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Open Report on behalf Councillor Barry Young, **Executive Councillor for Community Safety and People Management**	

Report to:	**Overview and Scrutiny Management Board**
Date:	**27 September 2018**
Subject:	**Response to the Part Night Street Lighting Policy Scrutiny Review – Final Report**

Summary:

In October 2017, the Overview and Scrutiny Management Board established a Scrutiny Panel to review the impact of the Council's Part Street Lighting Policy. The Panel's Report which was presented to the Executive at its meeting on 5 June 2018 contained five recommendations. The Executive supported these recommendations in principle and this report details the response on behalf of Councillor Barry Young, Executive Councillor for Community Safety and People Management to the recommendations of the Scrutiny Panel and outlines an Action Plan for implementation.

Actions Required:

1) To consider the response on behalf of the Executive Councillor for Community Safety and People Management to the recommendations of the Part Night Street Lighting Policy Scrutiny Review.
2) To agree any additional comments to be passed to the Executive Councillor for Community Safety and People Management, in relation to this item.

1. Background

In October 2017, the Overview and Scrutiny Management Board established a Scrutiny Panel to review the impact of the Council's Part Street Lighting Policy. The Panel's Report, which was presented to the Executive at its meeting on 5th June 2018, contained five recommendations, as detailed below. The Executive supported these recommendations in principle but the Executive Councillor for Community Safety and People Management was requested to respond to the Report, indicating in his response which recommendations have been accepted and bringing forward an action plan for their implementation.

<u>Panel Recommendation 1</u>

That Lincolnshire Police are requested to continue to review and update a street lighting crime data report for consideration by Lincolnshire County Council's Public Protection and Communities Committee on an annual basis.

In addition, the following considerations to be reviewed by Lincolnshire Police for development as part of future reports:

- Where possible, ensure the clear recording of the lighting conditions for when the crime occurred to allow better records of data and to allow a more reflective assessment of specific streets where crimes have occurred and street lighting has been reduced
- Inclusion of additional crime types highlighted as a key concern for local residents as part of the public engagement activity – sexual offences, burglaries, car and van crime, drug related incidents, muggings, vandalism and anti-social behaviour.

The Scrutiny Panel recommends that crime rates and fears about safety/crime continue to be reviewed over the coming years to monitor the longer term impact of the introduction of part night street lighting. However, the evidence received as part of their review shows little evidence to suggest night time crime has significantly increased.

Executive Councillor for Community Safety Comments

Lincolnshire Police have agreed with Councillor Young to review and update a crime data report on an annual basis. An illustration of the format is contained in Appendix B. This is inclusive of updated figures and tables and should be read in conjunction with the original Street Lighting Report produced in November 2017. Table / graph numbers used replicate the original document and feature in the same order. The 'difference' column within tables denotes the difference for 2016/17 to 2017/18. The same approach as was used previously has been used for these updated figures. Details of the methodology and data limitations can be found in the original report. As will be observed, there are few real outliers and most top line offence types have fallen as compared with the same period last year. Exceptionally, the vehicle crime rise for Boston is +18. This is a localised issue which has a distorting effect on the overall number.

Discussion continues between Cllr Young, DCS Chris Davison and Police analysts about more comprehensive recording of lighting conditions at the time specific crimes were committed. These are expected to conclude by the end of October 2018. Cllr Young will report further on this as soon as he is in a position to do so.

The panel requested the inclusion of 'additional' crime types as above. It is not proposed to include sexual offences as the vast majority occur indoors and street lighting is not an issue. Burglaries, car and van crime, vandalism and muggings are already included under the personal robbery, vehicle offences, criminal damage and theft from the person categories respectively. Drug related incidents are not included as the term needs further clarification by the Panel. This is because drug offences such as possession are linked to police proactivity or intelligence gathering neither of which is affected by street lighting. Anti-social behaviour is also not included on the basis that the majority of ASB occurs at night in any event. As

was pointed out by a Panel member at one of its meetings there is therefore little point in including it.

Panel Recommendation 2

That the Lincolnshire Road Safety Partnership ensures data regarding street lighting levels is captured and reported as part of any analysis of road safety and collisions. And for this data to be reported and considered by Lincolnshire County Council's Public Protection and Communities Scrutiny Committee on an annual basis.
The Scrutiny Panel recommends the need to continue to monitor accident trends over the coming years to fully understand if part night street lighting does have a meaningful impact. However, at this stage no clear link has been identified.

Executive Councillor for Community Safety Comments

Cllr Young has met with John Siddle and Graeme Butler of the Lincolnshire Road Safety Partnership ("LRSP") who have confirmed to him that LRSP already captures details of lightness conditions through its accident report forms (Stats 19). This form categorises 5 options for light conditions as follows:

- Daylight
- Darkness: street lights present and lit
- Darkness: street lights present but unlit
- Darkness: no street lighting
- Darkness: street lighting unknown

Although this means that information is available to determine the presence of street lighting which is unlit at the time of say a collision, this does not necessarily indicate this this was the cause of that collision. Among other factors, it might just as easily have been careless or dangerous driving, loss of control, impairment by alcohol, poor manoeuvre, aggressive or reckless driving.

In its report the Scrutiny Panel acknowledged that there had not been time since the introduction of part street lighting to gather sufficient statistics to make any comparisons or identify meaningful impacts resulting from the change. LRSP would normally wish for a time scale of 3 or 5 years and has confirmed that it would be happy to produce annual figures to establish whether the elements on its accident report forms as above highlight any increase or cause for concern relating to lighting conditions. Cllr Young recommends that this offer be accepted. Messrs Siddle and Butler are standing by to receive further instructions about this from him.

Panel Recommendation 3

That the Executive considers formalising the list of exemption sites as part of the County Council Street Lighting Policy and includes an additional

exemption for community public access defibrillator sites where requested by local communities.

<u>**Executive Councillor for Community Safety Comments**</u>

At present the formal published Street Lighting Policy effective from 18th July 2016 does not contain a list of exemption sites. However, the County Council's web page entitled Street Lighting Transformation Project does acknowledge that it would not have been appropriate to switch lights off in certain areas and they will therefore remain switched on all night in some places, particularly where the location:

- has a significant record of night time road traffic accidents
- has a significant record of night time crime
- has a care/nursing home, sheltered housing, or warden controlled accommodation
- has an operational emergency service facility
- has road safety features, such as traffic calming, speed humps, zebra crossings etc as originally installed by the County Council
- is the centre of a major urban area or larger town as referred to in LTP 4 (the Local Transport Plan) with a night time economy
- has permanent local authority or police CCTV surveillance equipment
- is a footpath and/or cycle way that links to two separate roads that are lit all night

The Panel's Scrutiny Review Report of April 2018 contained a similar but not identical list. To avoid confusion and in particular to define more clearly the meaning of "an operational emergency facility" as the Panel attempted to do in its report, Cllr Young recommends that an official agreed list is incorporated into an updated Street Lighting Policy document. This should include specific reference to community public access defibrillator sites where requested by local communities. He also suggests that the updated Policy document be circulated by Highways to all Parish and Town Councils with a reminder of the exemptions and a note of how to request an exemption as per the existing Street Lighting Transformation Project web page referred to above.

<u>**Panel Recommendation 4**</u>

That the Executive endorse working between the County Council and other agencies to plan communication activity with the public to reassure and address the cause of fears of crime surrounding the change to part night street lighting. And to develop an action plan and work to reduce these fears and change public perceptions.

<u>**Executive Councillor for Community Safety Comments**</u>

Cllr Young recommends that the Panel's recommendation be accepted. As Chairman of the Safer Lincolnshire Partnership he is particularly well placed to play a lead role in this. Work has already started on a communications strategy for the Partnership and an event designed to develop this, to which all partners were

invited, took place 21ˢᵗ September 2018. One of the emphases was on perception versus reality. Partners include all Lincolnshire district councils, clinical commissioning groups, HM Prisons, Lincolnshire Fire and Rescue, LPFT, Lincolnshire Police, the PCC, Public Health and the National Probation Service. The Partnership also works closely with other statutory boards such as the Lincolnshire Safeguarding Adults and Children's Boards, the Health and Wellbeing Board and the Road Safety Partnership. This report went to press before the event and Cllr Young will provide an oral update to OSMB on 27ᵗʰ September.

Panel Recommendation 5

That the Executive considers the County Council developing an appropriate protocol to enable local communties (through Town/Parish/District Councils) to financially support street lighting to be upgraded to LED and reinstated to full night operation on request as part of routine maintenance.

Executive Councillor for Community Safety Comments

Cllr Young recommends that the Panel's recommendation be accepted and that a draft protocol be prepared by Highways in conjunction with the Highways Portfolio Holder for circulation as appropriate.

2. Conclusion

Members of the Overview and Scrutiny Management Board are invited to consider the response on behalf the Executive Councillor for Community Safety and People Management to the recommendations of the Part Night Street Lighting Policy Scrutiny Review; and, to agree any additional comments to be passed to the Executive Councillor for Community Safety and People Management, in relation to this item.

3. Consultation

a) Have Risks and Impact Analyses been carried out?
Not Applicable

b) Risks and Impact Analysis
Not Applicable

4. Appendices

These are listed below and attached at the back of the report	
Appendix A	Action Plan Arising From Panel Recommendations
Appendix B	Updated crime data report

5. 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 Councillor Barry Young, Executive Councillor for Community Safety and People Management.

Recommendation	Recommendation Accepted	Initial Response	Action	Timescale	Who
1 Lincs Police to be requested to continue to review & update street lighting data report for consideration by LCC's Public Protection & Communities Scrutiny C'tee ("PPCSC") annually	Yes	Update on original provided (see appendix B) but further discussion with Police needed on recording of lighting conditions.	Cllr Young & DCS Chris Davison continue to work on this with Police analysts	Working towards final agreement on what is feasible. Cllr Young to confirm to delivery date when agreement reached. (Target date 31/10/18)	Cllr B Young
2 LRSP to ensure data is captured regarding street lighting levels as part of analysis of road safety and collisions and report annually to PPCSC	Yes	LRSP will produce annual figures, initially for 3 years	If initial response acceptable to Review Panel Cllr Young to instruct LRSP to proceed on this basis	Immediately	Cllr B Young
3 List of exemption sites to be formalised with addition of community public access defibrillator sites where requested by local communities	Yes	List to be formalised and included in updated Street Lighting Policy document to be circulated by Highways to Town and Parish Councils.	In conjunction with the Portfolio Holder, Highways to prepare and circulate updated Policy document	By end October 2018	Highways / Cllr R Davies

Recommendation	Recommendation Accepted	Initial Response	Action	Timescale	Who
4 Executive to endorse work between LCC and other agencies on communications plan to re-assure and address the fears of crime and develop action plan to reduce those fears	Yes	Will work closely with Safer Lincolnshire Partnership who are already developing comms strategy to deal with reality v perception issues generally	Cllr B Young will keep Panel informed as matters develop	Ongoing	Cllr B Young
5 Executive to consider LCC developing protocol for local councils to finance LED upgrades and reinstatement of full night operation	Yes	Protocol to be formalised and included in updated Street Lighting Policy document to be circulated by Highways to Town, Parish and District Councils.	In conjunction with the Portfolio Holder, Highways to prepare and circulate protocol with revised street lighting policy document.	By end October 2018.	Highways / Cllr R Davies

APPENDIX B

Updated figures for 2017/2018
Lincolnshire County Council Street Lighting Transformation Project and Lincolnshire Police crime rates

Author	R Soutar, Intelligence Analyst, Lincolnshire Police
Date	30th August 2018

Contents

This document is inclusive of updated figures and tables and is an accompaniment to the original Street Lighting Report produced in November 2017.

> *Table/graph numbers used will replicate the original document and will feature in the same order. The 'difference' column within tables denotes the difference for 16/17 to 17/18.*
>
> *The same approach has been used for these updated figures as was previously used; therefore details of the methodology and data limitations can be found within the original report.*

Lincolnshire

Table 1: Number of each offence type recorded for Lincolnshire

Offence Type	Jan 16 - May 16 (Period 1)	Jan 17 - May 17 (Period 2)	Jan 18 - May 18 (Period 3)	Difference
Burglary	191	187	152	**-35**
Vehicle Crime	103	90	133	**+43**
Criminal Damage	104	159	85	**-74**
Theft from the person/ Robbery	4	3	8	**+5**

Table 2: Number of each offence type recorded for East of Lincolnshire

	Offence Type	Jan 16 - May 16 (Period 1)	Jan 17 - May 17 (Period 2)	Jan 18 - May 18 (Period 3)	Difference
East	Burglary	104	101	80	**-21**
	Vehicle Crime	48	39	77	**+38**
	Criminal Damage	57	67	45	**-22**
	Theft from the person/ Robbery	0	1	4	**+3**

Table 3: Number of each offence type recorded for West of Lincolnshire

	Offence Type	Jan 16 - May 16 (Period 1)	Jan 17 - May 17 (Period 2)	Jan 18 - May 18 (Period 3)	Difference
West	Burglary	87	86	72	**-14**
	Vehicle Crime	55	51	56	**+5**
	Criminal Damage	47	92	40	**-52**
	Theft from the person/ Robbery	4	2	4	**+2**

West Lindsey

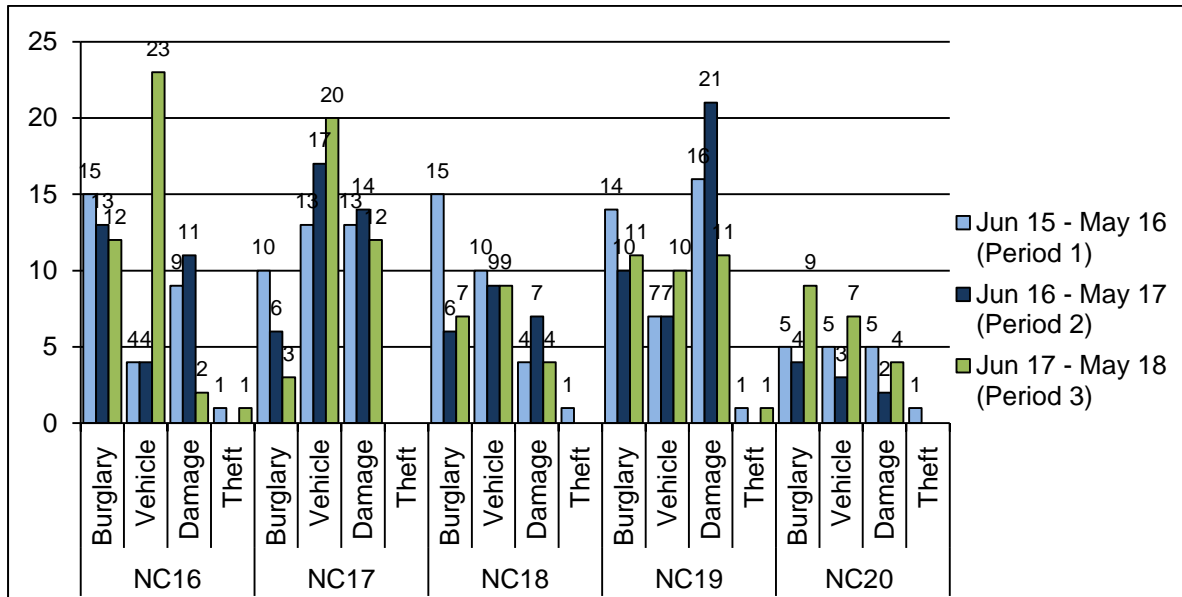*Graph 1: Number of each offence type within beat code areas for WL*
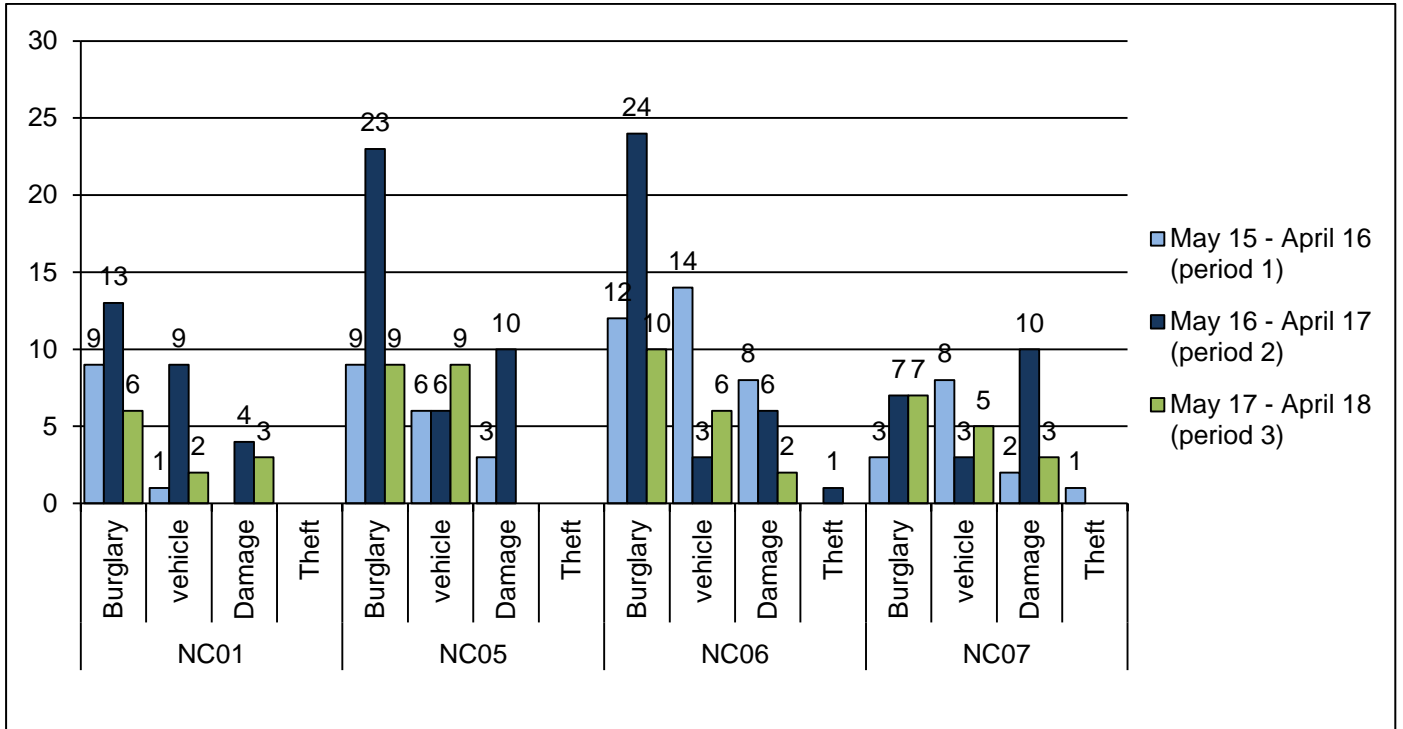
Graph 2: Number of each offence type within beat code areas NC08 and NC09
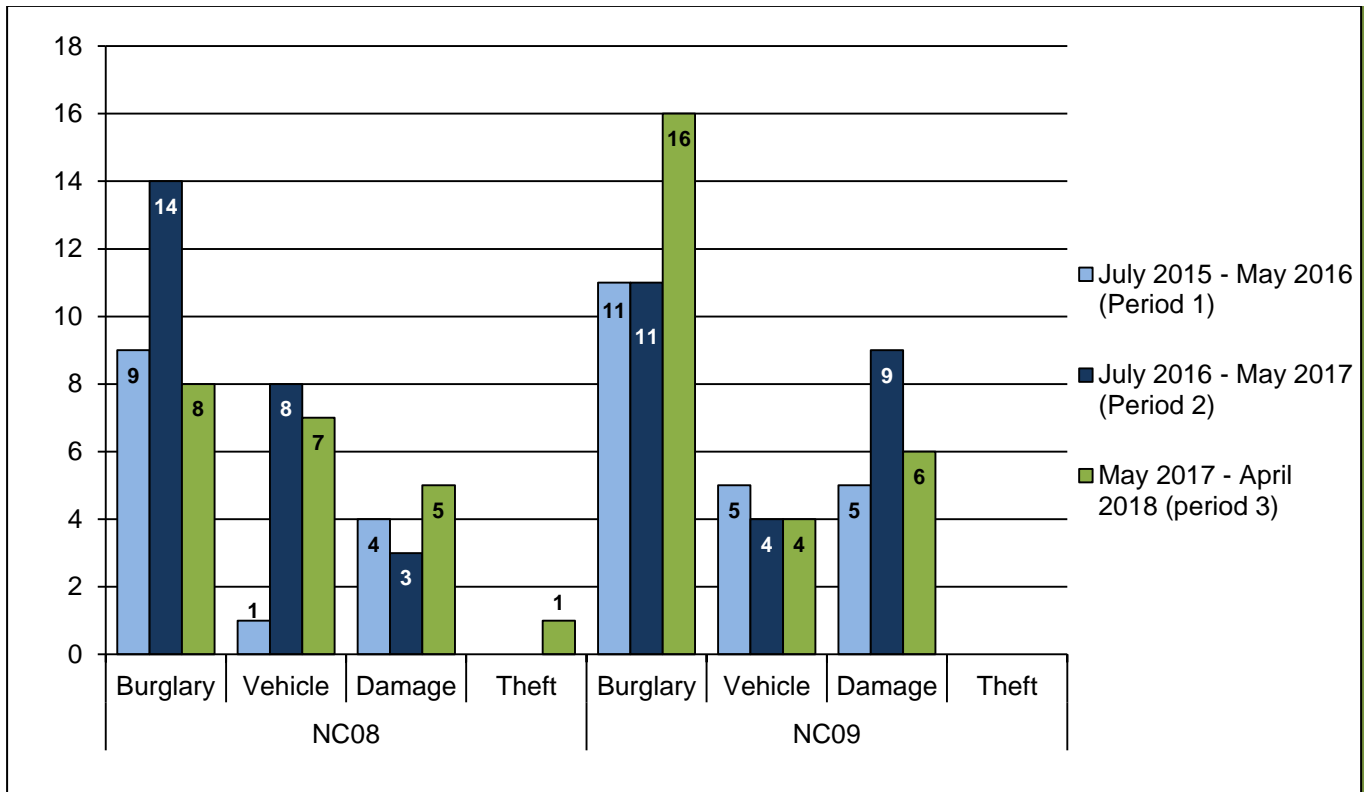
Lincoln South

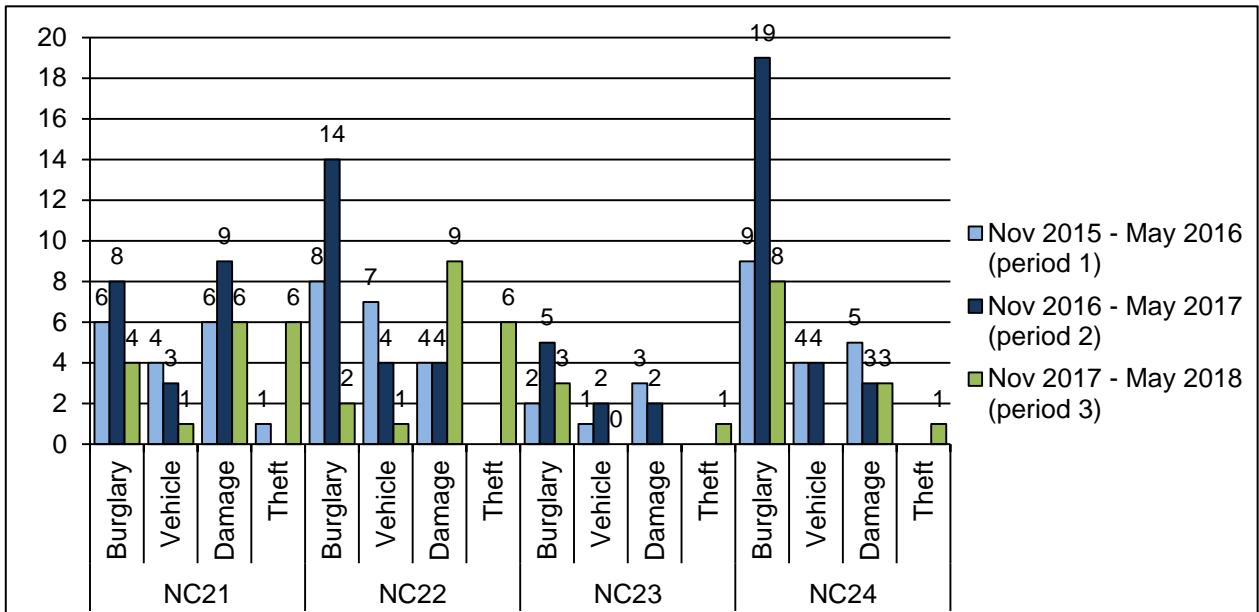*Graph 3: Number of each offence type within beat code areas NC16 – NC20*

South Holland

Table 4: Number of each offence type recorded for the NC25 beat code area

Offence Type	Oct 15 - May 16 (Period 1)	Oct 16 - May 17 (Period 2)	Oct 17 - May 18 (Period 3)	Difference
Burglary	1	1	1	**0**
Vehicle Crime	2	2	8	**+6**
Criminal Damage	2	3	1	**-2**
Theft from Person/Robbery	0	0	0	**0**

Graph 4: Number of each offence type within beat code areas NC21 – NC24

Boston

Table 5: Number of each offence type recorded for the NC28 beat code area

Offence Type	Nov 15 - May 16 (period 1)	Nov 16 - May 17 (period 2)	Nov 17 - May 18 (period 3)	Difference
Burglary	13	10	10	0
Vehicle Crime	6	5	23	+18
Criminal Damage	7	11	1	-10
Theft from Person/Robbery	0	0	0	0

Table 6: Number of each offence type recorded for the NC29 beat code area

Offence Type	Dec 15 - May 16 (period 1)	Dec 16 - May 17 (period 2)	Dec 17 - May 18 (period 3)	Difference
Burglary	4	0	4	+4
Vehicle Crime	2	7	5	-2
Criminal Damage	2	6	4	-2
Theft from Person/Robbery	0	0	0	0

North Kesteven

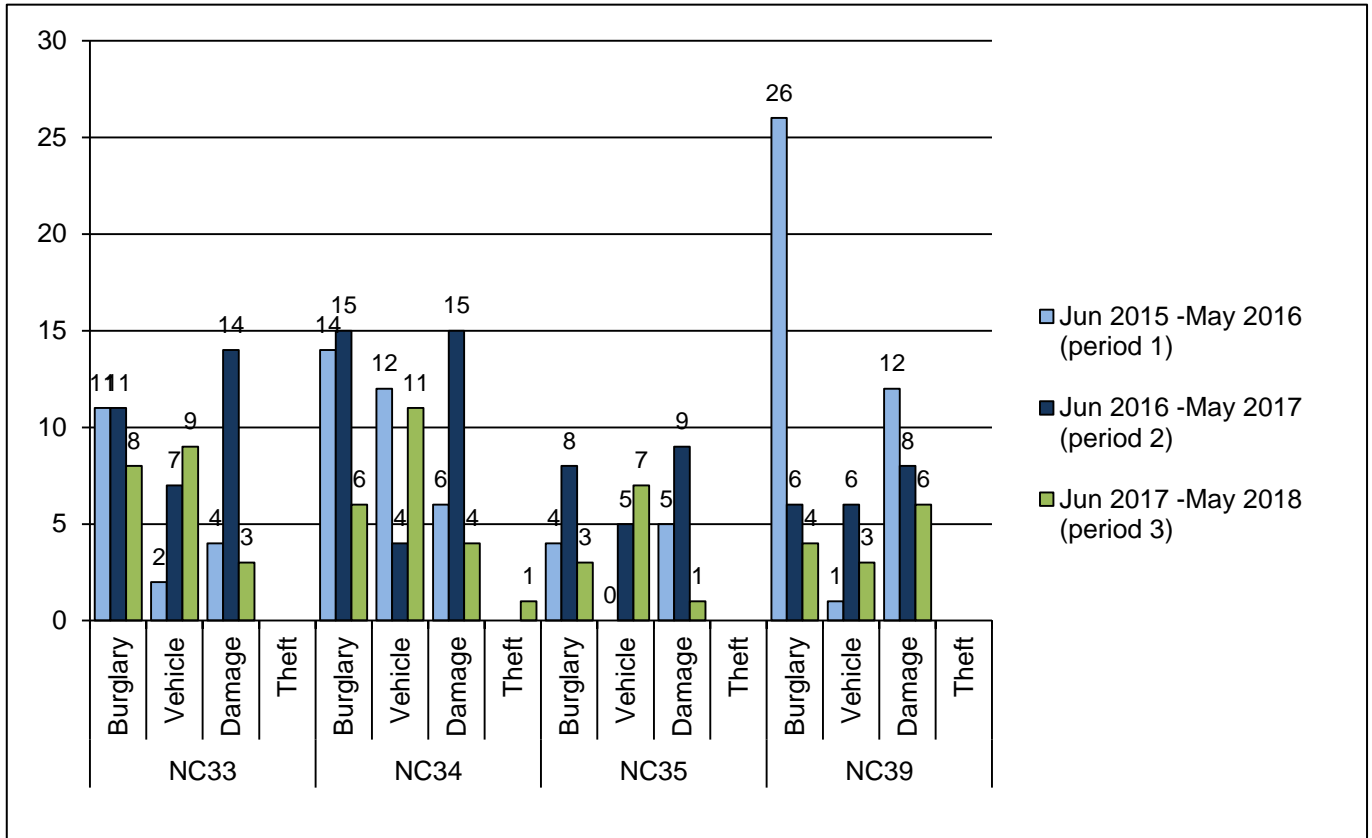*Graph 5: Number of each offence type within beat code areas within NK*

Table 7: Number of each offence type recorded for the NC38 beat code area

Offence Type	Aug 15 - May 16 (Period 1)	Aug 16 - May 17 (Period 2)	Aug 17 - May 18 (Period 3)	Difference
Burglary	5	2	8	+6
Vehicle Crime	2	2	4	+2
Criminal Damage	6	3	1	-2
Theft from Person/Robbery	0	0	0	0

Table 8: Number of each offence type recorded for the NC36 beat code area

Offence Type	Sept 15 - May 16 (Period 1)	Sept 16 - May 17 (Period 2)	Aug 17 - May 18 (Period 3)	Difference
Burglary	11	9	3	-6
Vehicle Crime	3	5	4	-1
Criminal Damage	23	18	5	-13
Theft from Person/Robbery	1	1	0	-1

Grantham

Table 9: Number of each offence type recorded for the NC40 & NC41 beat code areas

Beat Code Area	Offence Type	Aug 15 - May 16 (Period 1)	Aug 16 - May 17 (Period 2)	Aug 17 - May 18 (Period 3)	Difference
NC40	Burglary	6	10	4	-6
	Vehicle Crime	17	13	9	-4
	Criminal Damage	11	4	2	-2
	Theft from Person/Robbery	0	0	0	0
NC41	Burglary	3	8	2	-6
	Vehicle Crime	12	4	8	+4
	Criminal Damage	3	2	3	+1
	Theft from Person/Robbery	0	0	0	0

Stamford

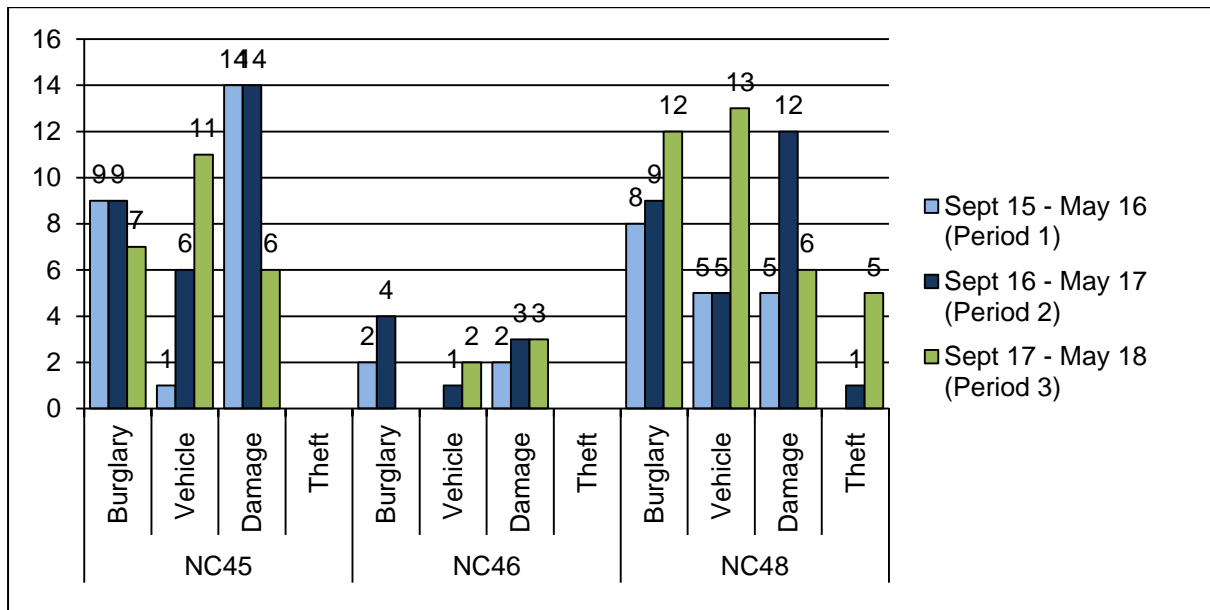*Graph 6: Number of each offence type within beat code areas in the Stamford area*

Table 10: Number of each offence type recorded for the NC47 beat code area

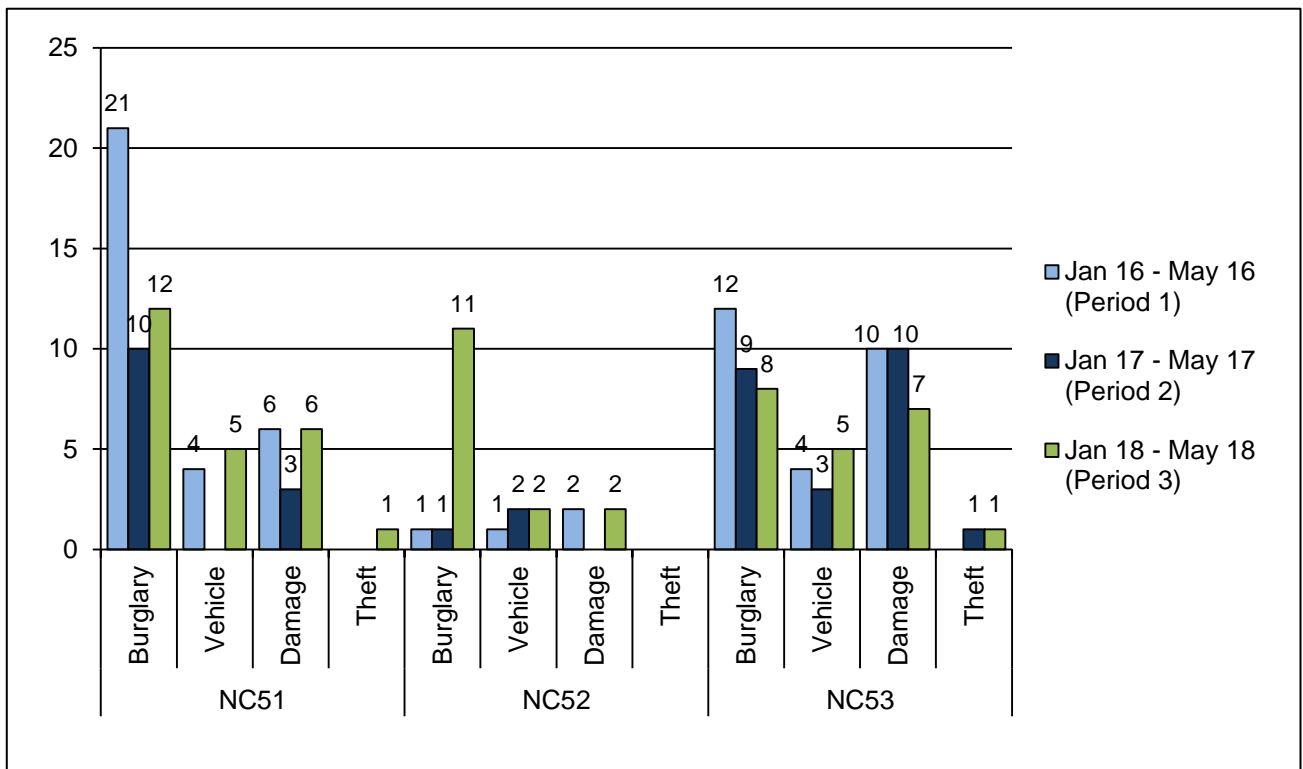| Offence Type	Oct 15 - May 16 (Period 1)	Oct 16 - May 17 (Period 2)	Oct 17 - May 18 (Period 3)	Difference
Burglary	5	5	5	0
Vehicle Crime	2	2	5	+3
Criminal damage	5	17	3	-14
Theft from Person/ Robbery	0	0	1	+1

Coast

Table 11: Number of each offence type recorded for the NC49 beat code area

Offence Type	Dec 15 - May 16 (Period 1)	Dec 16 - May 17 (Period 2)	Dec 17 - May 18 (Period 3)	Difference
Burglary	3	7	2	-5
Vehicle Crime	2	3	4	+1
Criminal Damage	2	5	6	+1
Theft from Person/Robbery	0	0	0	0

Graph 7: Number of each offence type within beat code areas in the Coast area

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Wolds

Table 12: Number of each offence type recorded for the NC54 beat code area

Offence Type	Jul 15 - May 16 (Period 1)	Jul 16 - May 17 (Period 2)	Jul 16 - May 17 (Period 3)	Difference
Burglary	17	22	22	**0**
Vehicle Crime	12	10	15	**+5**
Criminal damage	10	6	10	**+4**
Theft from Person/ Robbery	0	0	0	**0**

Graph 8: Number of each offence type within beat code areas in the Wolds