

Summary Report

Review of CCTV provision within the Dyfed-Powys Police area

On behalf of



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HEDDLU A THROSEDDU
DYFED-POWYS
POLICE AND CRIME
COMMISSIONER

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1. Review Requirement.

The Police and Crime Commissioner (PCC) is responsible for the totality of Policing across Dyfed-Powys. The PCC commissioned a Review to assess the 'value' of public space CCTV in supporting the strategic objectives set out in his Police and Crime Plan; The Review will serve to inform a sustainable and affordable CCTV strategy for Dyfed-Powys that is based on clear and sound evidence and that balances the needs of the Police and wider criminal justice system, partners and communities.

2. Methodology.

The Review considered both existing capability and potential opportunities for change. This involved specialist consideration of a range of relative literature on the subject, and wide consultation with key interested parties, with particular emphasis on County Councils, Community Safety Partnerships (CSPs), and Police managers.

3. Current Provision

The deployment of CCTV across the Dyfed-Powys area varies considerably with different approaches in each county. The following is a summary of the current known provision.

Carmarthenshire has the highest quantity of public space CCTV cameras and is the only county which currently "actively monitors" the CCTV cameras. Cameras are provided in Ammanford, Burry Port, Carmarthen, and Llanelli with a total of 87 cameras monitored and recorded in Carmarthen and Llanelli Police Stations.

Ceredigion council have CCTV cameras installed in a number of towns within the county: Aberaeron, Aberystwyth, Cardigan, Lampeter, New Quay, and Tregaron. The cameras are of good quality and it is believed would have delivered good quality images if installed and maintained to a high standard.

The systems were monitored at Aberystwyth Police station by local authority employed civilian staff. Early in 2014 against a background of reducing budgets and increasing demand on council services, Ceredigion Council took the decision to turn off and mothball the system, making the staff redundant. The current situation is that the system is turned off but the equipment remains in place. The council have expressed that they intend to disconnect and remove the equipment entirely in the near future.

Pembrokeshire have cameras installed for public space monitoring purposes in five towns within the county. The systems are all passive systems that are not normally monitored.

Systems are installed in the following locations: Haverfordwest, Fishguard, Milford Haven, Pembroke, Pembroke Dock, Saundersfoot and Tenby. The cameras are all recorded at the local Police Station and can be accessed by the Police to review and copy recordings for use in investigations or prosecutions as required. In addition to the above there are approximately 10 cameras installed by town councils who pay the annual line rental to BT Redcare. Pembrokeshire County Council maintain all 50 public space CCTV cameras.

Powys has CCTV systems installed in a number of its town for monitoring of public places. The current known systems are in; Brecon Machynlleth, Newtown, and Welshpool. In 2007 responsibility for Powys funded CCTV systems was moved to the CSP and it was decided that a trial should be established to evaluate the effectiveness of central monitoring and control of CCTV systems. Following the trial the systems in Newtown and Brecon were decommissioned. The systems in Machynlleth and Welshpool

are funded by the respective town councils and continue to be supported and used for investigation and prosecution purposes.

The systems that are installed are all (with the exception of Machynlleth) analogue based systems of varying ages. The technology employed is typically suitable for the task of monitoring and recording activity within the areas of coverage. Analogue technology cameras continue to be supported by major manufacturers but development of new analogue products has effectively ceased. The choice and range of these products is therefore limited and declining. The major manufacturers of CCTV systems and equipment are focusing all their development budgets on IP based products resulting in a wide range of products with high specification and increasing capabilities.

4. Research and Consultation

4.1 Consultation – Local Authorities (LAs) and CSPs.

There is great disparity in the current availability of CCTV support across the Force area (e.g. some capability within Carmarthenshire and Pembrokeshire, but none/little within Ceredigion and Powys). There was a corresponding disparity from the LAs and CSPs about the effectiveness of CCTV to address crime and ASB – and the ‘value’ benefit given the cost of supporting CCTV systems.

4.2 Consultation – Dyfed-Powys Police Force.

The Police perspective is a critical factor in assessing the ‘value’ and forward approach to using CCTV to fight crime and ASB within Dyfed-Powys.

In summary, the Police recognise that CCTV support across the Force area is variable, that there is no joined-up, strategic approach, and that LAs make independent county-level decisions which determine the service available, although some towns operate and fund localised systems. They saw a need for an informed, strategic approach that would ensure standards and, where viable, a linked network between public systems; further, there was a need for managed oversight to ensure that standards were maintained e.g. ongoing camera effectiveness. The aspirational model was for a centralised control. They regarded effective communication between CCTV control and officers as a key requirement, with the capability to transmit images to officers on the ground.

Notably, the Police judge that CCTV support allowed their effort to be more effective, and enabled time and resource efficiencies (particularly in situations that were resource heavy e.g. missing persons.) – with the converse effect if CCTV was not available. Overall, the Dyfed-Powys Police Force are strong advocates for an appropriate, effective and efficient CCTV service to support their work.

4.3 Consultation – Crown Prosecution Service – Wales (CPS-Wales).

CPS-Wales judge that CCTV support assisted the police effort and overall prosecution process to secure correct justice outcomes; properly presented, relevant CCTV evidence (images) provided a very ‘credible witness’ factor when cases were judged. They are strong advocates for CCTV evidence.

4.4 Literature Research.

There is an extensive, but largely inconclusive literature base; the Review considered a comprehensive range of relevant material. CCTV is, primarily, a 'situational' crime-reduction measure; it is designed/intended to change the environment within which a crime may occur. The Review focused on 5 aspects, outlined below. The impact of CCTV on:

- Crime Deterrence. NB: A particularly difficult aspect to gauge. Minimal evidence of positive impact in general environment; most effective in less complex and controlled spaces (e.g. car parks). Little success regarding violent and alcohol fuelled acts.
- Crime Displacement. Inconclusive, and any immediate effect likely short-lived.
- Detection and Deployment of Interventions. Broadly, CCTV has greater likely benefit in support of detection and intervention (e.g. deployment decisions) effort than from its deterrent effect. CCTV may contribute towards reducing impact of negative outcomes (e.g. stemming potential escalation, assisting identification etc.) –and supporting efficiency/economy of resources (time, money, abstraction) for Police and other partners (e.g. Health Service).
- Use of Evidence in the Investigation and Justice process. CCTV evidence may assist investigative effort and support 'better justice' outcomes.
- Wider Benefits. *"The effectiveness of CCTV schemes cannot be properly assessed by the direct relation to crime statistics alone. There are so many intangible benefits in the policing and justice systems as well as community safety with reassuring perceived fears (National CCTV Strategy, Home Office & ACPO 2007)."*

There were Indications of various potential benefits beyond impacting crime e.g. public confidence, non-crime environmental and community life. NB: a complex aspect to assess, e.g. potential for both increase and decrease in 'fear of crime'.

4.5 Overall Findings from Research and Consultation.

There is general consistency in the findings from the literature review, and the experience and views of Dyfed-Powys Police and CPS-Wales with regard to the effectiveness of CCTV in preventing or responding to crime/ASB. Simply, CCTV offers significant potential benefit to the justice process – if properly applied. However, there are many factors that influence its 'value' – including high input costs.

4.6 Characteristics of an Effective CCTV Strategy/Service.

What influences CCTV Operations? The design and operation of a CCTV system has a critical impact on its effectiveness and efficiency. From studies, the following key characteristics (*largely obvious but*

pivotal) are instrumental in determining likely 'success or failure' to meet crime-fighting (and wider) objectives.

- System Objectives. Clear and viable objectives (including an 'Operational Requirement (OR)') need to be set to ensure that the design, deployment and management of the CCTV 'tool' is matched to the intended goal; critically – can the CCTV system meet its objective (in design), and can performance be measured (in use).
- Notably, the Surveillance Camera Code of Practice (Home Office, 2013) sets a number of guiding principles, including – *“Use of a surveillance camera system must always be for a specified purpose which is in pursuit of a legitimate aim and necessary to meet an identified pressing need.”*
 - Different types of criminal behaviour and environment are likely to be more/less suited to CCTV deployment.
 - Deciding the system objective (and OR) will determine, *inter alia*, the requirement for monitoring – a prime cost factor; options are either 'active' (live viewing by an operator) or 'passive' (automatic, non-attended recording).
- Management of the Project. Effective and informed engagement essential to ensure system design and implementation meets agreed requirements.
- Camera Density, Coverage and Positioning. Three inter-related factors impact effectiveness – and cost; coverage and positioning aspects must adapt to changes in target and environment.
- Technical Characteristics. Selection of appropriate camera and positioning units, monitoring and recording equipment is crucial; effective retrieval of images/data is essential.
- Control Room Operations. Several key procedural and technical aspects impact the value of the system; the 'human interface' factor is pivotal to system success.

5. Key Findings

5.1 Future use of Public Space CCTV monitoring

It is our conclusion that the case for ongoing support of actively monitored Public Space CCTV within Dyfed-Powys is not made. We recommend that Dyfed-Powys Police and its partners deploy/support the use of passive (unmonitored, recorded) CCTV systems and tactical (re-deployable, Mobile) CCTV systems – refer to Appendix F for options and typical costs.

5.2 Use of Unmanned Aerial Vehicles (UAV) for Tactical CCTV monitoring

We recommend that Dyfed-Powys Police consider the available options in the emerging field of Unmanned Aerial Vehicles for tactical CCTV monitoring.

5.3 Establish Operational Requirements (OR) and maintain systems accordingly

Any Dyfed-Powys supported CCTV system should be configured against the standard set within the CCTV Strategy (particularly the 'Objectives' aspect (including an 'Operational Requirement' 'OR')) – and maintained to that standard throughout. Once the system requirements are determined (*applying the*

criteria approach) any unserviceable components should be repaired, and redundant components removed.

5.4 Apply Criteria Based Monitoring.

The CCTV Strategy should set a criteria for monitoring. We recommend that 'Active Monitoring' should only be applied when the situation meets the agreed risk-criteria. Otherwise, the default position should be 'Passive Monitoring' (constant) – with immediate access by the police (and/or other authorised persons) when required.

5.5 Removal of redundant equipment

Where CCTV systems are no longer monitored, either actively or passively, redundant cameras should be removed to avoid providing a false sense of security to the public in the areas where CCTV was previously monitored.

5.6 Use of IP technology for fixed site CCTV monitoring

Where a need is identified and OR's established for the use of CCTV monitoring, IP technology cameras should be deployed enabling the sharing of images across the Police network and delivery to mobile devices. – Refer to Appendix C for technical details.

5.7 Integrate / overhaul Carmarthen and Llanelli CCTV monitoring arrangements

In the event of a decision to relocate either or both Llanelli and Carmarthen Police stations we recommend that consideration should be given to upgrading the CCTV systems to IP technology and looking at opportunities integrate the systems and to reduce the current reliance on line rental for analogue signal transmission.

5.8 Images for use in Court to be of consistent quality and not require specific equipment or software

The Police and CPS-Wales should develop a practicable procedure to ensure that intended CCTV evidence can actually be shown at court when required; *this should be easily achieved*. - Refer to Appendix C for technical details.

5.9 Monitor and measure value of CCTV

The OPCC should develop, with key partners, a practicable mechanism to establish and track the ongoing economic 'value' of CCTV i.e. Estimate/track costs incurred by CCTV, and the consequent savings that CCTV has enabled.

5.10 Development of Dyfed-Powys CCTV Strategy

The Office of the Police and Crime Commissioner is currently developing a CCTV Strategy for Dyfed-Powys. The commissioning and delivery of this report represent the first phases in the development of this strategy. The recommendations on this report should be further developed to determine the specific objectives for the application of CCTV as a tool, in order that its impact ('value') and performance can be measured in meaningful terms.

The Dyfed-Powys CCTV Strategy should consider the wider aspects that may be impacted by CCTV schemes - and optimise its potential overall value. *This relates to the critical requirement for clear objectives to be set within the Strategy.*

5.11 Use media to publicise CCTV as a deterrent

The role of the media and publicity in crime deterrence following CCTV installation should be a consideration within the Dyfed-Powys CCTV Strategy – *it pays to advertise!*

5.12 CCTV in licenced premises

Where applications are made for new / renewed licences in licenced premises, provision of CCTV monitoring and recording (as per updated Operational requirement document in Appendix P) should be a condition of granting of the licence.