context of crimes to be taken into account	93	"It depends on the type of crime. I should think that absence of street lighting has little or no effect on burglaries, but it might well help muggers, rapists, and others who assault persons."
Doubts that street lights reduce crime	70	"Crime sadly is a fact of life. I do not believe there would be a huge increase in crime if we raised the level to allow more lights to be switched off."
Desire for more police activity	56	"Turn lights off no matter the level of crime. Have more police to deal with crime if necessary."
Want effects on crime to be carefully monitored (then street lighting changed accordingly)	48	"Is it possible to have a system which could be easily reversed if crime levels were affected? If so I think local people could be better reassured."
Criticism or question about methodology	32	"Average is flawed as a measure. If all areas are troubled with significant crime being below average does not equal safe."
Generally concerned about crime and anti-social behaviour	31	"People's safety should be the first priority and no price put on that."
Believe residents/businesses should buy their own crime prevention measures	27	"Crime prevention is not just about adequate lighting. Individuals have an obligation to put other crime prevention measures in place."
Desire for more CCTV	23	"CCTV is more likely to deter crime than street lighting. It also works 24/7 in deterring crime."
Believe crime will move to areas switched to part-night lighting (even if low crime now)	15	"If current low crime areas went to part-time lighting, then they could turn into higher crime areas."
Call for stronger penalties for criminals	9	"A slap on the wrist doesn't work anymore whether lights are on or off."

Want other sources of light in area to be taken into account	9	"Maintain lighting in dark back streets...lessen lighting in residential streets which are used regularly by cars."
Other / not applicable	41	
Total comments	626	

### 5.3 Reasons for supporting part-night operation

Respondents who were supportive of expanding part-night operation were asked for their reasons for this, ticking as many as they like. The most selected reason was "save money which can be spent on other public services" (91.7%), followed by "help reduce carbon emissions" (75.8%), and then knowing lighting would remain lit where it is "essential, e.g. hospitals, major junctions" (70.9%).

One in ten respondents gave an 'other' reason which were grouped into themes. The most common theme was not a reason but a condition of their support: "as long as effects on safety are carefully considered" (29 comments). The next most frequent themes were a belief that night-time lighting was unnecessary (27) and a concern for the effects on wildlife of light at night (25).

#### What are your reasons for supporting the expansion of part-night operation? (Tick all that apply)

Table 12

Answer choice	Percent	Count
It would save money which can be spent on other public services	91.7%	1348
Using less electricity would help reduce carbon emissions (climate change)	75.8%	1114
Streets where lighting is essential (e.g. hospitals, major junctions) would remain lit regardless of the expansion	70.9%	1042
Prefer to be able to see the night sky (reduces light pollution)	54.1%	796
Don't like the artificial light at night when going to bed	29.0%	427
It is unlikely to have an effect on crime or road safety	30.0%	441
Other (please specify):	11.6%	170
<i>answered</i>		1470
<i>skipped</i>		636

#### Other reasons for supporting

Table 13

Theme of comment	Count
Support as long as effects on safety are carefully considered	29
Believe night-time lighting to be unnecessary / disproportionate	27
Believe switch-off is better for wildlife and environment	25
Support as long as money saved is spent wisely	13
Like the reduction in light pollution	12
Call for people to use their own lights / bring a torch	11
Other / not applicable	18
Total comments	135

## 5.4 Reasons for opposing part-night operation

Respondents who opposed expanding part-night operation were asked for their reasons for this, ticking as many as they like. The most selected reason was “feel less safe walking on a street without lighting” (88.7%), followed by concerns about crime (87.8%) and anti-social behaviour (81.2%).

One in five respondents gave an ‘other’ reason which were grouped into themes. These were mainly used to emphasise reasons already ticked, e.g. worried about crime. Some respondents were concerned about the invisibility of hazards on footpaths or roads without lighting (18).

### What are your reasons for opposing the expansion of part-night operation? (Tick all that apply)

Table 14

Answer choice	Percent	Count
Feel less safe walking on a street without lighting	88.7%	524
Concerned about crime	87.8%	519
Concerned about anti-social behaviour	81.2%	480
It would unfairly affect people who need to be up at night or early in the morning	65.3%	386
Concerned about road traffic accidents	55.7%	329
Feel that street lighting should be provided on all streets without restrictions	48.1%	284
Feel that council tax would be less value for money if street lighting is reduced	46.9%	277
Other (please specify):	19.8%	117
<i>answered</i>		591
<i>skipped</i>		1515

### Other reasons for opposing

Table 15

Theme of comment	Count
Concerned about crime / fear for safety	33
Believe part-night is poor value for money for taxpayers	24
Concerned about road and footpath safety / hazards	18
Concern for people who need to out (e.g. night workers)	17
Prefer option B upgrading to LEDs	9
Other / not applicable	17
Total comments	118

## 5.5 General comments about part-night operation

Respondents had a further opportunity to comment on part-night operation in general. Most chose to emphasise their support or opposition. In addition, some asked for particular types of area to be avoided, e.g. residential areas, busy roads (46 comments), but there was no pattern: arguments were made both for and against the same types of areas to be lit. Some respondents (45) called for the selection or monitoring of effects to be done carefully, and others (23) preferred a different part-night period to the existing midnight to 5:30 am.

Table 16

Theme of comment	Count
General support or opposition (covered in previous questions)	279
Prefer particular types of area to be avoided (e.g. residential, busy roads)	46
Want careful selection of part-night lights and effects to be monitored	45
Prefer a different part-night period (e.g. shorter, longer)	23
Call for money to be saved / raised elsewhere	21
Asks a question	13
Other / not applicable	54
Total comments	481

## 6. Option B – Conversion of street lights to LED lanterns

The second section of the consultation document explained the option to convert street lights to more energy efficient LED lanterns. Respondents were provided with information about the amount of money that could be saved in the long term, the upfront costs, and last street lights upgrade programme. Respondents were then asked a series of questions.

### 6.1 Support and opposition to conversion to LED lanterns

More than three quarters of respondents (77.8%) were supportive of the proposal to convert street lights in Leeds to LED lanterns, while 16.5% were opposed.

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

Table 17

Answer choice	Percent	Count
1 Strongly support	42.5%	894
2 Support	35.3%	743
3 Oppose	10.9%	230
4 Strongly oppose	5.6%	118
5 Don't know / not applicable	5.7%	121
<i>answered</i>		2106
<i>skipped</i>		0

#### Differences by demographic groups

There were no notable differences in opinion between different demographic groups (e.g. age).

### 6.2 Reasons for supporting conversion to LED lanterns

Respondents who were supportive of the conversion to LED were asked for their reasons for this, ticking as many as they like. The most selected reason was “the money saved in the long term would be spent on other public services” (81.0%), followed by “reduce carbon emissions” (77.1%), and then “electricity prices could use” (75.6%).

Some respondents gave an 'other' reason which were grouped into themes. Many simply re-emphasised their support (61 comments) while others stated their support was conditional on the projected savings being realised (51).

### What are your reasons for supporting the proposal to convert street lights to LED lanterns? (Tick all that apply)

Table 18

Answer choice	Percent	Count
The money saved in the long term would be spent on other public services	81.0%	1324
Using less electricity would help reduce carbon emissions (climate change)	77.1%	1260
Electricity prices could rise so we should use the most efficient lighting available	75.6%	1235
The money saved in the long term would be worth the large upfront cost	67.6%	1104
Other (please specify):	17.2%	281
<i>answered</i>		1634
<i>skipped</i>		472

### Other reasons for supporting

Table 19

Theme of comment	Count
General support for LED	61
Support cost savings (as long as realised)	51
Support but prefer incremental, not en-masse	34
Prefer to option A (part-night)	29
Like less light pollution / environmental benefits	24
Support but worry about PFI / debt	10
Other / not applicable	12
Total comments	221

## 6.3 Reasons for opposing conversion to LED lanterns

Respondents who were opposed to the conversion to LED were asked for their reasons for this, ticking as many as they like. The most selected reason was "the upfront cost required is too high" (79.4%), closely followed by "the payback period is too long before the savings can be spent on other public services" (74.8%). Many of those opposed (72.2%) felt that the existing street lights were too new to replace at present. The consultation document included information that the Council had only recently completed upgrading its street lights following a programme which started in 2006.

Some respondents gave 'other' reasons which were grouped into themes. The most common theme was a desire for LED replacements to be made as each light fails rather than en-masse. Others were concerned about the aesthetic and effectiveness of LED lights.

### What are your reasons for opposing the proposal to convert street lights to LED lanterns? (Tick all that apply)

Table 20

Answer choice	Percent	Count
The upfront cost required is too high for the Council to take on such a debt	79.4%	274
The 'payback' period is too long before the savings can be spent on other public services	74.8%	258
Street lights in Leeds are relatively new so the Council should wait until these are older before replacing them	72.2%	249
The Council should wait a few years to see if the cost of LED lanterns falls further	56.8%	196
Other (please specify):	31.0%	107
<i>answered</i>		345
<i>skipped</i>		1761

### Other reasons for opposing

Table 21

Theme of comment	Count
Replace each light with LED as it fails rather than en-masse	23
Concern about effectiveness / aesthetic of LED light	22
Lack confidence in savings estimates / value for money	17
Concerned about PFI or outsourcing	15
Even better / cheaper lighting technology will be developed soon	13
LED light may have negative health affects (humans/wildlife)	8
Other / not applicable	10
Total comments	108

## 6.4 General comments about conversion to LED lanterns

Respondents had a further opportunity to comment on part-night operation in general.

A desire for the conversion to be done gradually rather than en-masse (starting with the oldest or most costly to run lights) was the most common theme but also appeared in earlier questions. Overall 7.7% (163) of all respondents expressed this with a spread across both those who opposed and supported the proposal, and those who were unsure.

The next most common theme was "concern about Private Finance Initiatives or debts" (50 comments) followed by concerns about the type of light emitted by some types of LED lights, e.g. blue light effects on biological functions, light pollution (43 comments).

Table 22

Theme of comment	Count
General support or opposition (covered earlier)	229
Convert to LED gradually starting with oldest or most costly lights	113
Concern about PFI / debts	50
Concern about type light emitted (white vs blue light, health effects, light pollution)	43
Want more information / asks question	36

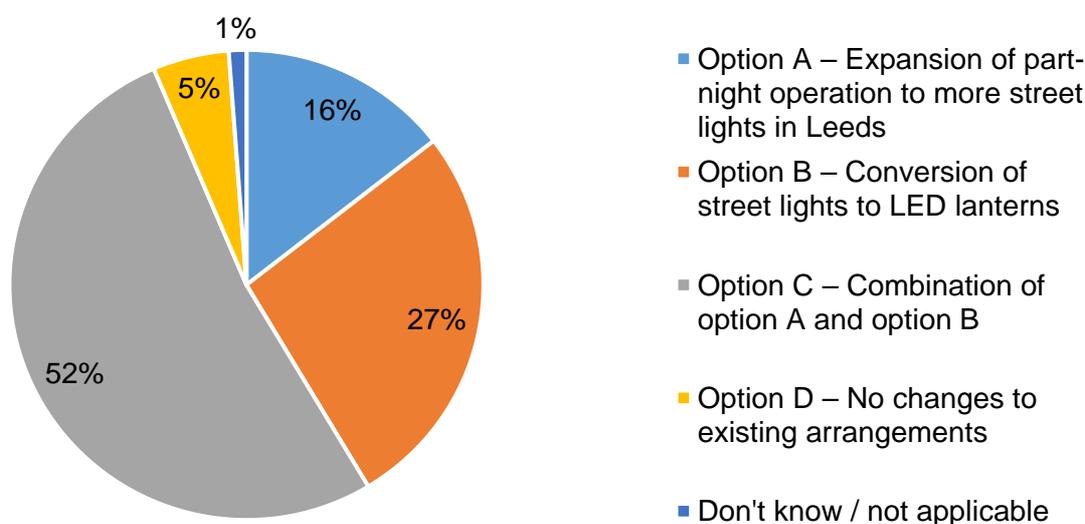
Other / not applicable	50
Total comments	521

## 7. Overall preferred option

After being provided with information and asked questions about each proposed option, respondents were then asked:

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

Figure 1



More than half (52.2%) of respondents preferred Option C, a combination of options A and B: both more part-night operation and conversion to LED. Only 5.2% wanted no change to existing arrangements. All 2,106 respondents answered the question.

On the other hand, this should be set in the context of the other questions in the consultation questionnaire. The majority of respondents remained quite cautious about how crime should be taken into account when choosing street lights for part-night operation (see section 5.2) which would limit the size of the expansion. Some respondents have concerns about the details of the LED lighting such the en-masse vs. incremental, debt, type of light, and quality (see sections 6.2 and 6.4).

## 8. Other ideas for the future of street lighting in Leeds

As well as commenting on the Council's proposed options, some respondents also made suggestions of alternative or supplementary ideas for the future of street lighting in Leeds.

### **Switch-off alternate / a proportion of street lights in each street**

A frequent idea was turning off a proportion of lights on a street, for example 1 in 3 or removing these entirely. This also appeared in the last public consultation in 2013. This is primarily avoided because of concerns that drivers' vision is unable to adapt quickly enough to the on/off different in light levels along a street leading to a potential increase in accidents.

### **Put sensors or manual controls on each street light**

There were various suggestions about putting motion sensors or manual controls on each street light so they are only switched-on when pedestrians or cars are nearby.

### **Smart internet-connected system of street lights allowing changes to be made on-demand based on live data**

A detailed suggestion was submitted for a smart lighting system where lampposts would be part of a network of city-wide sensors communicating with each other. For example, as motion is detected on the first lamppost on a road, the others will light up to provide a stable source of light until the vehicle or pedestrian leaves. The sensor data could also be put to other uses. The respondent noted a few companies are already providing this in some UK cities and towns.

### **Council to generate its own green electricity for lights**

There were some suggestions that the cost of electricity for street lighting could be reduced if the Council generated its own power on a large scale (e.g. solar farm) and there would be additional benefits in lowering carbon emissions.

### **Use solar panels on each street light to power it (with a battery for night-time usage)**

A frequent suggestion was to make the street lights self-powering by attaching solar panels and batteries. The costs of installation, additional maintenance costs, and reliability would need to be examined carefully.

### **Dim the street lights to reduce the electricity usage**

This was another fairly frequent suggestion.

### **Encourage / support / subsidise home security measures**

Some respondents wished the Council to encourage or even support (financially) residents to install home security measures, e.g. security lights.

### **Make some street lights electric vehicle charging points**

Some respondents made the suggestion which has been done in some UK cities, e.g. London.

## 9. Other questions

### 9.1 Rise in council tax

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

59.4% opposed a rise in council tax “to fund street lighting as electricity costs rise” while 33.6% supported this idea.

Table 23

Answer choice	Percent	Count
1 Strongly support	5.9%	125
2 Support	27.7%	584
3 Oppose	34.2%	720
4 Strongly oppose	25.2%	531
5 Don't know / not applicable	6.9%	146
<i>answered</i>		2106
<i>skipped</i>		0

### 9.2 General comments about the future of street lighting in Leeds

At the end of the consultation questionnaire, respondents were given a final opportunity to make further comments about the future of street lighting in Leeds. Many of these re-emphasised points made earlier and many were ideas covered in section 8. A selection of comments is shown below.

"Leeds Climate Commission...are looking at schemes that could help Leeds to meet its carbon emission reduction targets and are interested in how these schemes could be financed too."

"Hold on chaps before you spend millions on new lamps...Go to the Hong Kong International Lighting Fair in April and find out the real cost before committing to a PFI type price that will be brutally high."

"I'm wondering why LED lights were not installed when many lights were changed recently [2006 replacement programme]. Need to be thinking long term when so much money is at stake."

"I am in favour of taxation to pay for services, but opposed to increases to pay for non-essential services such as street lighting which would be considered a luxury in a lot of places. Leeds has many needs that should take priority."

"I don't think it is acceptable to raise council tax in order to fund something which is a necessity. If anything, the council should be trying to find ways to pressure electricity suppliers into a fairer supply and cost scheme."

"Please consider the impact [of lighting] on nature. This is not a side issue, but essential to our wellbeing."

### 9.3 Awareness of street lighting as a council service

Just 2.2% of respondents said they were unaware that Leeds City Council provides street lighting.

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

Table 24

Answer choice		Percent	Count
1	Yes – I did know	97.8%	2060
2	No – I didn't know	2.2%	46
<i>answered</i>			2106
<i>skipped</i>			0

### 9.4 Experience of participating in the public consultation

The vast majority of respondents (87%) found the information provided for the consultation very or quite useful. When given the opportunity to comment, some respondents said that more detailed information would help and while others would prefer less. Some were not confident that the Council would take public views into account when making the decision.

#### How useful was the information provided in this public consultation?

Table 25

Answer choice		Percent	Count
1	Very useful	47.2%	995
2	Quite useful	39.9%	840
3	Slightly useful	8.7%	183
4	Not useful at all	0.6%	13
5	Don't know / not applicable	3.6%	75
<i>answered</i>			2106
<i>skipped</i>			0

Table 26

Theme of comment	Count	Example
Desired more detail / information missing	33	"Information on the lifetime and maintenance costs of current lighting would put the LED proposals into context."
Found information useful	30	"An excellent document describing the issues and options clearly."
Grateful to have been consulted	24	"It's great to see a council engaging with its public and demonstrating they care about our thoughts, as opposed to just making large choices without the public's voice."
Not confident the Council will properly consider the responses	19	"My experience of public consultations is that matters are already decided and it is just lip service, hope I am wrong."
Felt too much information was provided	10	"There is quite a lot to read which might put some people off."
Other / not applicable	32	
Total comments	148	

## 10. Copy of public consultation document and questionnaire



# 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](http://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...

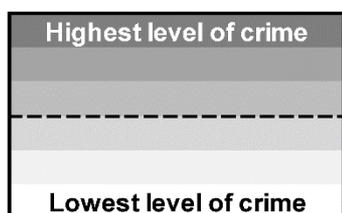
1. On roads with a significant road traffic accident record during the switch-off period.
2. In areas with above average record of crime during the switch-off period.
3. In areas with a police record of frequent anti-social behaviour during the proposed switch-off period.
4. In areas provided with CCTV 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.

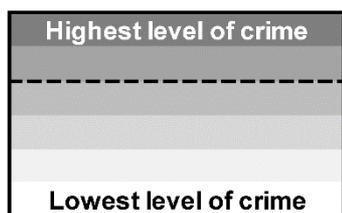
#### Re-thinking “in areas with above average record of crime during the switch-off period”

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.

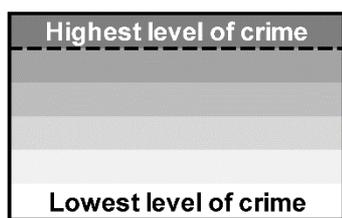
The other Exclusion Criteria would still apply regardless of any change to this. For example, a street with a major road hazard like a roundabout would still be lit all night even if the level of crime was very low.



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](http://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](mailto: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](http://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](http://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](http://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 RLRY-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.