

# **DERBYSHIRE COUNTY COUNCIL**

## **REPORT OF THE ENVIRONMENT AND HIGHWAYS IMPROVEMENT AND SCRUTINY PANEL**

### **Review of the Impact of Street Lighting on Community Safety – 11 December 2002**

#### **MEMBERS**

**Councillor Brian Lucas – Chair**  
**Councillor Mrs Joyce Sanders**  
**Councillor Ian Eames**  
**Councillor Trevor Southerd**  
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# **REVIEW OF THE IMPACT OF STREET LIGHTING ON COMMUNITY SAFETY**

## **1 Executive Summary**

### **1.1 Introduction**

At its meeting on 1<sup>st</sup> May 2002, the Environment and Highways Improvement and Scrutiny Panel agreed that it would undertake a review of the Street Lighting Service. In support of exploring thematic rather than single-issue subjects, a review of the impact of street lighting on community safety was identified.

This report summarises the work carried out by the Committee and puts forward a set of recommendations.

### **1.2 Background**

The context for the review was:

- 1999 MORI Survey - Crime and community safety deemed a high priority by residents of Derbyshire
- 1998 Crime and Disorder Act – Section 17 requires local authorities to consider the community safety implications of all their activities
- National studies indicating that street lighting offers a cost effective crime reduction measure

### **1.3 Summary of Findings**

#### **Part one:**

What is the link between street lighting and community safety?

- National evidence indicates that there is a strong link between street lighting and community safety.
- Studies investigating the impact of street lighting schemes in Derbyshire show that, where evidence is available, improving street lighting has decreased the fear of crime, anti-social behaviour and increased social activity.
- Consultation with the Police, Local Area Committee Chairs, Neighbourhood Watch Groups and Community Safety Partnerships shows support for improving street lighting as a crime reduction measure.

#### **Part two:**

What factors limit Derbyshire County Council's ability to maximise the benefits that street lighting can have on community safety?

- The existing Street Lighting revenue budget is insufficient to withstand the additional financial pressures generated by:
  - the utilisation of a light source that is not as effective for community safety purposes

- deteriorating street lighting columns
- an annual increase in streetlights
- electrical distribution networks that in many areas do not comply with the Electricity at Work Act 1989 or BS 7671

The Street Lighting Service requires greater investment if it is to maintain the existing asset and deliver service improvements.

- The Street Lighting Service has not been able to consider the community safety implications of all its activities and a clearer focus on community safety is required within the department.
- Communications between the Street Lighting Service and Community Safety Partnerships are irregular.
- Examples of good practice regarding street lighting and community safety have been identified

## **1.4 Recommendations**

To maximise the identified benefits that improved street lighting can have on community safety a number of improvements are needed.

### **Recommendation 1**

#### **1.4.1 Prioritise community safety within Street Lighting Service objectives**

To ensure that community safety considerations are incorporated into street lighting practice the following actions are required:

- a) That the Environmental Services Departmental Objectives should include a service delivery objective of the Consultancy and Contracting Department to the effect of:

*‘To work in partnership with others to reduce crime and the fear of crime’*

This objective should be incorporated into the objectives of the Street Lighting Service.

- b) Include community safety within the criteria for determining the appropriate light source.
- c) Prioritise repairs and maintenance and improvements to street lighting where crime is most prevalent.

### **Recommendation 2**

#### **1.4.2 Improve relationships with Community Safety Partnerships**

Evidence from the Castle Estate case study suggests that street lighting initiatives are more effective when employed in conjunction with other crime

reduction measures. The principal platforms for partnership working regarding community safety are local Community Safety Partnerships.

To maximise the contribution that street lighting can have on community safety the Street Lighting Service needs to improve communication with Community Safety Partnerships. Street Lighting Service Officers should:

- a) Attend Community Safety Partnerships or appropriate panels when invited
- b) Seek to work with partners to achieve targets identified by Community Safety Partnerships
- c) Utilise Community Safety Liaison Officers to share information and raise awareness on street lighting issues.\*

(\*Each County Council department has an identified Community Safety Liaison Officer. The Liaison Officers have responsibility for a specific community safety partnership. Liaison Officers meet every six weeks to discuss inter-departmental issues and report on issues raised at the community safety partnership meetings. Liaison Officers also attend the Local Area Committee in the same area as their Community Safety Partnerships responsibility.)

### **Recommendation 3**

#### **1.4.3 Increase funding for street lighting and community safety initiatives**

Additional funding needs to be identified to support street lighting and community safety initiatives.

Recommended sources of funding:

- a) **Public Service Agreement Funding (PSA)** – Cabinet on 15th October 2002 approved the allocation of £400,000 of unsupported credit approvals to support a programme of street lighting and community safety initiatives. This funding is one off and is directed at meeting the Council's PSA targets on crime. Schemes will commence in early 2003 and will conclude by the middle of 2003. Derbyshire Constabulary has agreed to contribute a further £50,000 to this initiative.
- b) **Increase the Street Lighting budget** – Improving street lighting is an effective tool for reducing crime. Derbyshire County Council's key goals include reducing crime and risks to safety.

When PSA funding is spent the Council should identify additional Street Lighting funding, as resources permit, and ring fence this additional funding to an ongoing programme of street lighting and community safety initiatives, and to support additional energy costs that may arise from initiatives.

- c) **Investigate the potential of allowing advertising on street lighting columns** – A number of local authorities are piloting schemes whereby illuminated advertising signs have been erected on columns.

A company approached Derbyshire County Council with the view to installing an initial 200 signs across Derbyshire. The Council would receive either a set fee per annum for each streetlight or could negotiate a percentage of advertising revenue.

The Working Group visited a pilot scheme in Warwickshire. The perceived benefits of the initiative are:

- Increases revenue for Derbyshire County Council. Additional monies might then be invested in community safety activities that will benefit the community.
- Where the advertising display board needs a strengthened column to support the additional weight the company would install the new columns. New columns could therefore replace a number of deteriorating columns.
- Advertising display boards could be used for community messaging.

The Working Group proposes that attention be paid to ensure the location of sites is suitable, and that road safety implications are taken into consideration. Conservation areas should not be considered suitable sites.

It is now recommended that a pilot study be undertaken to investigate the potential of the proposals allowing advertising on street lighting columns. It is suggested that members of the Improvement and Scrutiny Committee Working Group be involved in the pilot study and its outcome be subject to a further report to Cabinet.

- d) **Seek funding from alternative sources**

- An energy supplier has expressed an interest to work in partnership with the Street Lighting Service. The exact nature of this partnership has not been determined but should be investigated.
- More joint funding schemes with Parish Council's, local businesses, Community Safety Partnerships and Derbyshire Constabulary should be considered.
- Sheffield City Council has a partnership arrangement with a local company who, in return for sponsoring some lighting columns, are directly contributing towards the upgrading of columns in the city. Derbyshire County Council should explore such initiatives.

#### **Recommendation 4**

#### **1.4.4 Plan a programme of street lighting initiatives that will improve community safety across Derbyshire**

Funding for street lighting and community safety initiatives has been for one-off programmes over a short time period. Subject to the outcome of the recommendations in the report regarding future funding for the service, and to improve relationships with Community Safety Partnerships being approved, the Street Lighting Service should develop a planned programme of improvements to street lighting across Derbyshire.

The programme should be developed in conjunction with Community Safety Partnerships to ensure that local community safety priorities are targeted over an agreed period of time.

## **Recommendation 5**

### **1.4.5 Seek capital funding to replace deteriorating lighting columns**

Derbyshire County Council should seek all viable sources of funding that will enable the deteriorating street lighting stock to be upgraded.

If failing street lighting columns are replaced and continue to be replaced it should result in less money being spent on short-term measures to repair street lighting stock. This should in turn free up resources to be spent on implementing the review recommendations.

## **Recommendation 6**

### **1.4.6 Utilise GIS Technology to improve information management**

Derbyshire County Council has purchased a Geographical Information System (GIS), as part of the Change Management Programme. The Street Lighting Service should utilise this technology and plot streetlights on the mapping system. This will improve information management, will help identify the ownership of streetlights in Derbyshire and can enable crime data and target areas to be viewed alongside street lighting information.

This will assist with the recommendation to prioritise repairs and maintenance and improvements to street lighting where crime is most prevalent.

## **Recommendation 7**

### **1.4.7 Develop a more innovative approach to increase community safety through street lighting initiatives**

New technology and a growing understanding of what works with regard to street lighting and community safety should be utilised by the Street Lighting Service.

Areas such as town centres and crime hotspots require different solutions to providing the optimum night scene than conservation areas. To ensure that the

desired impact of improved lighting is realised, and to deter increased opportunities for crime, imaginative and appropriate schemes should be developed. The elements comprising a street lighting / community safety scheme should be determined primarily by answering the question ‘what works best in the location?’

New initiatives should utilise the most effective light source for the circumstances and new technology such as a remote monitoring system for reporting street lighting faults should be considered.

The Street Lighting Service has made efforts to factor in the whole life cost of a product when purchasing equipment, rather than just the initial purchase price and energy costs. The approach should be encouraged further.

## **Recommendation 8**

### **1.4.8 Undertake consultation and project evaluation**

The Environmental Services Department should employ before and after surveys with communities to judge the effectiveness of street lighting schemes. Feedback from the consultation process should then be incorporated into street lighting policy to ensure that the service is learning from experience.

### **1.5 The Next Stage**

The report will be presented to Cabinet for consideration. It is recommended that: -

- (1) the Chair of the Improvement and Scrutiny Panel presents the report to the Cabinet.
- (2) following consideration of this report it is suggested that, should the Cabinet agree to implement the recommendations, the Improvement and Scrutiny Panel receives a report at a date to be determined, to outline progress made.



## **2 Introduction**

### **2.1 Background**

The 1999 MORI Survey commissioned by Derbyshire County Council revealed that Derbyshire residents believed that the level of crime was the single most important factor determining the judgement as to whether a location was a good place to live. The survey also revealed that crime and community safety were deemed by residents to be the principal areas for public services in Derbyshire to focus on.

As a reflection of the importance placed on crime and community safety by local people one of Derbyshire County Council's key goals identified within the 2002 - 2005 Council Plan is to reduce crime and risks to safety. The objectives associated with this aim are:

- To reduce crime and fear of crime
- To reduce offending by young people
- To protect the interests and safety of consumers

Targets for reducing crime and disorder within Derbyshire have been set. Specifically the reduction in the number of incidents of vehicle crime, and domestic burglaries from 1999 levels by the end of March 2004 form part of the Council's Public Service Agreement. The targets are set within the context that crime is estimated to cost Derbyshire £292 million per year.

### **2.2 Crime and Disorder Act 1998**

To encourage greater emphasis on partnership working to tackle crime and disorder the 1998 Crime and Disorder Act places a statutory duty on local authorities and the police to establish multi-agency partnerships to reduce crime in their local area.

Section 17 of the Crime and Disorder Act requires local authorities to consider the community safety implications of all their activities. The purpose of this section of the Act according to the Home Office consultation document is to 'give the vital work of preventing crime a new focus across a wide range of local services..... it is a matter of putting crime and disorder considerations at the heart of decision making'. Therefore, **the emphasis is on generating corporate awareness and ownership of community safety**, and the need for local authorities to change their priorities and practice to encourage community safety outcomes across all departments.

### **2.3 Community Safety Partnerships**

Within Derbyshire eight district based Community Safety Partnerships co-ordinate activity through the production of Community Safety Strategies. Derbyshire County Council has formally adopted these strategies and is

committed to support and contribute to their implementation. The County Council is a statutory partner on, and financially supports, all of the local partnerships. Derbyshire County Council's Community Safety Unit has also drafted a Community Safety Strategy and implementation plan for Derbyshire County Council.

A recent report from the Audit Commission – '*Community Safety Partnerships: Learning from Audit, Inspection and Research*' revealed that the most effective Community Safety Partnerships comprise organisations that mainstream community safety and recognise that a wide variety of services can contribute to improving community safety.

The report identifies that a number of County Council services can make essential contributions to community safety. These range from projects designed to reduce truancy and school exclusion instigated by Education Services, to Youth Services providing detached and outreach street-based youth work.

A potential means for improving community safety that has been advocated is the use of improved street lighting. The Home Office commissioned a systematic review of studies that have investigated the effects of improved street lighting on crime. The authors concluded that improvements in street lighting offer a cost-effective crime reduction measure and should be considered an important measure in situational crime reduction programmes.

## **2.4 Scope and Terms of Reference of the Review**

At its meeting on 1 May 2002, the Environment and Highways Improvement and Scrutiny Panel agreed that it would undertake a review of the Street Lighting Service during 2002/2003.

In support of exploring thematic rather than single-issue subjects, a review of the impact of street lighting on community safety was identified. This review was tasked to seek to understand the relationship between street lighting and community safety, and to determine how any further improvements could be gained. A copy of the report is attached at Appendix 1.

To oversee the review, a working group comprising Councillors B Lucas, I Eames, Mrs J Sanders and Mrs J Beckingham was established. Councillors had discussions with:-

- Councillor E H Swain – Cabinet Member for Public Protection
- John Ritchie, Community Services Manager, District of Bolsover
- Stewart Ibbotson, Assistant Director, Environmental Services
- Peter Booth, Principal Engineer, Environmental Services
- David Winfield, Street Lighting Engineer, Environmental Services
- Warwickshire County Council Street Lighting Engineers

In addition evidence has been gathered from:-

- Councillor's Bowman, Camm, Gillott
- Sue Davies, Community Safety Officer, Public Protection Department
- Derbyshire's Community Safety Partnerships
- Derbyshire Constabulary
- Local Area Committee Chairs
- Neighbourhood Watch Associations
- National reports
- Tupton Parish Council
- Tupton Hall School
- Other local authorities

## **2.5 Acknowledgements**

The Environment and Highways Improvement and Scrutiny Panel would like to thank everyone who has contributed to the review.

**PART ONE:**

**WHAT IS THE LINK BETWEEN STREET LIGHTING AND COMMUNITY SAFETY?**

### **3 The Impact of Street Lighting on Community Safety - National Evidence**

A number of studies examining the relationship between street lighting and crime have been conducted in the United Kingdom. The majority of research has been undertaken since the late 1980's and the research base has increased in both volume and quality over this period.

A number of reports have been commissioned by the Home Office and representatives of the lighting industry to summarise the findings of the studies. Professor Ken Pease OBE produced a report in 1999, *'Lighting and Crime'*, published by the Institute of Lighting Engineers, this was followed in 1999 by *'A guide for crime and disorder reduction through a public lighting strategy'* by Dr Kate Painter. The Home Office commissioned the most recent report in August 2002. *'Effects of improved street lighting on crime: a systematic review'* was developed by Professor David Farrington and Brandon Welsh.

#### **3.1 Case Studies**

The most recent and sophisticated lighting and crime evaluations were carried out in two local authority housing estates in Dudley and Stoke on Trent.

The Dudley and Stoke on Trent projects both employed victimisation surveys (in which people are asked about crimes they have suffered in the previous six months or one year). High pressure sodium lighting (SON) was introduced into a residential area in each of the towns. The previous lighting levels fell well below British Standard levels. Lighting levels were improved by five times in Stoke and by two times in Dudley at a cost of approximately £200,000 in Stoke and £100,000 in Dudley.

Changes in crime, disorder, fear, quality of life and night street use were compared twelve months before and after street lighting. Exactly the same comparisons were made in adjacent and control areas where lighting remained unchanged, in order to allow the evaluator to assess what would have happened in the absence of improved street lighting.

Crime displacement and diffusion of benefits were investigated and all other influences that might effect crime were monitored. Random sampling was used to select households and sample sizes were sufficient to detect statistically significant changes.

#### **Results**

In both re-lit areas crime reduced significantly.

Stoke on Trent:

- Overall the incidence of crime decreased by 42.9% in the experimental area, by 45.4% in the adjacent area, and by only 2% in the control area

- Personal crime (assault, robbery, bag snatch and disorderly and threatening behaviour) reduced by 52%
- Outside theft and vandalism fell by 40%
- Vehicle crime reduced by 37%

The results demonstrated that there was a ‘diffusion of benefits’ whereby the benefits of lighting one area led to a reduction in crime in the immediate adjacent area.

Dudley:

- The incidence of crime in the lighting-enhanced area fell by 41%, by contrast with a 15% reduction in the comparison area
- The prevalence of crime (i.e. the proportion of people victimised) fell by 23% in the experimental area
- There was no evidence of crime displacement to the adjacent control estate
- 641 crimes were prevented
- Fear of crime reduced and measures of quality of life issues increased significantly
- Night street use increased
- In the control areas the same measures remained unchanged or worsened

In both studies the decline in daytime crime was similar to the decline of crime after dark.

In Dudley, the net savings from reduced crimes in the experimental area were 6.2 times as great as the cost of the improved street lighting (including full capital costs, energy and maintenance costs). In Stoke, the savings from reduced crimes in the experimental and adjacent areas were 5.4 times as great as the cost of improved street lighting. Therefore, in both cases, the improved street lighting more than paid for itself within one year from reduced crimes.

Understandably not all of the financial benefits will be accrued by the local authority responsible for street lighting. However, with partnership working and community leadership very much at the centre of the modernising agenda the benefits are a very real demonstration of a best value approach.

### **3.2 How might improved lighting decrease crime?**

Research has indicated that there are a number of possible ways in which improved lighting might reduce crime. The two most popular theories focus on:

1. It improves visibility and increases opportunities for social surveillance by encouraging more street use for residents
2. It improves community confidence and civic pride and signals to residents that local authorities are investing in the area.

These factors combine to work to decrease crime by deterring offenders and the effects spill over to reducing crime during the day as well as after dark.<sup>1</sup>

The Home Office commissioned report in August 2002 notes that it is also feasible that improved street lighting could, in certain circumstances, increase opportunities for crime. Increased visibility of potential victims may allow potential offenders to make better judgements of their vulnerability and attractiveness. Increased social activity outside the home may increase the number of unoccupied homes available for burglary. Increased illumination may make it easier for offenders to commit crimes and to escape.

### **3.3 Risk of crime for different groups**

Certain groups of people and households suffer a disproportionate amount of crime. Analysis of existing studies has indicated that public lighting improvements have been shown to have greatest benefits for:-

- those households who have been the most victimised.
- women after dark. In Dudley the number of women using streets at night increased by 28%, and in Stoke on Trent by 70% in the re-lit areas.
- elderly people, especially those subject to vandalism and disorderly behaviour.
- young people out after dark. A youth survey carried out in Dudley showed a significant decrease in self-reported victimisation among 11-17 year olds following improved lighting. There was also a significant decrease in fear of crime among this age group.<sup>1</sup>

### **3.4 Policy implications**

#### **3.4.1 Targeted schemes**

The changes in crime concentration in Stoke on Trent and Dudley suggest that street lighting improvements may have the greatest effect in small areas when targeted:

- at street level, especially on poorly lit, essentially pedestrian and traffic routes from residential housing to activity generators such as shops, bars and leisure facilities.
- at street level, as a means of creating safe corridors through town and city centres from leisure facilities through to residential areas
- at estate level, especially estates with identified crime problems.

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<sup>1</sup> Source: 'A guide for crime and disorder reduction through a public lighting strategy', Dr Painter, 1999

Even untargeted increases in public lighting have been shown to make residents less fearful and more confident when out after dark.

The effects of improved street lighting are likely to vary in different conditions. To ensure that the desired impact of improved lighting is realised, and to deter increased opportunities for crime, imaginative and appropriate schemes should be developed. Schemes should be properly implemented, lighting should be of the required standard and should operate as envisaged. The success of the schemes should also be measured against agreed parameters and feedback incorporated into best practice guidelines.<sup>2</sup>

### **3.4.2 Community Safety Partnerships and Strategies**

Professor Pease (1999) suggests that lighting issues should be incorporated into local community safety strategies and that lighting experts should be available to attend local Community Safety Partnerships.<sup>3</sup>

Dr Painter (1999) emphasises the importance of incorporating a public lighting strategy in local community safety strategies.

### **3.5 Research conclusions**

The systematic analysis of research commissioned by the Home Office concludes that:

*'It is clear that improved street lighting should be considered as a potential strategy in any crime reduction programme in co-ordination with other intervention strategies such as CCTV, policing and neighbourhood watch schemes. Depending on the analysis of the crime problem, improved street lighting could often be implemented as a feasible, inexpensive and effective method of reducing crime.'*

The report further develops this perspective by adding:

*'Street lighting benefits the whole neighbourhood rather than particular individuals or households. It is not a physical barrier to crime, it has no adverse civil liberties implications and it can increase public safety and effective use of neighbourhood streets at night. In short, improved street lighting seems to have no negative effects and demonstrated benefits for law-abiding citizens.'*<sup>4</sup>

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<sup>2</sup>Source: 'A guide for crime and disorder reduction through a public lighting strategy', Dr Painter, 1999

<sup>3</sup> Source: 'Lighting and Crime', Professor Ken Pease OBE, 1999

<sup>4</sup> Source: 'Effects of improved street lighting on crime: a systematic review', Professor David Farrington and Brandon Welsh, 2002



## **4 The Impact of Street Lighting on Community Safety - The Derbyshire Perspective**

### **4.1 Crime and Disorder Street Lighting Initiative 2000/01:**

An initiative aimed at reducing crime in rural and urban areas by improving lighting levels was introduced in 2000/01. Derbyshire County Council contributed £100,000 to the initiative with a further £100,000 match funding from Derbyshire Constabulary.

#### **4.1.1 Consultation**

Consultation with key partners commenced in September 2000 to identify potential locations for lighting improvements. Initially Derbyshire County Council and the Police approached local Community Safety Partnerships and District / Borough Councils for recommendations. Following this County Councillors were encouraged to put forward proposals where the initiative could benefit their area.

Town and Parish Councils were approached through the Derbyshire Association of Local Councils. Proposals were also submitted by a number of Neighbourhood Watch Associations and interest groups.

#### **4.1.2 Selected Schemes**

The proposals were evaluated and in total 66 schemes were selected. The schemes ranged from improving the colour rendering of a single lamp to the design and installation of major scheme. A list of all the schemes can be found in Appendix 2.

The design and installation of the schemes commenced in December 2000. All schemes have now been completed.

At the commencement of the initiative there were no plans to measure the success of the schemes. Therefore, no analysis has been undertaken to evaluate the impact the schemes have had on crime levels and fear of crime within the locality.

To provide some meaningful feedback on the initiative this review will examine the impact of 3 of the 66 schemes. The schemes have been selected because they are representative of the differing characteristics of the projects.

### **4.2 Case Studies**

#### **4.2.1 Case Study 1 - Castle Estate, Bolsover**

Bolsover was a thriving mining community when the coal industry arrived in 1880 and continued to be so until 1990. The closure of the collieries in 1993 and

decline in employment forced Bolsover Central to become an area of high deprivation.

Housing prices plummeted, crime levels soared, and the Castle Estate, constructed in 1947 was renamed by many 'The Bronx'. Bolsover became a crime hotspot and properties were boarded up all over the estate.

Residents of the Castle Estate signed a petition highlighting their concerns. The petition was presented to the District of Bolsover and Derbyshire County Council. Amongst the numerous concerns that the residents were unhappy about was the quality of the street lighting.

#### **4.2.1.1 The Crime Prevention Initiative**

To address the issues the District of Bolsover developed a crime reduction programme for the Castle Estate with support from Derbyshire Constabulary and Derbyshire County Council. To assist the process considerable funding was obtained from the Neighbourhood Renewal Fund (NRF), this government fund is allocated to assist areas of deprivation regenerate their environment. The District of Bolsover was awarded £3.1m over 3 years to support the regeneration of the Borough, a proportion of this was allocated to the Castle Estate (£181,400).

The project included target hardening measures such as the installation of security lights, window locks, door chains and burglar alarms. A residents group was constituted, a Project Officer was employed, traffic calming schemes and pavement improvements were undertaken, and a 'Community House' was donated by a private landlord rent free for 3 years. The 'Community House' is an advice centre with over 20 different agencies using the centre.

In addition to the above developments a significant number of new street lights / street lamps were installed on the Castle Estate to improve lighting levels. Derbyshire County Council contributed **£25,000** from the Crime and Disorder Street Lighting Initiative 2000/01 to a specific scheme on the estate upgrading lighting levels on the main thoroughfare. NRF contributed £60,000. This initiative was the most expensive of the 66 schemes.

#### **4.2.1.2 Results**

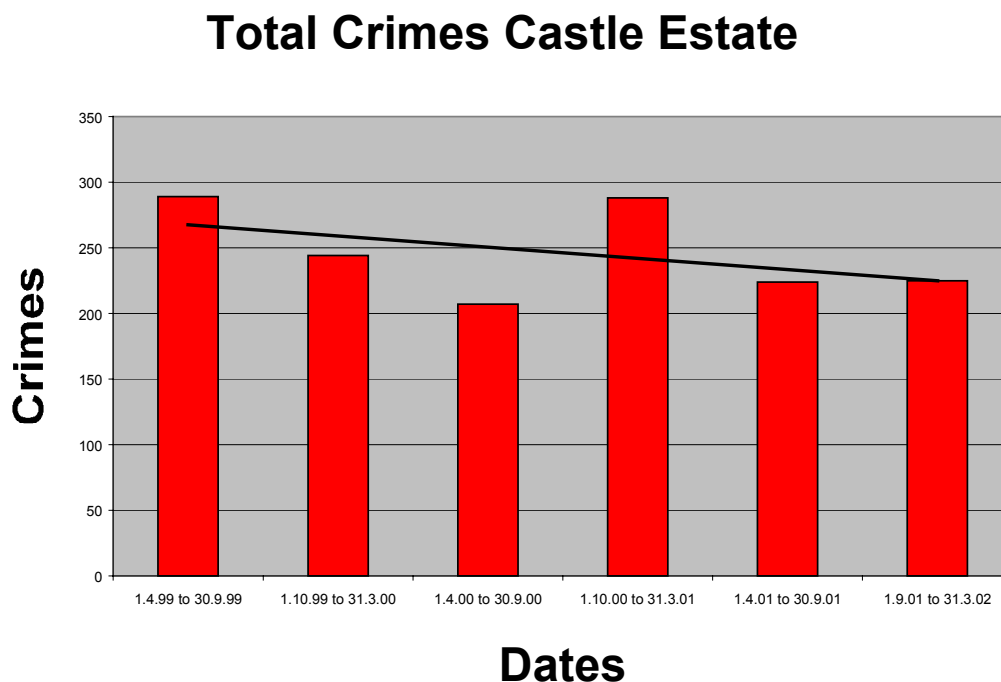
The above initiatives have had a considerable impact on the Castle Estate and its residents. The evidence reported is a combination of direct crime statistics and indirect evidence that community safety has improved on the estate.

##### Direct Impact

- Crime Figures

Between April 2000 and March 2001 the total number of recorded crimes in Bolsover Central (Castle Estate) was 495. This includes incidents of burglaries, theft and vehicle crime.

Following the new initiatives the total number of recorded crimes in Bolsover Central from April 2001 to March 2002 dropped to 449. This represents a 9% reduction in recorded crime at a time when crime figures have been rising.



### Indirect Impact

- Occupancy Levels

There is now a waiting list for properties on the Castle Estate and the number of void properties has fallen considerably.

- New Developments

Prestigious new properties are being / have been developed near to the Castle Estate in Woodhouse Lane and Nursery Drive.

- Attendance levels for social/education activities on the estate

Agencies regularly hold events and courses in the Community House on the estate. Prior to the crime reduction measures it was difficult to attract residents to daytime or evening classes on the estate. Courses are now in high demand and are attended by cross sections of the community.

The indirect impacts are symptomatic of an increasing confidence in the area and its future prosperity.

It must be noted that street lighting improvements were one of a number of initiatives designed to decrease crime and regenerate the Castle Estate. It is not possible to attribute all of the above achievements to the street lighting initiative but a quote from a resident encapsulates the impact that improved lighting has had on the estate:

*‘By far the biggest impact for me, and many others living alone, are the lights on the paths. I have been a prisoner in my own home ...I cannot emphasise enough the new lease of life the lights will give me, in future I will not look to the winter nights with such trepidation.’ (April 2002)*

The Castle Estate project is a good example of the impact that improved street lighting can have on a community when it is utilised in conjunction with other situational crime prevention measures and educational activities. The District of Bolsover are now applying for additional NRF funding so that the principles can be applied to other areas of the district.

#### **4.2.2 Case Study 2 - Tupton**

Tupton Parish Council, Councillor Gillot, and PC Holden from Derbyshire Constabulary proposed a number of initiatives within Tupton. Two schemes were selected.

##### **Scheme 1 – Footpath leading from Nethermoor Road to Tupton Hall School**

The footpath is mainly used by school children attending Tupton Hall School and local residents walking their dogs. The proposal was initiated following a number of local residents expressing concern to the Parish Council that the footpath was poorly lit and prohibited usage during the hours of darkness.

The scheme involved the installation of five new lighting units along the footpath. The units were fitted with High Pressure Sodium SON lamps and a lantern called a ‘Streetfighter’ that is designed to combat vandalism. The total cost of the project was £6,385 with fifty percent of the funding provided by Tupton Parish Council.

##### **4.2.2.1 Results**

Consultation with residents has been undertaken by Tupton Parish Council and Councillor Gillott. Despite limited feedback the following trends have been identified:

- The improved lighting has curtailed the complaints emanating from residents
- There has been a noticeable increase in the number of people using the footpath

- Tupton Parish Council report that the scheme has reduced the fear of crime in the area

Staff from Tupton Hall School were also consulted. There was however limited recollection of the scheme from those contacted, and no feedback was given regarding the impact of the initiative.

**Scheme 2 – Hall Walk Area:** Including Hall Walk, Queens Walk, Edwards Walk, Chapel Way, Queens Way and Victoria Walk, Tupton

This area of Tupton provides housing for a number senior citizens in the village. Tupton Parish Council was receiving monthly complaints of anti-social behaviour in the location, female pensioners expressed concerns over their safety to PC Holder and incidents of vandalism were regularly reported to Clay Cross Police Station.

The street lighting in the area was particularly poor. To improve the lighting levels 19 streetlights were fitted with new lanterns to accommodate High Pressure Sodium SON lamps that give better colour rendering. The scheme cost £2,000 in total.

In addition to the street lighting initiative additional police resources were committed to the area.

#### **4.2.2.2 Results**

Councillor Gillott reported that there has been considerable feedback on this scheme, all of it positive. Residents said it was much better after the lighting was improved and Councillor Gillott has not heard of anymore complaints of anti-social behaviour by children in the area since around the time the lighting went in.

Crime figures show that offences have fallen considerably within the Hall Walk area following the installation of new streetlights:

#### **Total Recorded Offences – Hall Walk Area, Tupton**

<b>Year</b>	<b>Recorded Offences</b>
2001/02	3
2000/01	14
1999/00	12
1998/99	6

The resulting decrease in crime and anti-social behaviour cannot directly be attributed to the improved street lighting but it is another example of working in partnership with crime reduction partners to improve community safety.

The only criticism was why didn't Derbyshire County Council extend the scheme to other areas of the village?

### **4.2.3 Case Study 3 – Tynedale Close, Long Eaton**

This small scheme was instigated following a request from Tynedale Close Neighbourhood Watch Association. The Association Co-ordinator had previously made numerous requests to Derbyshire County Council for improved lighting in a car park adjacent to some residential properties. Prior to the 2000/01 Community Safety Initiative Derbyshire County Council's responded by explaining that there were no funds available for the project.

The Neighbourhood Watch Association reported that many female residents refused to park in the car park after dark because they felt unsafe. There were also a number of incidents where cars had been vandalised in the car park.

#### **4.2.3.1 The Crime Prevention Initiative**

To improve the level of lighting within the car park a single new streetlight was installed in a prominent position. The scheme cost £1,236 in total because the light was difficult to connect to the electricity supply.

#### **4.2.3.2 Results**

The Co-ordinator of Tynedale Close Neighbourhood Watch Association confirmed that the lighting in the car parking area has made a considerable difference:

*'Before the lighting was installed very few people used the car parking and garage area after dark as it was felt so unsafe.....many people, especially females, preferred to leave their cars on the street rather than risk going into the garages on their own.*

*Now that the area is lit the garages are being used and more people are using the area as a cut through to the shops. The lighting has certainly made us feel less vulnerable.'*

Crime figures from Derbyshire Constabulary show that from 1<sup>st</sup> Jan 2002 no incidents of criminal damage have been reported in the car park.

Councillor Camm visited the site and noted that the car park appeared to be considerably lighter than it was previously, but advised that the situation could be further improved by installing a more powerful lamp.

### **4.3 Research conclusions**

All of the above case studies indicate that improving street lighting levels can have a number of positive impacts on the community.

Following the Castle Estate scheme it was possible to detect a decrease in actual crime levels on the estate succeeding the installation of improved street

lighting. In Tupton and Tynedale Close evidence suggests that fear of crime levels have decreased especially amongst the most vulnerable members of society.

In addition to improving community safety the schemes also encouraged more people to leave their homes after dark for recreational purposes and to use community facilities such as the Community House in Bolsover. This can have positive impacts on health therefore contributing to achieving another of Derbyshire County Council's corporate priorities.

## **5 Street Lighting and Community Safety – Consultation**

National and local evidence indicates that there is a clear link between street lighting and community safety. To gauge the understanding of this link, and the support for street lighting and community safety initiatives, Derbyshire County Council's key partners in reducing crime have been consulted.

### **5.1 Derbyshire Constabulary**

Superintendent Harris stated that:

*'Improved street lighting is a proven and cost-effective crime reduction tactic. Correctly targeted, improved lighting can help reduce many types of crime and disorder. ....*

*Improved street lighting is vital to under-pin other crime reduction measures such as CCTV. The benefits of lighting schemes are a very real demonstration of a 'best value' approach to crime reduction'.*

Superintendent Harris noted that Derbyshire Constabulary would welcome more street lighting and community safety initiatives and commented that:

*'Community Safety Partnerships are useful vehicles to assist in effectively targeting the street lighting improvements'.*

In recognition of the contribution that street lighting can have on community safety Derbyshire Constabulary has agreed to contribute £50,000 to the 2002/03 initiative and has indicated that ongoing financial support for street lighting / community safety schemes would be considered.

### **5.2 Community Safety Partnerships**

Local authorities, the Police, health service providers and numerous other agencies are represented on Community Safety Partnerships. It is the principal platform for services to work together to reduce crime in the community.

All Community Safety Partnerships within Derbyshire were consulted. Responses report that:

- Street lighting issues have been raised at meetings of Community Safety Partnerships.
- Improving street lighting can be linked to objectives identified within all of the Community Safety Strategies.
- Community Safety Partnerships would welcome more street lighting & community safety initiatives and see improving street lighting as a tool to reduce crime and the fear of crime.



- To ensure that street lighting schemes link in with identified local objectives the Street Lighting Service needs to develop a closer relationship with Community Safety Partnerships.
- Street Lighting Officers should attend meetings of Community Safety Partnerships or sub-groups to encourage continuous dialogue between crime reduction partners. This would enable Officers to be able to advise local authorities on issues such as CCTV where problems have occurred regarding lighting levels and the suitability of lighting columns to support cameras.

### **5.3 Local Area Committees**

Community Safety Partnerships report to County Council Local Area Committees every six months. The Committee is updated on the progress of the Community Safety Partnership and new initiatives planned. In addition the Local Area Committee Chair is invited to attend all Community Safety Partnership meetings.

Feedback from Local Area Committee Chair's revealed that street lighting issues have been discussed at a number of Committees and that there was a general support for more initiatives, preferably on an annual basis.

Committee Chair's also noted that previous street lighting and community safety schemes that had been actioned within their area had generated a greater confidence in local residents.

### **5.4 Neighbourhood Watch Groups**

Neighbourhood Watch Groups from across Derbyshire discussed the issue of street lighting at a meeting in November 2002. There was widespread support from co-ordinators for more street lighting and community safety initiatives and positive feedback was received regarding previous street lighting initiatives.

### **5.5 Conclusion**

Street lighting issues have been raised at a number of local forums that discuss community safety issues. Derbyshire County Council's partners in crime reduction recognise that street lighting initiatives can have an impact on community safety and would welcome more initiatives aimed at improving community safety.

**PART TWO:**

**WHAT FACTORS LIMIT DERBYSHIRE COUNTY COUNCIL'S ABILITY TO  
MAXIMISE THE BENEFITS THAT STREET LIGHTING CAN HAVE ON  
COMMUNITY SAFETY?**

## **6 Derbyshire County Council's Street Lighting Service**

Consultancy and Contracting, a division of Derbyshire County Council's Environmental Services Department, manage the Street Lighting Service in Derbyshire.

At 31 March 2002 the authority had maintenance responsibility for 83500 lighting units with a replacement asset value of £62.7 million. Annual lighting growth is currently 1.76%. In June 2002 approximately 3500 additional columns were transferred to the authority from the Highways Agency following the de-trunking of some routes.

The whole of the Street Lighting Service is currently funded out of the Highways Maintenance Revenue Budget. The budget for 2002/03 is £3,144,034 (including energy £1,177,895).

### **6.1 Comparing Performance - Derbyshire County Council's Street Lighting Service**

Derbyshire's street lighting service is a member of the Midlands Region Best Value Lighting Task Group the purpose of which is the benchmarking of services.

Information regarding the street lighting service is also provided to the Performance Network Team of the Association for Public Service Excellence (APSE). A service report document is produced annually by the Association comparing performance. Street lighting was also included within the Best Value Review of Highways and Transport Services.

At present there are no performance indicators examining the links between street lighting and community safety.

#### **6.1.1 Quality Awards**

An ISO Quality Management System covers the direct maintenance part of the Street Lighting Service. It is proposed however, that the entire Street Lighting Service be registered to ISO 9002 by October 2003.

#### **6.1.2 Financial Comparisons**

Derbyshire County Council has the lowest energy cost per street lamp maintained out of all the authorities contributing to the APSE benchmarking group. The County's average cost for maintaining streetlights is also below the family group average.

#### **6.1.3 Reliability**

The number of lamps not working as planned within Derbyshire is considerably below the APSE family group (less than 1%).

## 6.2 Key Issues Impacting on the Street Lighting Services Contribution to Improving Community Safety

### 6.2.1 Types of Light Source

In Derbyshire SOX lamps have been commonly used because they are generally more energy efficient than SON lamps. However, the improvement of optical design with longer operational lamp life can make SON, CDM-T and PL lighting more cost effective.

**The SOX lamp is not as effective for community safety purposes** as the other lamps because it bathes the vicinity in different shades of yellow. The other lamps produce a whiter light that can be concentrated on specific areas more effectively thus reducing light pollution and improving visibility. The other lamps also produce more suitable light levels that enable CCTV cameras to distinguish specific features.

SOX, Low-pressure sodium <ul style="list-style-type: none"> <li>• Low running costs</li> <li>• Monochromatic yellow orange light</li> <li>• Poor colour rendering</li> </ul>	SON, High-pressure sodium <ul style="list-style-type: none"> <li>• Medium running costs</li> <li>• Golden yellow colour</li> <li>• Average colour rendering</li> </ul>
CDM-T, Ceramic discharge metal halide <ul style="list-style-type: none"> <li>• Medium/high running costs</li> <li>• Warm white colour</li> <li>• Excellent colour rendering</li> </ul>	PL, Compact fluorescent lamp <ul style="list-style-type: none"> <li>• Low running costs</li> <li>• Full spectrum white light</li> <li>• Good colour rendering</li> </ul>

LIGHT SOURCE	NUMBER	LIFE EXPECTANCY
SOX Lamps	78500	3 Years
SON Lamps	5000	3 Years (4 for Philips PIA Lamp)
CDM-T Lamps	10	18 months (recently installed)
PL Lamps	25	18 months (recently installed)

Background information provided by Environmental Services explained that the following considerations have to be taken into account when choosing a light source:

- Cost of lamp
- Lamp life
- Lumen depreciation (light output)
- Cost of energy
- Reliability
- Colour rendering
- Lamp disposal

**\*See Recommendations 1 & 7**

## 6.2.2 Lighting Column Asset Problems

Substantial under investment nationally in street lighting assets in the 1990's has led to a high number of structurally dangerous and substantially inadequate street lighting columns.

Budget Previously Spent on Derbyshire County Council's Lighting Column Asset:

YEAR	CAPITAL - £k	REVENUE - £k	TOTAL - £k
1995/6	80	305	385
1996/7	58	311	369
1997/8	0	150	150
2000/01	0	410	410
2001/02 EST	0	511	511

Amount spent from the above figures on short term measures in the last two years:-

YEAR	£k	%
2000/01	113	27.5
2001/02	186	36.4

The budget has predominantly been spent on the following items:

- The replacement of lighting columns removed from services that are found to be structurally unsafe.
- The fitting of a metal over bracket on concrete lighting columns where the bracket has cracked.
- The fitting of a base sleeve on concrete columns to prevent premature failure and allow maintenance from a ladder.
- The replacement of lighting columns where the use of a ladder on lighting columns is deemed unsafe.
- For the visual inspection of lighting columns.

In Tameside MBC a Best Value Review of the Council's Highways Maintenance and Street Lighting Service reported that in 1998 17% of Borough lighting was structurally dangerous and 70% was reaching the end of its useful life and incurring high maintenance costs.

During the last few years Derbyshire's Street Lighting Service has carried out a visual check of lighting columns to determine the basic risk assessment of the asset. Up to May 2002 44% of the lighting stock had been visually inspected. As a result 1997 columns were identified as giving cause for concern and £1.5m needed for replacement.

The risk analysis shows that Derbyshire County Council can expect about 4600 lighting units to be a problem by the time the inspections have been completed.

Therefore, to address this problem £3.43 million is needed. Using a 10-year plan an **additional** £350,000 per year is required to deal with this risk.

Funding is being sought for the required column replacement programme. Government funding through the Local Transport Plan (LTP) has been identified as a potential source of capital, however, column replacement is considered to be a maintenance cost and LTP funding is limited to capital projects. Recent feedback from the Government has indicated that this position may change shortly enabling street lighting column replacement programmes to be funded through the LTP. If funding can be obtained a defined replacement strategy needs to be developed.

***\*See Recommendation 5***



### **6.2.3 Financial Constraints**

The current Street Lighting revenue budget of £3,144,034 is insufficient to deliver the service improvements that are required to maximise the benefits that street lighting can have on community safety. The budget supports the general maintenance of over 80,000 streetlights; this includes replacing 27,000 lamps annually, routine maintenance work, vandalism and repairs. Energy costs account for in excess of £1m of the budget.

Additional pressures on the revenue budget are being generated by the need to replace or modify the growing number of unsafe lighting columns (**6.2.2**), and to support the annual lighting stock growth of 1.76%.

These pressures mean that significant effort is required annually in order to maintain the current service standards. To improve the position with regards to

community safety, by for example changing SOX lamps for an alternative lamp, additional resources are required.

**Example:**

To replace a SOX lamp with a SON lamp, or other white light source, can improve visibility in a location and as evidence indicates can have an impact on crime levels. This process requires the lantern on the streetlight to be changed in addition to the lamp. This costs on average £150 per streetlight, providing the column is suitable. These resources are not available within the existing budget levels.

**\*See Recommendation 3**

#### **6.2.4 Street Lighting Policy/Practice and Community Safety**

- Section 17 of the 1998 Crime and Disorder Act requires local authorities to consider the community safety implications of all their activities. Derbyshire County Council's draft Community Safety Strategy commits the Council to ensure that **all County Council services are actively promoting community safety** in their work, and that community safety is maintained as a priority for all departments.

Analysis of the Street Lighting Service reveals that:

- 1) There are few explicit policy statements or objectives relating to the link between street lighting and crime within either the Environmental Services Service Plan 2002/03, or the Environmental Services Departmental Objectives produced in February 2002.

**\*See Recommendation 1**

- 2) Community safety implications do not feature in the considerations taken into account when determining the appropriate light source (**6.2.1**).

**\*See Recommendation 1**

- 3) Street Lighting maintenance objectives include a commitment to respond to emergency call outs within 2 hours of notification. Emergency call outs relate to public safety issues where a street lighting column may present a risk of injury. Crime hotspots are not given priority for repairs and maintenance and service teams are employed to repair faults within ten working days.

**\*See Recommendation 1**

- 4) A service improvement objective for the Street Lighting Service is to establish G.I.S based records for Derbyshire County Council owned electrical network by March 2003 to assist in rectifying lighting faults more quickly and maintain

community safety. There are no current plans however to utilise crime data to assist in developing priority maintenance areas for the Street Lighting Service.

***\*See Recommendation 6***

- 5) Energy efficiency considerations are paramount. When new housing estates are planned low pressure sodium (SOX) lamps are specified. This is currently the most energy efficient way of providing lighting on new developments. No consideration is given to light source in terms of community safety.

***\*See Recommendations 1 & 7***

- 6) Communication between the Street Lighting Service and the Community Safety Partnerships is limited. A planned programme directed by the action plans within the Community Safety Strategies does not initiate communications and resulting activities that do occur.

***\*See Recommendations 2 & 4***

- 7) Derbyshire County Council's Street Lighting Service has not been able to undertake consultation with users. General satisfaction levels regarding street lighting are not known and feedback with users prior to, and following new initiatives is not conducted to evaluate the success of initiatives.

***\*See Recommendation 8***

### **6.3 Conclusion**

The performance comparison shows that Derbyshire County Council's Street Lighting Service is performing well in a number of areas. There are however, a number of areas of weakness within the service and the assets that limit the ability to maximise the benefits that street lighting can have on community safety.

- The existing revenue budget is insufficient to withstand the additional financial pressures generated by:
  - the utilisation of a light source that is not as effective for community safety purposes
  - deteriorating street lighting columns
  - an annual increase in streetlights
  - electrical distribution networks that in many areas do not comply with the Electricity at Work Act 1989 or BS 7671.

The Street Lighting Service requires greater investment if it is to deliver service improvements and engage fully in community safety initiatives.

- The Street Lighting Service has not been able to consider the community safety implications of all its activities and a clearer focus on community safety is required within the department.



- Communications between the Street Lighting Service and Community Safety Partnerships are irregular.

## **7 Examples of Good Practice**

This review has identified a number of weaknesses within Derbyshire County Council's Street Lighting Service that limit the ability to maximise the benefits that street lighting can have on community safety. Analysis of Inspected Best Value Reviews, and discussions with neighbouring County Council's, has highlighted a number of examples of good practice within local authorities. The Audit Commission Inspectors have commended these examples.

### **7.1 Good Practice - Working in partnership with Community Safety Partnerships**

- Blackpool Borough Council – The Street Lighting Service works closely with the police and the local community, through the Blackpool Community Safety Partnership, with a view to helping to 'design crime out'. Innovative lighting schemes have been designed around Blackpool's new mosque, and work is underway to consider the most effective lighting schemes to maximise personal safety and minimise crime.
- Warwickshire County Council – A budget is made available annually to support street lighting and community safety initiatives. In 2001/02 this totalled £250,000 and in 2002/03 the set allocation was £160,000. The funding is utilised effectively by working in partnership with the police and other agencies to maximise the impact of crime reduction measures.
- Leicestershire County Council & Tameside MBC – Both authorities Street Lighting Service work in partnership with Community Safety Partnerships and prioritise improvements to street lighting where crime is most prevalent.

### **7.2 Good Practice – Incorporating community safety issues into street lighting policy objectives**

- Sutton LBC – The Sutton Street Lighting Service stated objectives are:
  1. To improve street lighting standards in target areas such as footpaths, rail stations, main pedestrian routes and transport hubs;
  2. To reduce night-time road accidents;
  3. *To reduce crime and the fear of crime at night; and*
  4. *To identify potential groups most at risk from crime and those most likely to benefit from better lighting.*
- Merthyr Tydfil CBC – Best Value Inspectors noted that the main objectives of the Street Lighting Service were:

'To provide a safer environment by preventing road traffic accidents and reducing crime and the fear of crime.'

### **7.3 Good Practice – Project evaluation**

- Blackpool Borough Council – Attempts are being made by Blackpool to measure the impact of street lighting on crime and disorder. This has included consultation with the public and community groups.
- Lincolnshire County Council – The Council employs before and after surveys to judge the effectiveness of street lighting schemes. The survey includes questions related to crime and fear of crime. This feedback is then incorporated into street lighting policy.

### **7.4 Good Practice – Utilising new technology**

- Merthyr Tydfil CBC – The authority is starting to install a computerised system for reporting street light faults. The system informs the street lighting office of failed lamps or those that are about to fail. Clearly this proactive approach would be beneficial in ensuring street lights are fully operational in crime hotspots.
- Tameside MBC & Sutton LBC – The authorities maintain asset registers on streetlights on a GIS system. This computer system enables the ownership and location of all streetlights to be identified immediately, and detailed information on issues such as crime and maintenance can be stored.

### **7.5 Good Practice – Invest to save**

- Merthyr Tydfil CBC – The Council is using innovative approaches to improve the Street Lighting Service and community safety that will result in long term financial savings for the authority.

Aluminium columns are being used in the authority. They have a longer life span, lower maintenance costs and have a high resale scrap value after use. The belief is that the higher purchase cost will be off set by maintenance savings.

Note: The use of aluminium columns is not suitable currently for all parts of Derbyshire. The column manufacturers may have some difficulty complying with the paint colour requirements agreed for columns in the 1980's by Peak Park and conservation officers. The chosen colour blends in with the natural features of most parts of the county but it has now become a non British Standard colour and nearest matches were awful.

Secondly, Merthyr Tydfil CBC is changing lamp fitting from SOX to SON. New technology is lengthening the life span of SON lamps. Energy costs are higher but the improved life span, if proven, will decrease replacement lamp costs. SON lights raise lighting levels and improve clarity for CCTV cameras.

## **8 Recommendations**

### **8.1 Summary of Findings**

#### **Part one:**

What is the link between street lighting and community safety?

- National evidence indicates that there is a strong link between street lighting and community safety.
- Studies investigating the impact of street lighting schemes in Derbyshire show that, where evidence is available, improving street lighting has decreased the fear of crime, anti-social behaviour and increased social activity.
- Consultation with the Police, Local Area Committee Chairs, Neighbourhood Watch Groups and Community Safety Partnerships shows support for improving street lighting as a crime reduction measure.

#### **Part two:**

What factors limit Derbyshire County Council's ability to maximise the benefits that street lighting can have on community safety?

- The existing Street Lighting revenue budget is insufficient to withstand the additional financial pressures generated by:
  - the utilisation of a light source that is not as effective for community safety purposes
  - deteriorating street lighting columns
  - an annual increase in streetlights
  - electrical distribution networks that in many areas do not comply with the Electricity at Work Act 1989 or BS 7671.

The Street Lighting Service requires greater investment if it is to maintain the existing asset and deliver service improvements.

- The Street Lighting Service has not been able to consider the community safety implications of all its activities and a clearer focus on community safety is required within the department.
- Communications between the Street Lighting Service and Community Safety Partnerships are irregular.
- Examples of good practice regarding street lighting and community safety have been identified.

To maximise the identified benefits that improved street lighting can have on community safety a number of improvements are needed. These are set out below:-

<b>Recommendation 1</b>
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### **8.2 Prioritise community safety within Street Lighting Service objectives**

To ensure that community safety considerations are incorporated into street lighting practice the following actions are required:

- a) That the Environmental Services Departmental Objectives should include a service delivery objective of the Consultancy and Contracting Department to the effect of:  
  
*‘To work in partnership with others to reduce crime and the fear of crime’*  
  
This objective should be incorporated into the objectives of the Street Lighting Service.
- b) Include community safety within the criteria for determining the appropriate light source.
- c) Prioritise repairs and maintenance and improvements to street lighting where crime is most prevalent.

## **Recommendation 2**

### **8.3 Improve relationships with Community Safety Partnerships**

Evidence from the Castle Estate case study suggests that street lighting initiatives are more effective when employed in conjunction with other crime reduction measures. The principal platforms for partnership working regarding community safety are local Community Safety Partnerships.

To maximise the contribution that street lighting can have on community safety the Street Lighting Service needs to improve communication with Community Safety Partnerships. Street Lighting Service Officers should:

- a) Attend Community Safety Partnerships or appropriate panels when invited
- b) Seek to work with partners to achieve targets identified by Community Safety Partnerships
- c) Utilise Community Safety Liaison Officers to share information and raise awareness on street lighting issues.\*

(\*Each County Council department has an identified Community Safety Liaison Officer. The Liaison Officers have responsibility for a specific community safety partnership. Liaison Officers meet every six weeks to discuss inter-departmental issues and report on issues raised at the community safety partnership meetings. Liaison Officers also attend the Local Area Committee in the same area as their Community Safety Partnerships responsibility.)

## **Recommendation 3**

### **8.4 Increase funding for street lighting and community safety initiatives**

Additional funding needs to be identified to support street lighting and community safety initiatives.

Recommended sources of funding:

- a) **Public Service Agreement Funding (PSA)** – Cabinet on 15th October 2002 approved the allocation of £400,000 of unsupported credit approvals to support a programme of street lighting and community safety initiatives. This funding is one off and is directed at meeting the Council's PSA targets on crime. Schemes will commence in early 2003 and will conclude by the middle of 2003. Derbyshire Constabulary has agreed to contribute a further £50,000 to this initiative.
- b) **Increase the Street Lighting budget** – Improving street lighting is an effective tool for reducing crime. Derbyshire County Council's key goals include reducing crime and risks to safety.

When PSA funding is spent the Council should identify additional Street Lighting funding, as resources permit, and ring fence this additional funding to an ongoing programme of street lighting and community safety initiatives, and to support additional energy costs that may arise from initiatives.

- c) **Investigate the potential of allowing advertising on street lighting columns** – A number of local authorities are piloting schemes whereby illuminated advertising signs have been erected on columns.

A company approached Derbyshire County Council with the view to installing an initial 200 signs across Derbyshire. The Council would receive either a set fee per annum for each streetlight or could negotiate a percentage of advertising revenue.

The Working Group visited a pilot scheme in Warwickshire. The perceived benefits of the initiative are:

- Increases revenue for Derbyshire County Council. Additional monies might then be invested in community safety activities that will benefit the community.
- Where the advertising display board needs a strengthened column to support the additional weight the company would install the new columns. New columns could therefore replace a number of deteriorating columns.
- Advertising display boards could be used for community messaging.

The Working Group proposes that attention be paid to ensure the location of sites is suitable, and that road safety implications are taken into consideration. Conservation areas should not be considered suitable sites.

It is now recommended that a pilot study be undertaken to investigate the potential of the proposals allowing advertising on street lighting columns. It is suggested that members of the Improvement and Scrutiny Committee Working Group be involved in the pilot study and its outcome be subject to a further report to Cabinet.

d) **Seek funding from alternative sources** – Potential sources of funding should be explored.

- An energy supplier has expressed an interest to work in partnership with the Street Lighting Service. The exact nature of this partnership has not been determined but should be investigated.
- More joint funding schemes with Parish Council's, local businesses, Community Safety Partnerships and Derbyshire Constabulary should be considered.
- Sheffield City Council has a partnership arrangement with a local company who, in return for sponsoring some lighting columns, are directly contributing towards the upgrading of columns in the city. Derbyshire County Council should explore such initiatives.

#### **Recommendation 4**

### **8.5 Plan a programme of street lighting initiatives that will improve community safety across Derbyshire**

Funding for street lighting and community safety initiatives has been for one-off programmes over a short time period. Subject to the outcome of the recommendations in the report regarding future funding for the service, and to improve relationships with Community Safety Partnerships being approved, the Street Lighting Service should develop a planned programme of improvements to street lighting across Derbyshire.

The programme should be developed in conjunction with Community Safety Partnerships to ensure that local community safety priorities are targeted over an agreed period of time.

#### **Recommendation 5**

### **8.6 Seek capital funding to replace deteriorating lighting columns**

Derbyshire County Council should seek all viable sources of funding that will enable the deteriorating street lighting stock to be upgraded.

If failing street lighting columns are replaced and continue to be replaced it should result in less money being spent on short-term measures to repair street lighting stock. This should in turn free up resources to be spent on implementing the review recommendations.

## **Recommendation 6**

### **8.7 Utilise GIS Technology to improve information management**

Derbyshire County Council has purchased a Geographical Information System (GIS), as part of the Change Management Programme. The Street Lighting Service should utilise this technology and plot streetlights on the mapping system. This will improve information management, will help identify the ownership of streetlights in Derbyshire and can enable crime data and target areas to be viewed alongside street lighting information.

This will assist with the recommendation to prioritise repairs and maintenance and improvements to street lighting where crime is most prevalent.

## **Recommendation 7**

### **8.8 Develop a more innovative approach to increase community safety through street lighting initiatives**

New technology and a growing understanding of what works with regard to street lighting and community safety should be utilised by the Street Lighting Service.

Areas such as town centres and crime hotspots require different solutions to providing the optimum night scene than conservation areas. To ensure that the desired impact of improved lighting is realised, and to deter increased opportunities for crime, imaginative and appropriate schemes should be developed. The elements comprising a street lighting / community safety scheme should be determined primarily by answering the question 'what works best in the location?'

New initiatives should utilise the most effective light source for the circumstances and new technology such as a remote monitoring system for reporting street lighting faults should be considered.

The Street Lighting Service has made efforts to factor in the whole life cost of a product when purchasing equipment, rather than just the initial purchase price and energy costs. The approach should be encouraged further.

## **Recommendation 8**

### **8.9 Undertake consultation and project evaluation**

The Environmental Services Department should employ before and after surveys with communities to judge the effectiveness of street lighting schemes. Feedback from the consultation process should then be incorporated into street lighting policy to ensure that the service is learning from experience.



## **9 The Next Stage**

The report will be presented to Cabinet for consideration. It is recommended that: -

- (1) the Chair of the Improvement and Scrutiny Panel presents the report to the Cabinet.
- (2) following consideration of this report it is suggested that, should the Cabinet agree to implement the recommendations, the Improvement and Scrutiny Panel receives a report at a date to be determined, to outline progress made.

## 10 Action Plan

The table below sets out the recommendations outlined in this final report.

Recommendation	Implement Yes/No	What action has taken place?	Lead Officer	Timescale
<b>Prioritise community safety within Street Lighting Service objectives</b>				
<p>a) Include a service delivery objective of the Consultancy and Contracting Department to the effect of:</p> <p><i>‘To work in partnership with others to reduce crime and the fear of crime’</i></p> <p>This objective should be incorporated into the objectives of the Street Lighting Service.</p>				2003/04
b) Include community safety within the criteria for determining the appropriate light source.				2003/04
c) Prioritise repairs and maintenance and improvements to street lighting where crime is most prevalent				Commence 2004/05
<b>Improve relationships with Community Safety Partnerships</b>				
<p>Street Lighting Service Officers should:</p> <p>a) Attend Community Safety Partnerships or appropriate panels when invited</p> <p>b) Seek to work with partners to achieve targets identified by Community Safety Partnerships</p> <p>c) Utilise Community Safety Liaison Officers to share information and raise awareness on street lighting issues</p>				<p>2003/04</p> <p>2004/05</p> <p>2003/04</p>

<b>Recommendation</b>	<b>Implement Yes/No</b>	<b>What action has taken place?</b>	<b>Lead Officer</b>	<b>Timescale</b>
<b>Increase funding for street lighting and community safety initiatives</b>				
a) Public Service Agreement Funding				By Mid 2003
b) Increase the Street Lighting budget for street lighting and community safety initiatives				From 2004/05
c) Investigate the potential of allowing advertising on street lighting columns				2003
d) Seek funding from alternative sources				From 2003
<b>Plan a programme of street lighting initiatives that will improve community safety across Derbyshire</b>				
Develop a plan of action for street lighting and community safety schemes				By 2004/05
<b>Seek capital funding to replace deteriorating lighting columns</b>				
Seek capital funding to replace deteriorating lighting columns				ongoing
<b>Utilise GIS Technology to improve information management</b>				
a) Input street lighting data on to the GIS System				2003/04
b) Incorporate community safety information to identify priority areas				2003/04
<b>Develop a more innovative approach to increase community safety through street lighting initiatives</b>				
New initiatives should utilise the most effective light source for the circumstances and new technology such as a computerised system for reporting street light faults should be considered.				From 2003
<b>Undertake consultation and project evaluation</b>				
a) Employ before and after surveys with communities to judge the effectiveness of street lighting schemes				2003/04

## **11 Appendices**

- **Appendix 1 -** Project Brief
- **Appendix 2 -** Crime and Disorder Street Lighting Initiative 2000/01:  
66 selected schemes

## Appendix 1

### **ENVIRONMENT AND HIGHWAYS IMPROVEMENT AND SCRUTINY COMMITTEE**

#### **REVIEW OF THE IMPACT OF STREET LIGHTING ON COMMUNITY SAFETY**

#### **PROJECT BRIEF**

##### **1. Purpose of the Review**

- To undertake a review of the impact of street lighting on community safety, and to determine how any further improvements could be gained.

##### **2. Objectives of the Review**

- To further understand the relationship between street lighting and community safety
- To measure the impact of current County Council policies and practices in relation to the introduction of new street lighting schemes, in relation to community safety
- To measure the impact of current County Council policies and practices in relation to the improvement of existing street lighting schemes, in relation to community safety (*includes repair times*)
- To seek the views of others involved in the Crime and Disorder partnership on the role of Derbyshire County Council's Street Lighting Service in contributing to the aims and objectives of the partnership
- To identify how the Street Lighting Service has built in customer feedback and so drive continuous improvement of the service, in relation to community safety
- To support and inform the Best Value Review of Community Safety in the area of the impact of street lighting

##### **3. Big Issues**

- Does street lighting make any contribution towards crime reduction or reducing the fear of crime in Derbyshire?
- How is street lighting designed on new housing developments in Derbyshire? What is the upgrading programme for estates?
- What is the difference in service provision between rural and urban areas? Are there different policies / practices across the County?
- What are the views of Derbyshire people? Do we manage expectations / meet needs? *Links to Local Area Committees to be pursued here?*
- What are the cost implications to Derbyshire County Council?
- Is there scope for sponsorship of street lighting initiatives?

#### **4. Review Methodology**

- Research existing Derbyshire County Council and Derbyshire Crime and Disorder partnership documentation.
- Research best practice in England – with emphasis on County Councils.
- Undertake consultation with:
  - Local communities / organisations
  - Borough and District Councils and Parish Councils
  - The Police
  - Derbyshire Crime and Disorder Partnerships
  - Elected Members, including Local Area Committees
  - Chief Officers
  - Staff
- Explore comparative information, qualitative and quantitative.

#### **5. Outline Consultation Plan**

- Prepare a plan including a balance of written and oral views of those groups and individuals outlined above.
- Develop further understanding by Elected Members through a series of interviews with expert witnesses at Improvement and Scrutiny meetings.

#### **6. Comparison and Benchmarking – quantitative and qualitative information**

- Identify any performance management measures in use to quantify the relationship between street lighting and enhanced community safety.
- What do other county councils do?
- What is the impact of Borough and District Councils?

#### **7. Dangers / What the review will not include**

- A full review of the Street lighting service
- Due to the cross-cutting nature of this review some of the evidence may be considered to be anecdotal. Care will need to be taken to ensure that conclusions and recommendations are supported by as much factual evidence as possible.
- The I&S Team will work closely with the Project Manager for the Best Value Review of Community Safety.

#### **8. Outline Project Plan**

- June 2002      I&S Committee agrees the Project Brief  
                         I&S Working Group prepares a consultation plan and starts research
- July 2002      I&S Working Group commences consultation exercises  
                         I&S Working Group undertakes comparative work

- August 2002 I&S Working Group continues consultation exercises
- September 2002 I&S Working Group receives expert witnesses
- 30 October 2002 I&S Committee receives an Interim Report
- 11 December 2002 I&S Committee receives the final report

**Appendix 2****2000/01 Street Lighting and Community Safety Schemes**

N <sup>o</sup>	PARISH/AREA	LOCATION	MEMBER/ PAR CO/CRIME PARTNER
1.	A619 WOODTHORPE	NORBRIGGS ROAD	Cllr WILLIAMS
2.	ALFRETON	BENTLEY CLOSE	Cllr BUCKLEY
3.	ALFRETON	BENTLEY CLOSE	Cllr BUCKLEY
4.	BAKEWELL	STATION ROAD	Cllr TWIGG
5.	BELPER	FIELD/GREEN LANE	Cllr SANDERS
6.	BELPER	WHITEMOOR LANE	Cllr SANDERS
7.	BOLSOVER	CASTLE ESTATE	Cllr BRATT
8.	BORROWASH	ASHBROOK AVE	OCKBROOK P.C.
9.	BORROWASH	KIMBERLEY ROAD	EREWASH B.C/CP
10.	BORROWASH	ASHBROOK AVE	OCKBROOK P.C.
11.	BOYTHORPE	FP-WALTON DRIVE	CBC/C.P.
12.	BRAMPTON	BARKER LN	CBC/C.P.
13.	BREADSALL	FP MOORWAY TO BROOKSIDE	EREWASH B.C/CRIME PARTNER
14.	BRIMINGTON	HIGH STREET	Cllr SUMNER
15.	CHAPEL	MARKET STREET	Cllr WESTERN
16.	CLOWNE	RECTORY RD/MILL STREET	BDC/CP
17.	CODNOR	FP-CODNOR GATE I.E.	Cllr CUTTING
18.	COTMANHAY	VARIOUS	Cllr LUCAS
19.	DARLEY BRIDGE	EVERSLEIGH RISE	SOUTH D.P.C.
20.	DRONFIELD	CHURCH/HIGH ST	DRONFIELD CIVIC SOCIETY.
21.	DUFFIELD	MARSDEN CLOSE	Cllr WILDSMITH
22.	FAIRFIELD	FP VICTORIA PARK AVE/EDNENSOR	Cllr McGROTHER
23.	GLOSSOP	SHREWSBURY STREET	Cllr NEALE
24.	GLOSSOP	FP LONG/PEAK	Cllr BULL
25.	GLOSSOP	SHREWBURY ST	Cllr NEALE
26.	HADFIELD	HADFIELD RD	Cllr WILCOX
27.	HASLAND	HORNSBRIDGE	Cllr ALLEN
28.	HASLAND	CHURCHSIDE	Cllr POWELL
29.	HEAGE	PARK LANE	Cllr CARLILE
30.	HEANOR	SUKI HOLLOW	Cllr ARMSTRONG
31.	HEANOR	SUKI HOLLOW	Cllr ARMSTRONG
32.	HEANOR	FP GLADSTONE-FLETCHER	Cllr ARMSTRONG
33.	HILTON	EGGINGTON RD/WILLOWFIELDS	Cllr LITTLEJOHN
34.	HOLYMOORSIDE	THE CRESCENT	NEDDC/C.P.
35.	HORSLEY WOODHOUSE	MAIN STREET	Cllr LANCASHIRE
36.	ILKESTON	ESSEX ST	Cllr TRUEMAN
37.	INKERSALL	INKERSALL GREEN RD	Cllr BURROWS
38.	KILLAMARSH	FP BRIDGE ST/ORCHARD	Cllr CHARLES
39.	LANGLEY MILL	DEANS ST/ANDREWS DR	Cllr JANES
40.	LINTON	HILLSIDE ROAD	Cllr LAURO
41.	LITTLE EATON	THE TOWN	EREWASH B.C/CP
42.	LONG EATON	F/P TYNEDALE CLOSE	NEIGHBOURHOOD WATCH ASS.
43.	LONG EATON	LODGE ROAD	Cllr HOSKER



	PARISH/AREA	LOCATION	MEMBER/ PAR CO/CRIME PARTNER
44.	MAPPERLEY	MAPPERLEY LANE	EREWASH B.C/CP
45.	MATLOCK	STEEPTURNPIKE	D.D.D.C./CP
46.	MELBOURNE	DUNNICLIFFE	Cllr HARRISON
47.	MIDWAY	SALISBURY DRIVE	Cllr JONES
48.	MORTON	O/S POST OFFICE MAIN ROAD	Cllr TREWEEK
49.	NETHERSEAL	FP HUNTS/HAWTHORN	Cllr LAURO
50.	NEW MILLS	DERBY ROAD	Cllr DOUGHTY
51.	NEW MILLS	HIGH ST/DYEHOUSE LN/HIGHBANK	Cllr DOUGHTY
52.	NEWHALL	OAKLEIGH/ASHLEIGH AVENUE	Cllr LAURO
53.	NORTH WINGFIELD	PARK VIEW	Cllr GILLOT
54.	OCKBROOK	FP PARES WAY /GREEN LANE	EREWASH B.C/CP
55.	RENISHAW	JITTY ABBEY CROFT	ECKINGTON P.C.
56.	RIPLEY	FP OAK/BROOK	Cllr CARLILE
57.	SANDIACRE	LONGMOOR/LOCK LN	Cllr NOSKWITH
58.	SAWLEY	FP WILMOT TO FARNDALE	EREWASH B.C/CP
59.	SHIRLAND	FERNWOOD CLOSE	SHIRLAND P.C.
60.	SMALLEY	HEANOR GATE I.E.(ADAMS CLOSE)	Cllr LANCASHIRE
61.	SOMERCOTES	FP VICTORIA ST	Cllr SMITH
62.	STANTON I.PEAK	MAIN STREET	STANT I.N. P.
63.	STONEBROOM	O/S 3 BYRON GROVE	Cllr TREWEEK
64.	TUPTON	HALL WALK AREA	Cllr GILLOT
65.	TUPTON	FP-NETHERMOOR/TUP.SCH.	Cllr GILLOT/PAR.C
66.	WHITWELL	FP RECREATON GROUND	Cllr WALKER