

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member - Environment
Date:	29 June 2010
Title:	Street Lighting Policy Document (4 th Edition)
Reference:	1673
Report From:	Director of Environment

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1. Executive Summary

1.1. The purpose of this paper is to seek approval of the revised Street Lighting Policy document and endorsement of its formal publication.

1.2. This paper seeks to:

- set out the background to the project
- summarise the key changes to the current document
- report on the consultation process undertaken.

2. Contextual information

Background

2.1. The current Street Lighting Policy (2nd edition) was drafted in 1991 and, after ratification by Members in the same year, was published as a formal document in 1994. In 1999 the Best Value Pathfinder project indicated that a review of the Policy was overdue, particularly as new legislation and proposed revised codes of practice were in the pipeline. This led to the publication of a 3rd Edition document in 2001.

2.2. Since that time there have been significant changes in lighting practice, technology, legislation and environmental awareness, all of which mean the current Street Lighting Policy is now in need of substantial revision. The Street Lighting PFI, which commenced in April this year, has also introduced major policy changes which need to be reflected in a new revised draft.

2.3 Summary of Amendments/Updates:

- Document brought into line with the format recommended by the Institute of Lighting Engineers Technical Report 24.
- Document aligned with the outputs of the Street Lighting PFI project with particular regard to the levels of lighting in high/low crime areas and the use of white light sources.
- Revisions to Environmental Zone definitions to bring them into line with those used in the PFI Output Specification. This mainly impacts on definitions of Zone E1 and E2 Rural areas to allow for the 1:4:1 replacement of lighting columns.
- Updates to BS references and new legislation.
- Shielding. A clarification of existing practice to provide shielding free of charge where works are undertaken by the Council. Also limiting the use of shields for lanterns above 7m to those supplied by the lantern manufacturers.
- Switching and dimming. Confirmation of the new, lower switching levels introduced by the PFI from 100lux on, 50lux off to 35lux on, 18lux off. Dimming of 25% between 00:00 and 05:00 in all new lanterns.
- Energy procurement and strategy. A statement reflecting the Council's current practice to seek Best Value when procuring energy contracts together with a statement confirming the Council's stated target to reduce CO₂ emissions by 15% by 2020.
- Mobile CCTV. A statement of the protocol for installation of mobile CCTV on lighting columns for the purposes of crime prevention to ensure consistent application in all areas.
- Light intrusion/light pollution. A statement confirming current practice to reduce both light intrusion into properties, and light pollution into the night sky, by use of modern lighting technology.
- Passive safety. A statement confirming the use of passive safety columns to reflect the PFI contract requirements and national guidance.

3. Consultation

- 3.1. Consultation with local authorities, local interest groups and national bodies has been undertaken and, where possible, those comments have been incorporated into the document. In the vast majority of cases the comments received have been very supportive and welcoming of our intended approach.
- 3.2. A list of consultees is included in the Appendix, along with any comments received and action taken.

4. Financial Implications

4.1. There are no financial implications to this document as all of the issues arising from it are being funded through the Street Lighting PFI project.

5. Recommendation

5.1. That the amendments to the present Street Lighting Policy Document be agreed and the publishing of a revised Policy Document be endorsed.

Rpt/1673/JAH

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	yes
Corporate Improvement plan link number (if appropriate):	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document:</u>	<u>Location:</u>
South Coast PFI Contract	Hantsfile
Street Lighting Policy Document	Hantsfile

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment:

- 1.1. Assessment of the Race Relations (Assessment) Act has been considered in preparing this report. No adverse impact has been identified in terms of race, creed or gender.

2. Impact on Crime and Disorder:

- 2.1. The use of natural white light sources in high crime residential areas will assist in the reduction of crime and the fear of crime. Such sources of light will also assist in the use of CCTV imaging. Details of the full expected impact are outlined in the South Coast PFI Final Business Case.

3. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption?
 - The introduction of remote monitoring technology, improved lamps and control gear is expected to deliver 12-15% savings in CO₂ emissions and energy consumption by 2016.
- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?
 - The new policy document will challenge the need for unnecessary provision of lighting in both urban and rural locations and require more detailed consideration to be taken of environmental issues at project initiation.
 - The equipment now being specified is future proofed to allow further changes in light-up times, periods of operation which will allow the system to adapt to climate change issues.
 - 99% of the materials specified are recyclable.

List of Consultees and Comments Received

Rushmoor Borough Council

Winchester City Council

New Forest District Council

Fareham Borough Council

Havant Borough Council

Basingstoke and Deane Borough Council

Rushmoor Borough Council

Hart District Council

Test Valley Borough Council

East Hampshire District Council

Eastleigh Borough Council

Gosport Borough Council

Hart District Council

Test Valley Borough Council

Winchester City Council

Fareham Borough Council

Havant Borough Council

Royal Fine Arts Commission

Friends of the Earth

Hampshire Association of Local Councils

East Hampshire District Council

Eastleigh Borough Council

Gosport Borough Council

Council for the Preservation of Rural England, Beaconsfield House

Institute of Lighting Engineers

Department of the Environment, Transport and the Regions

Hampshire Conservation Officers Liaison Group

Hampshire Astronomical Group

New Forest District Association of Local Councils,

Royal National Institute of the Blind

English Nature

Hampshire Constabulary

Hampshire Local Government Landscape Group

Age Concern Hampshire

Environment Sustainability Action Team

Environment Policy Review Forum

Draft Street Lighting Policy Comments - 2008-05-22	
Comments Received	Action Taken
<p>General Comments</p> <p>Policy focus on Retention of the distinctive character and sense of place in rural Hampshire A reduction in light pollution Audits to remove redundant lights A reduction in power consumption Where roads have been reclassified....the need for lights should be reviewed and, if redundant, removed as part of the reclassifying procedure Use of solar panels with energy storage should be used to a greater extent Full cut-off lighting should be incorporated as a basic requirement in all circumstances with agreed justification for any exception A target be set for reduced energy / power consumption by the year 2020 with staged targets in 2010 and 2015 leading up to 2020. <i>Campaign to Protect Rural England</i></p> <p>Illustrations and....examples ofplaces in Hampshire (which demonstrate) particular lighting standards / levels would... help in explaining...what is implied in the technical text. Local people can then go and see for themselves and make their own judgements. <i>Landscape Planning and Heritage Group</i></p> <p>...need to respond to other recent guidance (Manual for Streets and that published by CABE... <i>Landscape Planning and Heritage Group</i></p>	<p>Contained in Section 5 Already contained in Section 5 Contained in Sections 2, 4, 5.3 Contained in Section 4.1 Contained in Sections 5.17 & 8 Reclassification would not alter the vehicle usage or location (e.g. urban location)</p> <p>Contained in section 8.4 Already done for units at >6m. Below that such lanterns are prone to vandalism.</p> <p>Target of 15% by 2020 contained in Section 8.3</p> <p>This is not a statement of policy so has not been considered for inclusion. Guidance on such issues is given by the Lighting Section on request.</p> <p>Manual for Streets is already supported within this document</p>

<p>2. Main Principles (requires) a strengthened comment regarding reduction of lighting pollution and specific statement on the protection of the night sky from the effect of light pollution. <i>Hampshire Astronomical Group</i></p> <p>"a highly commendable document with a fair degree of emphasis on minimising light pollution".</p> <p>We like: 2.1.(iv) 4.1.3 4.1.7 4.3.1 but we are not familiar with BSEN 60598 4.7.1 4.8 (i) and (vii) 5.1.2.1 5.1.2.4 5.3.3.6 5.3.5.3 (end of 5.3.5.2 in my scan) 5.4.1</p> <p><i>British Astronomical Association & the Campaign for Dark Skies</i></p>	<p>This is contained more fully in Section 5.3</p>
<p>Lighting Provision - Summary</p> <p>3.1 (a)&(b). "...where lights have been provided in rural areas that they are checked to assess whether the reasons are still relevant in today's environment. An audit should be completed to see if any of these lights might be removed and if those remaining can be on for less time". <i>Campaign to Protect Rural England</i></p>	<p>Now contained in Section 4.1 for E1 rural areas only. There are no plans to remove existing lighting from Urban areas.</p>

<p>3.1.(a) & (b) not lit except where road safety problems can be demonstrated...</p> <p>... , alternative remedies have been considered and lighting can be shown as the most effective mitigating measure.</p> <p><i>British Astronomical Association & the Campaign for Dark Skies</i></p>	<p>Now contained in Section 4.1</p>
<p>General Requirements</p> <p>4.8 Viii – These (renewable) sources might not be as environmentally friendly when looked at in the round.</p> <p><i>Campaign to Protect Rural England</i></p> <p>4.9 Crime and Disorder also 5.1.2.3 bullet 4 Needs a comment disconnecting the implied "lighting reduces crime", indeed often facilitates petty vandalism. THE LIGHTING AND CRIME ISSUE IS A VERY COMPLEX ONE AND THERE IS NO, REPEAT NO INDEPENDENT EVIDENCE THAT LIGHTING LEVELS AFFECT CRIME. PUBLISHED RESEARCH AND PAPERS ON THIS ISSUE ARE FUNDED BY THE LIGHTING INDUSTRY. PLEASE SEE CHAPTER 3 OF THE NEW C.F.D.S. HANDBOOK "BLINDED BY THE LIGHT".</p> <p><i>British Astronomical Association & the Campaign for Dark Skies</i></p>	<p>Comment runs contrary to the Council's agreed approach to lighting in high crime areas.</p>
<p>Roads in Countryside Areas Lighting Requirements</p> <p>...there needs to be a statement regarding the impact of lighting in National Parks.</p> <p>...consider removing lighting columns, or changing...to a lower specification when road usage changes as a result of road improvements or installation of bypasses</p> <p><i>Hampshire Astronomical Group</i></p>	<p>Now contained in Section 4.1</p>

<p>5.1.2.3. ...The provision of low height and low level lighting in these areas should be considered to reduce pollution and reduce the creation of dark shade areas which might be created by high level lighting.</p> <p>5.1.2.6. ...We...would suggest lighter carriageway surfacing would be more appropriate than “reflective” which would substantially increase light pollution. We have concerns about the use of “signing and lining” which can have adverse safety and landscape character during daylight hours. Perhaps the “signing and lining” bit can be deleted...?</p>	<p>Actually the reduction of height increases dark and shade, rather than reducing it.</p> <p>Would require a change in highways policy and materials spec outside the scope of the current document</p>
<p><i>Campaign to Protect Rural England</i></p> <p>The concept of retaining lower (lighting levels)(or none) in the countryside, including villages and smaller county towns could be (extended) to the outer edges of large towns...</p> <p><i>Landscape Planning and Heritage Group</i></p>	<p>Lighting levels are determined by road type and vehicle usage.</p>
<p>5.2.3.2 All remaining roads low pressure sodium. LP sodium is rarely full cut off and should be phased out using full cut off HP sodium or new technology LED</p> <p><i>British Astronomical Association & the Campaign for Dark Skies</i></p>	<p>Now contained in Section 5.12</p>

<p>Roads in Historic Areas Standards of Lighting</p> <p>5.3.3.6 (Floodlighting of landmarks) are a major source of light pollution. We propose that “should seek to minimise pollution” be changed to “must minimise”.</p> <p><i>Campaign to Protect Rural England</i></p> <p>Lighting Equipment</p> <p>5.3.4.4 ...please include light pollution.</p> <p><i>Campaign to Protect Rural England</i></p> <p>Design of Lanterns</p> <p>5.3.5.3 should be strengthened – all lanterns must minimise light pollution</p> <p><i>Campaign to Protect Rural England</i></p> <p>Lighting Columns</p> <p>5.3.8.5 ...and “recessed lights could be considered” at the end of this paragraph</p> <p><i>Campaign to Protect Rural England</i></p>	<p>Now contained in Section 5.3</p> <p>Now contained in Section 5.3</p> <p>Now contained in Section 5.3</p> <p>Such units not generally used as road lighting lanterns but for feature lighting only.</p>
<p>Maintenance Requirements</p> <p>6.1 KPIs – add one on energy reduction</p> <p><i>Campaign to Protect Rural England</i></p>	<p>Where applicable will be contained in Section 9</p>
<p>Adoption of New Lighting Systems 7.2 Lighting Standards</p> <p>...there is a need for a more flexible...less prescriptive approach. ...requirements for very specific BSEN standards and the requirement for all new adoption lighting to be provided by Urbis (unless additional contributions can be secured)...offers no encouragement for innovation and can be a real barrier to designs which</p>	<p>Adoption standards are now set out within the PFI contract which does allow a certain amount of flexibility. However, this is a contractual, rather than a policy, issue.</p>

<p>respond to local character. Future updates of ...standards (should take account of their) energy implications, local character and (affordability) <i>Landscape Planning and Heritage Group</i></p>	<p>Issues on energy and local character (in historic areas) now contained in the new document</p>
<p>8. Decorative / Festive Lighting</p> <p>Thorough consultation with parish and town councils is required with regard to festive lighting before publishing new guidelines <i>Hampshire Association of Local Councils</i></p> <p>Add use of energy saving bulbs <i>Campaign to Protect Rural England</i></p>	<p>Consultation is a requirement of the existing arrangements and forms part of the PFI contract.</p> <p>Now contained in sections 5.3 and 8.3</p>
<p>9. Additional Requirement for...Flower Baskets</p> <p>Thorough consultation with parish and town councils is required with regard to....flower basket provision <i>Hampshire Association of Local Councils</i></p>	<p>Consultation is a requirement of the existing arrangements and forms part of the PFI contract.</p>
<p>11. Private Off-Highway Lighting</p> <p>All weather pitches (should) be specifically noted and restrict the height of these lighting columns <i>Campaign to Protect Rural England</i></p> <p>Section 11 generally good, though bullet 2 talks about sphere style lights being rejected out of town. They and those with similar polar distribution should not be permitted anywhere. -do- ILE Technical Report No 5 ... too high a level of illumination. Excellent comment - it must be revised. -do- last para. <i>British Astronomical Association & the Campaign for Dark Skies</i></p>	<p>Already contained in Appendix 3</p> <p>Original comments deleted and replaced accordingly</p>