



County Offices
Newland
Lincoln
LN1 1YL

28 November 2017

Scrutiny Review: Impact of the Part Night Street Lighting Policy

A meeting of the Scrutiny Review: Impact of the Part Night Street Lighting Policy will be held on **Wednesday, 6 December 2017 at 10.00 am in Committee Room One, County Offices, Newland, Lincoln LN1 1YL** for the transaction of the business set out on the attached Agenda.

Yours sincerely

A handwritten signature in black ink, appearing to be 'Tony McArdle', written over a horizontal line.

Tony McArdle
Chief Executive

Membership of the Scrutiny Review: Impact of the Part Night Street Lighting Policy (8 Members of the Council)

Councillors Mrs A M Newton (Chairman), S R Kirk (Vice-Chairman), D McNally, R A Renshaw, P A Skinner, A N Stokes, M J Storer and R H Trollope-Bellew

**SCRUTINY REVIEW: IMPACT OF THE PART NIGHT STREET LIGHTING POLICY
AGENDA
WEDNESDAY, 6 DECEMBER 2017**

Item	Title	Pages
1	Apologies for Absence	
2	Declarations of Interest	
3	Minutes of the meeting held on 3 November 2017	5 - 10
4	Update on progress made since the last meeting <i>(To receive a verbal update from Daniel Steel, Scrutiny Officer, on the progress made towards key actions since the last meeting)</i>	
5	Street Lighting Transformations Project and Lincolnshire Police Crime Rates Report <i>(To provide the Panel with an opportunity to consider the report issued by Lincolnshire Police on 27 November 2017. Assistant Chief Constable will be in attendance to present this information)</i>	11 - 16
6	Proposed Scrutiny Panel Timeline and Future Activity <i>(To review key milestones and future activity)</i>	17 - 18
7	Future Meeting Dates <i>(To agree/report future meeting dates)</i>	

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Please note: for more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting

- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details set out above.

All papers for council meetings are available on:

www.lincolnshire.gov.uk/committeerecords

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**SCRUTINY REVIEW: IMPACT OF THE
PART NIGHT STREET LIGHTING
POLICY
3 NOVEMBER 2017**

PRESENT: COUNCILLOR MRS A M NEWTON (CHAIRMAN)

Councillors S R Kirk (Vice-Chairman), D McNally, P A Skinner, A N Stokes, M J Storer, R H Trollope-Bellew and G E Cullen

Councillor: P M Key attended the meeting as an observer

Officers in attendance:-

Sara Barry (Safer Communities Manager), Graeme Butler (Project and Technical Support Manager), Rob Hewis (Community Engagement) John Monk (Group Manager (Design Services)), Daniel Steel (Scrutiny Officer) and Rachel Wilson (Democratic Services Officer)

1 APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor R A Renshaw. It was noted that Councillor G E Cullen was in attendance as a replacement member for this meeting only.

2 DECLARATION OF MEMBERS' INTERESTS

There were no declarations of interest at this point in the meeting.

3 THE SCRUTINY REVIEW PROCESS

Members received a report which set out the Scrutiny review process and formal working arrangements for the review of the Impact of the Part Night Street Lighting Policy.

It was requested that any reports written by senior officers were written in plain English.

RESOLVED

That the Scrutiny Review process and working arrangements in relation to the Impact of the Part Night Street Lighting Policy Scrutiny review be endorsed.

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3 NOVEMBER 2017**

4 SCOPING DOCUMENT - IMPACT OF THE PART NIGHT STREET
LIGHTING POLICY

Consideration was given to the scoping document for the scrutiny review for the Impact of the Part Night Street Lighting Policy. Members were advised that to be effective, a scrutiny review must be clearly defined to make sure that the review achieved its aims and had objective outcomes.

Members were guided through the scoping document and provided with the opportunity to ask questions in relation to the information contained within the report, and some of the points raised during discussion included the following:

- It was clarified that this would be a cost neutral exercise to the Council, and if there was a recommendation to spend more money in one area it would need to be taken from somewhere else. However, it was queried whether if there was an opportunity to bring money into the council, if this could be considered. It was confirmed that if it was additional funding it could be included within the review.
- It was suggested that the scoping document be sent back to the Overview and Scrutiny Management Board for final approval.

RESOLVED

1. That the scope for the review as outlined in the report be noted.
2. That the final Scoping Document be submitted to the next meeting of the Overview and Scrutiny Management Board for approval.

5 BACKGROUND INFORMATION: INTRODUCTION OF PART NIGHT
STREET LIGHTING

Consideration was given to a report which provided background information and described the process by which part night lighting came to be implemented on a wide scale across Lincolnshire.

Members were guided through the report, with attention being paid to information relating to the street lighting transformation project, part night lighting, policy changes, transformation project communications and transformation project outputs.

It was queried of the £1.7m savings achieved, how much of that had been achieved by the part night aspect, and members were advised that this accounted for approximately one third of the savings. However, the LED conversions had made a significant savings on the higher wattage units. Members were advised that these savings did take into account the fact that LEDs had a longer service life. Energy savings accounted for approximately £1.4m of the savings and the remainder was from maintenance savings.

RESOLVED

That the information presented be noted.

6 COMMUNITY ENGAGEMENT AND FUTURE ENGAGEMENT ACTIVITY

The Scrutiny Panel were provided with an opportunity to engage with a member of the Council's Community Engagement Team to agree the purpose, scope and objectives of any engagement to be carried out as part of reviewing the impact of the part night street lighting policy.

Members were reminded that the policy itself was not under review, and there was a need to be clear about what was in the scope and what was out of scope of the review.

There was a need, when asking questions, to ensure that the right questions were asked. There were a number of ways to gather information such through questionnaires, focus groups or public meetings. The Community Engagement Team was able to facilitate the conversations between the Panel and wider stakeholder groups.

Members were provided with the opportunity to ask questions to the officers present and some of the points raised during discussion included the following:

- It was commented that from a lot of the comments which had been received, and the concerns that people had, there was a lot of 'hear say'. There was a need to start with some quantitative data.
- It was suggested whether some sort of 'business card' could be produced which could be handed out to the business community which gave contact details on how people could contribute their views to the Review.
- Social media channels could be used to drive people to a central place to give their views.
- It was important to reach as many people as possible.
- If the Panel wanted the questionnaire to generate a lot of responses it would be sensible to keep it simple and succinct, but people should always be given the opportunity to give their views.
- The Community Engagement Team would work closely with the Communications Team and could distribute the questionnaire, or a link to the questionnaire, through social media.
- It was noted that a few complaints had been received by members regarding the street lights going off earlier since the clocks had changed, and it was suggested that a message should be got out that the units were self-adjusting and should correct within a couple of weeks of the clocks changing. It was queried whether the Communications team could arrange this so that there were not mixed messages regarding the Review, and it was noted that something had gone out to the local media. It was also noted that the CSC had been briefed.
- It was queried whether these messages would be made available in different languages, and members were assured that documents could be made available in different languages if required, as well as making them available in larger fonts for people with sight issues.
- Sometimes to have a snapshot of a broader view was just as powerful as making sure everyone could give their view.

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- It was felt that this questionnaire/engagement should be web-based, rather than producing printed forms, with an option to download and return the form.
- It was noted that there would be information about this engagement going to every household through County News. It was also noted that most districts produced their own bulletin which could also sign post people to the questionnaire.
- The Communications Team would be able to ensure that the district/parish councils had the contact details for completing the questionnaire.
- It was suggested that people completing the questionnaire be asked in what capacity they were responding e.g. as an individual or on behalf of a community group/parish council etc.
- It was suggested that focus groups around the county could be organised to enable the Panel to meet with local residents/stakeholder, and could be facilitated by either a Panel Member or a member of the Community Engagement Team.
- It was considered important to reach as many people as possible, and also to ensure that the outputs of the engagement were of value to the Panel.

RESOLVED

That a questionnaire be devised and circulated to the Panel for comment.

7 EVIDENCE GATHERING: COMMUNITY SAFETY PARTNERSHIP AND ROAD SAFETY PARTNERSHIP

The Scrutiny Panel received an update from Sara Barry, Safer Communities Manager, in relation to the involvement of Safer Communities in this Review. It was reported that the role of the Safer Communities team was to ensure that the County Council addressed its duties in relation to crime and disorder in relation to the prevention of crime and addressing the fear of crime. It was also noted that there was a very small team who supported the Community Safety Partnership.

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

It was the intention to carry out some research once the lights had been changed for some time to examine how crime patterns had changed. It was noted that the Team would be able to access Police data.

The responsibility of the Community Safety Partnership was to engage with the community to understand the issues which were concerning them. Some research

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was carried out the previous working with the PCC, and of 858 responses, only 14 mentioned street lighting as a problem or a fear of safety in their locality.

The Panel also received an update from Graeme Butler from the Lincolnshire Road Safety Partnership (LRSP). It was reported that the LRSP was a data led organisation in terms of accident reporting, and worked very closely with the Police. It was felt that there had not been enough time to gather statistics relating to street lighting. However, the Police collected all data at the site of any injury accident, including information relating to street lighting, such as whether there was:

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

It was thought that there could be some useable data by January 2018, but it was noted that it was still a very short time to make any meaningful comparisons. It was suggested whether this data could be used a data check mechanism instead, to compare with responses that would be received from the questionnaire.

It was also noted that just because the police may record at an accident that it occurred in darkness, it did not mean that was the cause of the accident, the road could have been icy, or excess speed could have been involved.

It was noted that the Safer Communities team would be happy to work with Community Engagement about the fear of crime aspect, as it was important to be able to take this forward to look at methods of reassurance and to provide information about what was actually happening rather than what people think is happening.

RESOLVED

That the update be noted.

8 FUTURE SCRUTINY PANEL MEETING ARRANGEMENTS

The Scrutiny Panel was asked to discuss and agree the arrangements for future meetings of the Review.

It was suggested that the questionnaire need to be in the public domain before the next meeting in December, and a possible closure date of the end of the year was suggested. There was support for this suggestion, and there was a need to move quickly with this.

Community Engagement offered to work with Democratic Services to work out a plan in relation to focus groups. It was queried whether the draft report and results from the questionnaire could be presented to the meeting of the Panel on 12 January 2018.

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In relation to the drafting of the questions, it was thought it would be useful for some members of the Panel to work on this with officers, as it was important for the Panel to have an involvement in this.

It was suggested that officers put together a draft timeline for the review and present it to the meeting on 6 December 2017.

It was also queried whether there could be a standing item on the agenda for correspondence which had been received, to inform the Panel of responses which had been received from stakeholder groups (but not to discuss the response at this point).

In relation to evidence gathering, it was noted that once evidence started to be submitted, the Panel would need to look at how it would be reviewed. Some meetings would be held informally so that the Panel could fully consider and discuss the evidence.

In relation to crime figures, it was noted that crime had gone up during the day, throughout the country, and there were various types of crimes which had increased. However, these increases could not be directly linked to the street lighting.

RESOLVED

1. That Panel Members and Officers work outside of this meeting on finalising the questions to be included in the questionnaire.
2. That a draft timeline for the Review be presented to the next meeting on the 6 December 2017.

The meeting closed at 11.35 am

Scrutiny Review: Impact of the Part Night Street Lighting Policy

Date: **06 December 2017**

Subject: **Street Lighting Transformation Project and Lincolnshire Police Crime Rates Report**

Summary:

Lincolnshire Police have undertaken research to understand whether there is a link between the switching off of street lighting overnight and the levels of recorded crime. Shaun West, Assistant Chief Constable will attend the meeting to present this information.

1. Background

Over recent months concerns have been raised by Lincolnshire residents about safety issues since these changes and in particular that levels of crimes committed overnight have risen.

In response to these concerns Lincolnshire Police have undertaken research to understand whether there is a link between the switching off of street lighting overnight and the levels of recorded crime.

2. Conclusion

This report enables the Scrutiny Panel to explore the outcomes of the Lincolnshire Police crime rates report and highlight any additional avenues of investigation or information the Panel would like to consider in the future.

3. Appendices

These are listed below and attached at the back of the report

APPENDIX A	Street Lighting Executive Summary
APPENDIX B	Lincolnshire County Council Street Lighting Transformation Project and Lincolnshire Police crime rates

4. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Daniel Steel, Scrutiny Officer, who can be contacted on 01522 552102 or by e-mail at daniel.steel@lincolnshire.gov.uk

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Street Lighting Executive Summary

Overview

From April 2016 through to March 2017, Lincolnshire County Council made changes to street lighting conditions across Lincolnshire, including permanent switch off, LED lighting and 'part-night' lighting (where street lights were turned off overnight).

Over recent months concerns have been raised by Lincolnshire residents about safety issues since these changes and in particular that levels of crimes committed overnight have risen.

In response to these concerns Lincolnshire Police have undertaken research to understand whether there is a link between the switching off of street lighting overnight and the levels of recorded crime. We have done this by comparing crimes that occurred between midnight and 6am for the months after the changes were introduced to the same period in the year before it was introduced. Doing this made it possible to see whether substantial changes in crime levels related to the changes made to overnight street lighting.

We looked at crime types that were the most likely to be affected by the change; burglary, criminal damage, vehicle offences and violence against the person/personal robbery.

This report is an executive summary of findings - the full report is available on the following link XXX (hyperlink to be provided).

Data Limitations

Due to the way in which crimes were reported and recorded, there are caveats that apply to the data used for the analysis. This relates to locations, dates and timeframes:

Locations

- Town centres were subject to a variety of different lighting changes and will have limited 'part-night' lighting in place. Where possible data for town centres was removed from the analysis to reduce the inclusion of offences committed in lit areas.
- Main roads and residential areas deemed unsuitable did not experience 'part-night' lighting. As this report uses areas and not specific streets, the data may include some offences which were in fact committed in a lit street however, it was not possible to determine or filter out these specific crimes.

Dates

- Lincolnshire County Council rolled this out in ten phases over a year and therefore certain areas within the earlier phases have a larger amount of data available than the later phases.

Timeframe

- Data was included where an offence had a recorded start time of between 0000-0600 hours. This therefore excluded data where the offence has reportedly occurred overnight but with a start time prior to 0000 hours.

Findings

Lincolnshire

There was a slight reduction in the number of overnight burglary, vehicle and personal robbery offences across the county. However, the number of criminal damage offences increased although not consistently across all nine areas within the county. North Kesteven was subject to a substantial increase in criminal damages with smaller but still noticeable increases recorded for both Boston and Stamford.

As a result of this spread across nine policing areas, it cannot be concluded that street lighting has impacted on levels of criminal damage recorded for Lincolnshire as a whole.

West area

In the West area of Lincolnshire the changes are different for each type of crime. The number of burglaries and vehicle offences dropped slightly, whereas criminal damages were subject to a clear increase. A sizeable increase in criminal damages recorded for North Kesteven area is a large contributing factor to this overall increase across the five areas that make up the West area.

Due to the changes differing between offence type and across areas (e.g. a large rise in criminal damages for North Kesteven but a very slight increase Lincoln South), there is no evidence to suggest a relationship between crime levels and the use of 'part-night' lighting.

Lincoln and West Lindsey (LWL)

In Lincoln and West Lindsey (LWL) area the changes in recorded crime levels vary depending on the crime type. For example, where a rise in burglaries occurred there would be a reduction in vehicle crime etc. Visible spikes in the number of recorded crimes were noted for some smaller beat code areas within Lincoln South and West Lindsey areas. Further analysis enabled us in some instances to identify a specific reason for the rise such as a series of offences committed by the same offender breaking into several cars on one street in one night.

There are many factors influencing why these crimes may have been committed and it cannot be confidently concluded that they are the direct result of lighting conditions during the night. Furthermore, there is no evidence of a relationship between the number of crimes recorded and the introduction of 'part-night' lighting.

North and South Kesteven (NSK)

Findings for South Kesteven, Grantham and Stamford lead to the same conclusions as with LWL. The changes recorded before and after the use of 'part-night' lighting are different depending on which type of crime and also which areas within NSK are being looked at. As mentioned previously, North Kesteven was subject to an increase in criminal damage offences for 2016/17 compared with the previous year. The increase in this area is largely due to two specific beat codes, however, on review of these there was no clear reasoning for the rises in criminal damage offences recorded.

Although North Kesteven has experienced an increase in criminal damages where no explanation is clear, this is only one area and therefore it cannot be concluded there is a relationship between levels of crime and the implementation of 'part-night' street lighting.

East area

The conclusions made for this area echo those for the West of Lincolnshire. Again, criminal damage offences were subject to an increase whereas the number of burglary and vehicle offences reduced. Across the four areas, Boston was the main reason for the increase in criminal damage offences.

For the East area of Lincolnshire, it cannot be concluded that there is a relationship between crime levels and the introduction of 'part-night' lighting.

Boston and South Holland (BSH)

Boston and South Holland also displayed similar results to NSK and LWL with the changes varying dependent on the type of crime and across the policing beat code areas. For example, in one beat code area burglaries increased yet those in the neighbouring beat code reduced.

This further strengthens the argument that there is no evidence of a relationship between the crime levels and street lighting for these areas.

East Lindsey (EL)

Finally, the Wolds and Coastal areas which make up East Lindsey replicate the findings of all other areas within Lincolnshire. Again, the change in recorded crime levels differs depending on the type of crime and the beat code area.

The findings from this data further suggest there is no correlation between changes to crime and the introduction of 'part-night' lighting across East Lindsey.

Conclusions


Overall, the analysis identified that there are limited connections between the changes in the levels of crime recorded and the introduction of 'part-night' lighting and therefore it cannot be explicitly concluded that there is a relationship between the two.

It is clear that many factors can impact on the number of offences committed in a certain area, such as a cluster of offences by a lone offender; however, it is not possible to directly state that an increase or decrease in the number of crimes recorded is the direct result of the changes in street lighting overnight.

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Agenda Item 6

Proposed Scrutiny Panel Timeline



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

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