

## **1. INTRODUCTION**

- 1.1. The service consists of the installation and monitoring of Closed Circuit Television (CCTV). The reasons for the service being established are registered by the Council with the Information Commissioner as:

“Crime prevention and detection and the apprehension and prosecution of offenders.”

- 1.2 A further description of the purposes of the CCTV schemes registered by SDC with the Information Commissioner covers:
- Initiatives under the Crime & Disorder Act including participation in crime reduction partnerships, serving of anti social behaviour orders etc.
  - Operation of CCTV systems in shopping centres, housing estates, council premises where the object is the prevention and detection of crime
  - Community safety programmes. Note: This purpose is designed to describe general crime prevention initiatives.
  - More specific activities, for instance the investigation and prosecution of cases of benefit fraud are recorded under the relevant purposes.
  - Includes use of closed-circuit television for the monitoring and collection of sound and/or visual images for the purpose of maintaining the security of premises, for preventing crime and investigating crime.
- 1.3 The service is regulated through legislation, requiring a procedure driven approach to delivery.

## **2. BACKGROUND TO THE SERVICE**

### **2.1 History of local government provision of service**

- 2.1.1 CCTV was first introduced in the UK to retailers in 1967, and the first town centre in 1985. Since then its use has become increasingly popular across the country. Arguably, CCTV is one of the most powerful tools to be developed during recent years to assist with efforts to combat crime and disorder whilst enhancing community safety. Equally, it may be regarded by some as the most potent infringement of peoples’ liberty.

The introduction of a variety of new legislation (see section 2.2) has greatly impacted upon most operations of CCTV. If, as users, owners and managers of such systems we are to command the respect and support of the general public, the systems must not only be used in accordance with current legislation; fairly and lawfully, but with the utmost probity at all times.

### **2.2 National issues**

#### **2.2.1 Legislation**

The key legislation directly affecting CCTV services comprises:

- Data Protection Act 1998
- Human Rights Act 1998
- Regulation of Investigatory Powers Act 2000

#### 2.2.1.1 **Data Protection Act 1998**

Prior to the Data Protection Act 1998, which came into force on 1<sup>st</sup> March 2000 there was no basis for systematic legal control of Closed Circuit Television surveillance over public areas. The Data Protection Act 1998 empowered the Information Commissioner to publish a Code of Practice that deals with surveillance in areas to which the public have largely free and unrestricted access. The changes in the data protection legislation meant that for the first time, legally enforceable standards would apply to the collection and processing of images. The Information Commissioner stated in the introduction to the Codes of Practice

“This Code of practice has the dual purpose of assisting operators of CCTV systems to understand their legal obligations while also reassuring the public about the safeguards that should be in place. It sets out the measures which *must* be adopted to comply with the Data Protection Act 1998 and goes on to set out guidance for the following of good data protection practice.

The Code makes clear the standards that must be followed to ensure compliance with the Data Protection Act 1998 and then indicates those which are not a strict legal requirement but do represent the following of good practice”

(CCTV Code of Practice 2000)

There are 62 legally enforceable standards and 31 suggestions of good practice within the CCTV Code of Practice.

Once the Data Protection Act 1998 received Royal Assent, compliance with the legislation was an immediate requirement.

#### 2.2.1.2 **Human Rights Act 1998**

The Human Rights Act 1998 came into force on 2<sup>nd</sup> October 2000. The new law incorporated three elements:

- It makes it unlawful for a public authority, which includes a Local Authority and the Police, to breach the Convention rights unless an act of Parliament meant it could not have acted differently
- It means that cases can be dealt with in a UK court or tribunal
- It says that all UK legislation must be given a meaning that fits with Convention rights.

This legislation directly affects the installation, procedures and management of surveillance systems.

#### 2.2.1.3 **Regulation of Investigatory Powers Act 2000**

The Regulation of Investigatory Powers Act 2000 (RIPA) was enacted in order to give a clear Statutory framework for the operation of certain investigative techniques and to provide compliance with the Human Rights Act 1998. RIPA is mainly concerned with covert and intrusive surveillance. CCTV systems are not normally within the scope of RIPA if there is sufficient notification to the general public informing them that there is a CCTV system in operation present and that CCTV cameras in the public sight.

However RIPA will apply to any covert or intrusive surveillance where CCTV monitoring is used.

The CCTV scheme operated by SDC includes procedures by which covert surveillance can be authorised and mounted within the RIPA guidelines, those these have not been used to date.

## 2.2.2 Performance Indicators

### 2.2.2.1 Best Value Performance Indicators

There are no Best Value Performance Indicators for service provision.

### 2.2.2.2 Local Indicators

The Audit Commission have identified a number of local indicators used by different organisations to assess the ongoing delivery of their CCTV schemes. These indicators where SDC results are known are shown below:

**Figure 1: Local Indicators**

<b>Indicator</b>	<b>SDC result 2005/06</b>
Average number of productive activities per operational hour	1.125
Total annual cost of the scheme per camera per productive hour	13p
Percentage of total annual cost funded from external contributions	5.8%
Cost per productive activity	£12.76

The key indicators of performance are the number of incidents reported and arrests generated.

**Figure 2: Performance trends**

	<b>2004 - 2005</b>	<b>2005 - 2006</b>
Major incidents	*879	719
Total incidents	*8458	9855
Camera assisted arrests		546

\* No figures available for October 2004. In October 2005 951 incidents recorded (49 major)

## 2.3 History of local provision of service

The first CCTV system operated by SDC was established in 1997 and covered Stratford upon Avon.

Cameras have been added to the system as and when capital funds could be secured from the Home Office. There has been no consistent policy to prioritise the extension and deployment of new cameras and schemes.

Although the Home Office has funded capital development of the CCTV service, it has not funded the revenue implications of this capital development. Similarly these have not been included in the Council's budget, leaving an ever widening gap between the revenue budget for CCTV and the actual operating costs of the service.

In this fashion additional schemes have been established subsequently in the following manner.

**Figure 3: Expansion of CCTV coverage**

<b>Year</b>	<b>Development</b>
1999/2000	<ul style="list-style-type: none"><li>• Additional coverage in Stratford upon Avon</li><li>• Provision in Alcester</li></ul>
2000/01	<ul style="list-style-type: none"><li>• Provision in Studley</li></ul>
2002/03	<ul style="list-style-type: none"><li>• Provision in Shipston</li><li>• Provision in Southam,</li><li>• Extended provision in Stratford upon Avon</li><li>• Extensive new equipment at monitoring room</li></ul>
2003/04	<ul style="list-style-type: none"><li>• Provision in Bidford on Avon</li></ul>
2006/07	<ul style="list-style-type: none"><li>• Provision in Wellesbourne</li></ul>

### **3. SERVICE DELIVERY**

#### **3.1 Method of delivery**

In essence the service comprises Closed Circuit Television cameras around the District which provide pictures which are monitored in real time at the CCTV control room, which is staffed 24 hours a day, 7 days a week, 52 weeks a year.

The images are stored (currently on analogue equipment) for up to 31 days, during which time they can be copied with agreement by the Police for use as evidence in court.

Detailed procedures for delivery of the service are identified in a Procedures Manual, which is reviewed annually.

The physical installation and maintenance of the cameras is carried out under contract by specialist companies.

#### **3.2 Analysis of work, reactive and proactive**

As identified above, the control centre is proactively staffed on a full time basis.

#### **3.3 Findings of any previous service inspections**

3.3.1 The service volunteered for an external Audit of its operation in 2006. This Audit was carried out by Morse Security Consultants for the following purposes:

- |   |
|---|
| <ol style="list-style-type: none"><li>1. To ascertain the managerial and operational efficiency of the CCTV monitoring service</li><li>2. To ascertain as far as possible, compliance with legislation, standards and policies.</li></ol> |
|---|

3.3.2 The report identified that SDC provided an effective and efficient CCTV service, which complied with legislation. Standards and Council policies were substantively being achieved.

3.3.3 Improvements are being made at operational level in response to the audit findings.

### 3.4 **Overview of consultation/ customer feedback**

3.4.1 Residents have not been consulted on the detailed operation of the Council's CCTV service. During 2005 the Citizens Panel was surveyed on the targets that should be included in the Council's corporate strategy. In order to develop healthier and safer communities, residents identified the following as their highest priority actions:

- Work with partners to reduce the total number of recorded crimes by 93.7%  
12.5% from the 2003/04 total
- Implement two suitable CCTV schemes by April 2008 71.7%
- Work with partners to develop a Wellesbourne leisure and community 22.8%  
facility by April 2008.

3.4.2 Consultation with local Police Officers was carried out in 2006. Key findings from this consultation were that:

- The majority of police officers thought the CCTV systems were fairly effective at reducing, detecting offenders, police deployment and reducing fear. Although 25.0% thought that the systems were not very effective for police deployment and 33.3% stated they were not very effective at reducing the fear of crime.
- 83.3% of officers had requested monitoring staff to conduct observations and all of them thought that the response and relationship with the operating staff was either very good or fairly good
- 96.2% of officers stated they believe it is necessary to monitor the CCTV systems all day and every day
- Police officers stated the main improvement to the system would be additional cameras

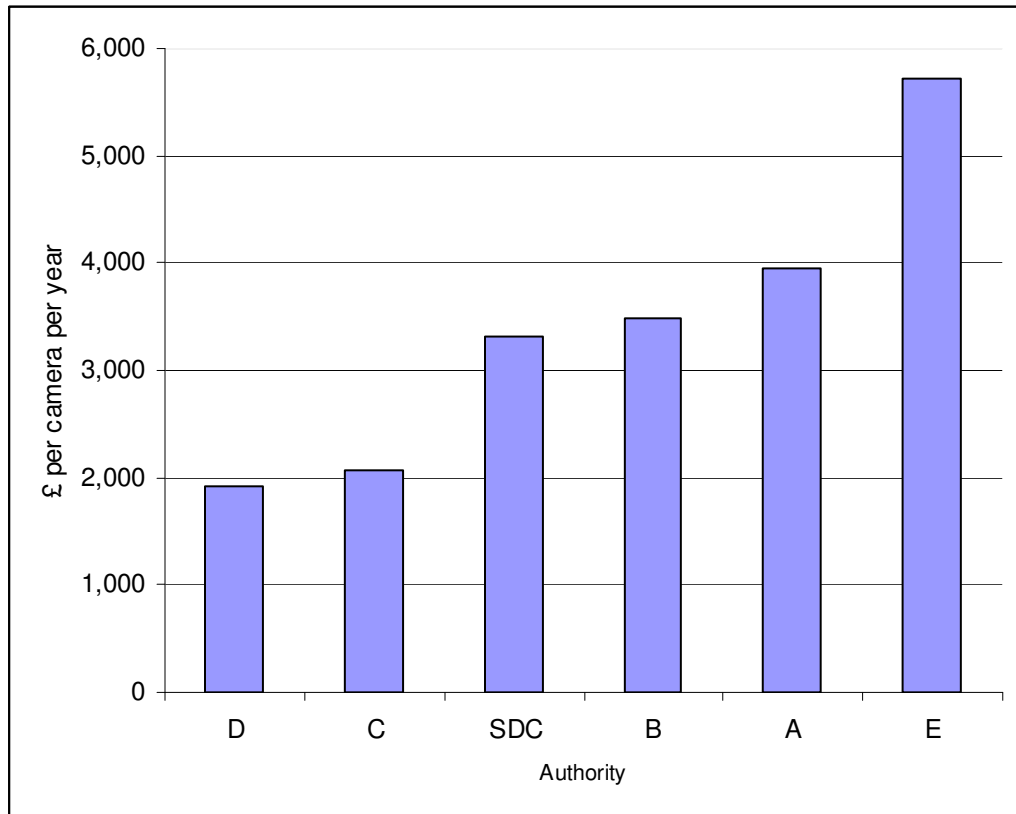
### 3.5 **Benchmarking with other Councils**

3.5.1 All authorities in SDC's CIPFA family group were contacted to benchmark current service provision. The results are given in Appendix 4 and demonstrate that:

- SDC costs per camera monitored are equivalent to the mean cost paid by other providers.
- The number of incidents recorded per camera is higher than all other providers. It should be noted that different authorities appear to apply different definitions of incidents, and results should be treated with caution accordingly.
- The number of arrests made per camera matches the average for other providers.

3.5.2 Further work is being carried out with providers c and e to help review and improve our own future operation.

**Figure 4: Comparison of annual service cost per camera operated**



### **3.6 Partnership opportunities**

3.6.1 The major partners in direction of the overall service are the Police and the Crime and Disorder Reduction Partnership (CDRP). Historically the Council has retained control over the system with the Police and CDRP having little involvement in this issue.

#### **Police / CDRP**

3.6.1.1 The Police are keen to increase the availability and use of Automatic Numberplate Recognition Cameras (ANPR), and have provided £40,000 for their installation and use.

#### **Radio Retail Scheme / Bardwatch**

3.6.1.2 The CCTV service is a member of the Radio Retail Scheme (RRS) operating in the District, and the Bardwatch scheme in Stratford upon Avon. The RRS is currently being expanded to cover all market towns in the District, and CCTV will play a prominent role in reducing retail crime through this initiative.

## **Town and Parish Councils**

- 3.6.1.3 As described in section 2.3 many of the current CCTV schemes around the District were established using Home Office funding. As part of the application to the Home Office for this funding, the Council was required to consult with all relevant bodies including key partners such as Town and Parish Councils, and to provide evidence of their support and willingness to work together in the 'spirit of the agreement.'
- 3.6.1.4 Officers are currently reviewing the information provided to Town Councils which contribute to the service, in order to ensure this gives reassurance to Town Councils of the benefits of working with the service.
- 3.6.1.5 SDC receives applications from Parish and Town Councils for the introduction of CCTV schemes in their areas. These requests have not yet included offer of funding. The Local Council Charter SDC 'signed up to' on 4 July 2005 regulates relationships between principal authorities and local Councils within Warwickshire. Section 13.2 of this document states that "Principal Councils will seek to agree, insofar as is reasonably practical, the basis of funding concurrent services to ensure that double taxation is avoided in accordance with ODPM Guidance document *"The Quality Parish and Town Scheme"*. Appendix 4 of the Charter identifies CCTV installation and maintenance as an area of possible concurrent service.

## **3.7 Shared management / monitoring?**

- 3.7.1 The service already monitors CCTV cameras on behalf of other organisations on a commercial basis, and this aspect of operation should continue to be expanded.
- 3.7.2 On a much larger scale, there is potential for sharing management with Warwick District or another Council. This should be taken as part of any wider consideration of a South Warwickshire Community Safety service.

## **3.8 How the service meets corporate policies e.g. equalities., EMAS.**

The service meets corporate policies through delivery of the following targets:

### **3.8.1 *Community Plan***

- 3.8.1.1 The services contributes to achievement of the key priority theme that "We will remain amongst the 25% of districts with the lowest level of recorded crime in the country."

### **3.8.2 *Corporate Strategy***

- 3.8.2.1 The service contributes to outcome target of "reducing crime by 15% over 3 "years.
- 3.8.2.2 There is also a more direct involvement in that "Installation of 2 CCTV schemes by the end March 2008" is a specific target within the corporate strategy.

## **3.9 *Crime Disorder and Drugs Misuse Strategy 2005-2008***

- 3.9.1 Following the statutory audit of crime and disorder carried out in 2001, Stratford-on-Avon District Crime and Disorder Reduction Partnership (CDRP) agreed a Crime and Disorder Reduction Strategy 2002-2005. The CDRP responded to community consultation by implementing action plans focussed on developments which residents indicated would help them to feel safer, including:

- Increased Police presence (visibility);
  - The introduction of Police Community Support Officers, aimed at providing a visible and accessible uniformed presence to improve public reassurance and the quality of life in the community;
  - Increased use of CCTV;
  - Improved street lighting; and
  - Developing the network of Neighbourhood Watch schemes.
- 3.9.2 The Crime Disorder and Drugs Misuse Strategy 2005-2008 took a different approach. It identified the priority types of crime to be reduced across South Warwickshire and set targets for these. It did not identify the means by which these reductions will be achieved.
- 3.9.3 The four priorities the South Warwickshire CDRPs will concentrate their efforts on over the 3-year period of this strategy are:
- anti-social behaviour
  - alcohol related violence, particularly in the town centres at night
  - crime against businesses
  - the disproportionate fear of becoming a victim of crime compared with the actual risk of being a victim

### 3.10 Risk management

The key risks, as identified in the Council's risk log, are as follows.

<b>Specific Risk</b>	<b>Implications</b>	<b>Further actions required to minimise risk</b>
Lack of funding to repair, monitor and record.	The service will not comply with Data Protection legislation.	Funding needs to be secured to meet these legal requirements.
VHS recorders are no longer manufactured	Will no longer be able to record images for evidential use in court. This would make the service unable to meet the legal requirements to ensure compliance with the Data Protection Act 1998 .	Replace current VHS recorders with digital recording machinery.
Cathode Ray monitors are no longer manufactured	Will no longer be able to monitor images and direct cameras in real time.	Replace current CRT monitors with TFT monitors
Cameras are installed on ad hoc basis	Leads to inconsistent provision	Introduce protocol to prioritise future expansion of service.

<b>Specific Risk</b>	<b>Implications</b>	<b>Further actions required to minimise risk</b>
Components of CCTV system not working	<ul style="list-style-type: none"> <li>• Incidents will not be monitored / recorded.</li> <li>• The service will not comply with Data Protection legislation.</li> <li>• Public confidence will be reduced.</li> </ul>	<ul style="list-style-type: none"> <li>• Identify suitable maintenance budget</li> <li>• Tender for complete maintenance contract</li> <li>• Early rectification of faults</li> </ul>
Equipment has exceeded operational lifespan and so needs replacing or service changing.	<ul style="list-style-type: none"> <li>• Incidents will not be monitored / recorded.</li> <li>• The service will not comply with Data Protection legislation.</li> <li>• Public confidence will be reduced.</li> </ul>	Introduce costed maintenance / repair schedule.
Different schemes (e.g. SDC and Police) are incompatible.	<ul style="list-style-type: none"> <li>• Unable to provide an integrated, effective and comprehensive service</li> </ul>	Seek to work with the Police on a preferred supplier basis.

#### **4. RESOURCES STATEMENT**

4.1 The direct revenue cost of operating the service (i.e. excluding central support service charges) in 2005/6 was a net £238,173. The budget for 2006/07 is £241,329.

	<b>Costs 2005/06</b>	<b>Budget 2006/07</b>
Staffing costs	£144,725	£147,900
Premises costs	£1,807	£1,200
Transport costs	£1,313	£100
Supplies and services (excluding telephone line expenses)	£8,072	£11,200
Telephone and line rentals	£70,120	£29,800
Third party payments	£23,521	£50,400
Transfer payment	£3,169	£3,600
<b>Gross Costs</b>	<b>£252,727</b>	<b>£247,329</b>
Income	14,554	6,000
<b>NET COSTS</b>	<b>£238,173</b>	<b>£241,329</b>

## **4.2 People**

- 4.2.1 The service operates 24 hours a day, 7 days a week. During the past 3 years the staffing establishment has remained constant at 5fte staff plus Supervisor. Shift patterns were reviewed August 2006 and by using 1 post to cover holidays (rather than buying in overtime) the service now provides additional coverage for the same level of funding, providing a non-cashable Gershon saving.

## **4.3 Physical Assets**

### **4.3.1 Control room**

- 4.3.1.1 The service is operated from a central control room whose location is kept confidential. At this control room images from the CCTV cameras are displayed on 30 monitors. These comprise 26 21" Monitors on the monitor wall, and 4 17" spot monitors in a central desk, where images can be viewed more closely by staff. The controls on the spot monitors also enable cameras and their images to be manipulated.
- 4.3.1.2 The images brought to the control centre are also stored on video tape for 31 days, using analogue recorders. During this time they can be copied for use as evidence in court.
- 4.3.1.3 The VCR recording system at the Control Room has been in place since the CCTV service's inception in 1997. The VCR's are in use 24hrs a day, 365 days a year.
- 4.3.1.4 Analogue video recorders are now obsolete, and are no longer manufactured or available for sale. It is very nearly impossible to obtain replacement Super VHS Time Lapse VCR's. Resources to replace these monitors with Digital recorders are under consideration as part of the Council's budget setting process for 2007/08.

### **4.3.2 Cameras**

- 4.3.2.1 Following the installation of the new CCTV scheme in Wellesbourne during 2006 there are now 79 CCTV cameras operated by the Council safeguarding streets across the district.

### **4.3.3 Installation and maintenance of cameras.**

- 4.3.3.1 Currently the provision and installation of cameras is tendered separately each time the Council allocates capital funding for a new CCTV scheme. This adds to the input required each time a new scheme is added, or camera replaced, and prevents potential economies of scale., consistency and smoothness of operation.
- 4.3.3.2 There is comprehensive maintenance contract in place with one provider, however, labour and parts are charged as extra. There is a separate contract with another for 4 cameras.
- 4.3.3.3 The Information commissioner makes particular reference to maintenance with the following "...if the purpose of the system is to collect evidence of criminal activity, blurred or indistinct images from degraded tapes or poorly maintained equipment will not provide legally sound evidence and may therefore be inadequate for its purpose." This is therefore a legal requirement and is incorporated into the Third and Fourth Data Protection Principles.
- 4.3.3.4 It is therefore proposed that the purchase and maintenance of cameras be brought together into a single comprehensive contract, which would need to be tendered under European Competition rules.

## **5. FUTURE DEVELOPMENT OF THE SERVICE**

### **5.1 Overall vision and philosophy of service**

The overall vision and philosophy of the service is:

“To provide a first class service to the Community that reduces the perception and fear of crime, prevents and detects crime and enhances public confidence and reassurance of a safe environment to visit.”

### **5.2 In pursuit of this the Council will seek to achieve the following Aims, objectives and actions over the period 2007/08 to 2009/10:-**

#### **Aim 1 Reduce crime and improve public confidence**

- Provide evidence of criminal activity and anti-social behaviour for use by the Police and in court.
- Integrate CCTV to the Radio Retail Link and provide a service to the major market towns to reduce business crime.
- Publicise the successes of CCTV to the public.

#### **Aim 2 Concentrate on monitoring activity in higher risk public places.**

- Extend the CCTV system where both capital and revenue funding allows, in line with the protocol at Appendix 4.
- Prevent vehicles either involved in previous crimes or transporting known criminals or perspective criminals entering the Towns within the District by working in partnership with Police and Contractors to provide a fully operational, effective ANPR facility.
- In conjunction with Police and CDRP and Business link gather evidence of requirements and priority needs, and review current location of cameras in line with the protocol and crime statistics.

#### **Aim 3: Ensure high quality service management and operation**

- Operate the system in accordance with legislation, including the Data Protection Act (1998) and its associated Guidance and Code of Practice.
  - Ensure that all staff operating the system are appropriately vetted, accredited and fully trained.
  - Ensure that proper management and control procedures are in place to protect the integrity and security of all recordings made using the system.
  - Review operation of the scheme annually.
  - Accreditation to the British Standard for operation of CCTV control centre.
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**Aim 4: Improve service effectiveness through use of technology.**

- Minimise downtime through improved reputable single supplier engineers/company, with good service record.
- Introduce costed maintenance / repair schedule
- Replace current technology with a fully digital system, depending on funding.

**Aim 5: Ensure the service is provided at a low cost to the Council**

- Provide monitoring services to external premises on the basis of charges to be determined by the Council.
- Increase the proportion of total funding received from external sources.