

## Final Report

### Review of CCTV provision within the Dyfed-Powys Police area

On behalf of



COMISIYNYDD  
HEDDLU A THROSEDDU  
DYFED-POWYS  
POLICE AND CRIME  
COMMISSIONER

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## 1. Executive summary

### 1.1 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.

### 1.2 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.

### 1.3 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 seven 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.

## 1.4 Research and Consultation

### 1.4.1 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.

### 1.4.2 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.

### 1.4.3 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.

#### 1.4.4 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'.

#### 1.4.5 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.

#### 1.4.6 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.

## 1.5 Key Findings

### 1.5.1 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.

### 1.5.2 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.

### 1.5.3 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.

#### 1.5.4 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.

#### 1.5.5 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.

#### 1.5.6 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.

#### 1.5.7 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.

#### 1.5.8 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.

#### 1.5.9 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.

#### 1.5.10 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.*

1.5.11 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!*

1.5.12 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.

## 2. Review requirements

The Police and Crime Commissioner is responsible for the totality of Policing across Dyfed-Powys. His strategic objectives are set out in his Police and Crime Plan. Dyfed-Powys comprises of four counties, Carmarthenshire, Ceredigion, Pembrokeshire and Powys. Each County Council has adopted a different approach in respect of the provision and monitoring of CCTV. Additionally there has been no standardised approach to the CCTV systems adopted by other public bodies and those private businesses that are required to operate CCTV (i.e. licensed premises). This has resulted in a fragmented approach, with a myriad of different operating and recording systems. In a criminal justice context the current systems can fail to act as a deterrent (prevention of crime and anti-social behaviour) and often cannot be used as evidence in a court setting (tackling of crime).

In the next few months, due to increasing financial pressures, the current CCTV systems will either cease to be monitored or will be switched off. Whilst the OPCC (and previously the Police Authority) has never been responsible for the funding of CCTV it is clear that appropriately sited cameras, as part of a wider policing and community safety strategy, can play a role in the prevention and tackling of crime and anti-social behaviour. It is equally clear that a collective and co-ordinated approach in respect of CCTV, responding to Community needs, is required and that some communities may be opposed to the introduction/continuation of CCTV in their area.

### *Key deliverables*

1. Evaluation of current CCTV capability and provision across Dyfed-Powys including location mapping.
2. Establishing the effectiveness of CCTV in preventing or responding to crime and anti-social behaviour.
3. Evaluation and recommendations in respect of alternatives to CCTV.
4. Recommendations in respect of future CCTV capability and provision across Dyfed-Powys. To include (but not limited to):
  - a. A standard format in respect of both image quality and monitoring/recording systems
  - b. Location of cameras including options for rapidly deployable mobile systems
  - c. Monitoring and recording arrangements
  - d. Guidelines to ensure compliance with all relevant legislation: Home Office, Ministry of Justice etc.
  - e. Cost-benefit analysis. To include options in respect of adaptation/upgrade of current systems versus purchase of new systems to include installation, maintenance, streaming and monitoring costs

This work 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. The Deputy Police and Crime Commissioner will be responsible for developing this overall strategy.

*Scope*

The review should include consultation with a number of key partners across Dyfed-Powys including (but not limited to):

- Dyfed-Powys Police
- Local Government (including Local Service Boards)
- Health Boards
- Further and Higher Education
- Magistrates
- CPS
- Licensed trade bodies

The OPCC will facilitate meetings with key personnel from the above bodies.

### **3. The review and consultation process**

Instrom have approached this assignment in four phases; consultation, review, research and reporting.

#### **3.1 Consultation**

We have sought to consult as widely as possible and seek views and observations from as many sources as possible with particular emphasis on County Councils, CSP's and Police managers to establish previous experience of the use of CCTV to monitor public spaces and their needs and expectations from CCTV monitoring. In addition we have sought to consult with town councils with experience of CCTV monitoring and other interested parties. The majority of parties consulted have offered frank and clear views on CCTV. A small number of organisations approached have declined to take part.

#### **3.2 Review of Systems**

Where we have identified CCTV systems in use we have reviewed the quality and nature of the system and prepared a plan of the known installations across the Dyfed-Powys area.

#### **3.3 Review of academic research**

As part of the review we have sought to synthesise the academic research and published guidance on the use of public space CCTV and present a summary of the research and how it impacts the objectives of this assignment.

#### **3.4 Reporting**

The output from the review is detailed in the final report which is structured as follows:

- Section 1 - Executive Summary  
A synopsis of the report highlighting the key findings and recommendations.
- Section 2 - Review requirements and objectives  
The original requirement set out by the office of the PCC for the review.
- Sections 3 – 5  
Report narrative setting out the research, consultations and conclusions.
- Section 6 – Recommendations  
A summary of the recommendations arrived at as a result of the review.
- Appendices A - Q  
Supporting information and detailed analysis to support the main report

## 4. Evaluation of current CCTV capability and provision across Dyfed-Powys

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. The map in Appendix H also refers)

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.

Where any new investment in CCTV systems is envisaged this should be in IP based systems.

### 4.1 Carmarthenshire

Carmarthenshire has the highest quantity of public space CCTV cameras and is the only county which currently “actively monitors the CCTV cameras.

The following CCTV monitoring is provided:

- Ammanford 12 cameras
- Burry Port 3 cameras
- Carmarthen – 32 cameras
- Llanelli – 40 cameras

The CCTV systems are monitored in the town Police stations in Ammanford, Carmarthen and Llanelli. The systems are typically monitored 16 hrs per day, 6 days per week with the exception of the system in Ammanford which is monitored for limited hours. The cameras images from Ammanford are also fed to Carmarthen Police station where they can be monitored by the Carmarthen staff.

The cameras installed are all analogue type cameras of varying ages which mostly provide reasonable quality images however there are ongoing maintenance issues and some cameras have been out of action many months.

The operators have access to Police radio, Shopwatch and Nightwatch radio networks which allow communication and actively participate in monitoring of activity in the areas monitored.

The systems are installed in the town centre predominantly for the night time economy issues, industrial areas, car parks and other key locations.

The provision of CCTV monitoring in Carmarthenshire costs £247k (2013/14) which includes a provision of £44k from DPPCC, £10k from the local CSP.

Of the total budget £140K (56%) is made up of direct staffing costs the remainder are maintenance and general running costs. It was pointed out that contributions towards the budget are made from various departments for the provision of monitoring to specific areas such as car parks as part of the “Safer Parking Scheme”.

Carmarthenshire clearly support the continued use of active public space CCTV monitoring. We were advised that this is the view of the majority of elected members and officers.

The CCTV supervisors keep a record of their activity noting what they are involved in per day. These statistics do not represent data that can be analysed to support or refute assertions that CCTV monitoring represent good value for the investment made.

During our consultations the issue was raised that the Police Station in Llanelli was due to be sold off requiring a relocation to new premises. It was also suggested that the station in Carmarthen town may also be relocated. In the event of the relocation to new premises there will be a requirement for considerable investment in the CCTV monitoring operation if the service is to continue.

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

Within Carmarthenshire we were given to understand that CCTV monitoring is a requirement of licensing for licensed premises. A guidance document is provided by the DP Police to new licensees on application.

#### 4.2 Ceredigion

Ceredigion council have CCTV cameras installed in a number of towns within the county:

- Aberaeron 1 camera
- Aberystwyth 8 cameras
- Cardigan 4 cameras
- Lampeter 6 cameras
- New Quay 2 cameras
- Tregaron 1 camera

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 system was 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.

N.B. As referred to elsewhere in this report the retention of cameras in their original position after the system has been switched off raises the issue of expectation from the public who believe an area is monitored by CCTV and therefore raising an expectation of supervision. Simply, should a person's personal risk-assessment/behaviour be on the basis that the visible CCTV camera units provided adequate coverage of an area, then they may feel aggrieved towards the LA if that was not the case – particularly if they fall victim. There is a balance to be struck between misleading the public and providing potential offenders with information that may assist their wrongdoing.

As with Carmarthenshire the CCTV operating staff recorded the number of times they were involved in monitoring or looking for individuals but there is no indication of any follow up action or outcomes. As a result it is not possible to analyse the data to draw any conclusions about the effectiveness of the systems.

Within Ceredigion we understand that CCTV monitoring is not a standard requirement of licensing for licensed premises.

#### 4.3 Pembrokeshire

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 9 cameras
- Fishguard 2 cameras
- Milford Haven 8 cameras
- Pembroke 7 cameras
- Pembroke Dock 5 cameras
- Saundersfoot 1 camera
- Tenby 8 cameras

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 and funded by town councils within the county. These cameras are also recorded at the local Police Stations

The County Council CCTV systems are fully funded by the Pembrokeshire County Council. In 2011/12 the council undertook a review of the use of CCTV in the county which concluded that the systems were an effective use of public funds and should continue to be supported. The continued use of CCTV is clearly popular and supported by the Council members and officials.

Within Pembrokeshire we were given to understand that CCTV monitoring is a requirement of licensing for licensed premises. A guidance document is provided by the DP Police to new licensees on application.

#### 4.4 Powys

CCTV systems for monitoring of public places has been installed in a number of its town throughout Powys at different times prior to 2007. The current known systems are

- Brecon 8 cameras – decommissioned
- Machynlleth 3 cameras
- Newtown 8 cameras – decommissioned
- Welshpool 16 cameras

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. The trial was established for the systems installed in **Newtown** and **Brecon** to be monitored at the Careline monitoring centre at Llandrindod Wells.

In 2010 budget constraints and ongoing technical issues with the systems led to the project being cancelled and the systems being decommissioned. In 2013 the CSP produced a report (See appendix K) which concluded "In conclusion, there is no current funding for CCTV. The monitoring of CCTV did not add value and was therefore not cost effective". From our discussions with representatives from Powys County Council and the CSP it appears this position is unchanged. There has been no

identifiable impact on trends in crime and disorder in the county and the overall trend has been for a steady decline in these issues.

It was noted that the CCTV cameras are still in place around Newtown despite the system being decommissioned. Please refer to earlier comment under Ceredigion regarding this issue.

**Welshpool** has a comprehensive system installed within the town comprising 16 cameras. The town was not part of the project led by Powys County Council and as a result the installation is still in place and funding of the system continues to be supported and funded by the Town Council. The installation is a passive system with images recorded in the Town Hall for retrieval later and use in investigation and prosecution where appropriate.

The Welshpool Town Council produced a “Community Plan” (See appendix M) for the period 2014 – 2017 in April 2014 following a consultation process with residents. The consultation process took the form of booklets delivered to every home in the town plus web based questionnaires. The consultation put a number of proposals forward which residents were asked to record their support for. One of these was “To continue to improve the CCTV coverage in Welshpool and to continue to support Police in any initiative to attack anti-social behaviour” This proposal received the most support of all proposals with 97% of respondents agreeing with this policy. As a result CCTV will continue to be supported and funded by the town council.

**Machynlleth** has a small town centre CCTV installation which comprises three cameras installed on the Y Plas building and associated leisure centre. The Machynlleth system is an IP based system that uses cameras with IP address that enable the cameras to be viewed via the internet. The system is supported and funded by the Town Council and used by the Police as and when required. Images are recorded for future retrieval and use in investigations and prosecutions. Police access to the images is via a web portal with relevant password protection.

The Machynlleth system is an example of the type of system we believe offers the most flexibility and opportunities for access and use by a range of organisations including the Police.

Within Powys we understand that CCTV monitoring is not a standard requirement of licensing for licensed premises.

Within Powys there are clearly different views about the use of public space CCTV monitoring with some town councils being supportive of and happy to fund the ongoing provision of CCTV. Clearly the County Council do not support investment in CCTV monitoring.



## 5. Establishing the effectiveness of CCTV in preventing or responding to crime and anti-social behaviour.

**Introduction.** This section considers the key factors that bear on the effectiveness of CCTV as a tool to address crime and anti-social behaviour (ASB) issues within Dyfed-Powys (one of the key objectives of the Review). It considers:

- The findings of a wide base of relevant academic and professional research, that itself draws upon case studies and experience of ‘real world’ situations; and,
- The findings from consultation with key partners and stakeholders regarding the application of CCTV to address crime and ASB issues within Dyfed-Powys, NB: this included contact points identified by OPCC, and further sources developed by Instrom during the Review. Principally, the Review consulted:
  - Local Service Boards. County-level, and where appropriate, town-level representatives were consulted.
  - Police Force. Force-level and divisional-level representatives were consulted.
  - Criminal Justice Partners. Criminal Justice Service – Wales representatives were consulted (Crown Court and Magistrates Courts).

**General Points.** There are a number of general but fundamental points to be borne in mind in considering the impact (‘value’) of CCTV:

- Clarity of Purpose. The effectiveness of CCTV must be considered in light of its intended purpose.
  - For Dyfed-Powys, this is assumed to be, at the top-level and relating to intended ‘outcomes’, in support of the priorities within the PCC Plan; particularly, Preventing and tackling crime: Protecting vulnerable people: Bringing people to justice: and as part of the overall Plan objective, Spending wisely.
  - However, there appeared to be no specific formal Dyfed-Powys CCTV Strategy in existence.

**RECOMMENDATION:** A specific formal Dyfed-Powys CCTV Strategy should be 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.

- Background. It is relevant to note the national-level background. The origins of CCTV provision for public space in the UK lie in the early 1980s and the use of CCTV systems expanded gradually but significantly, funded by local authorities in the main as part of the ‘Safer Cities Initiatives’ and the like. Subsequent Government funding followed; £38.5 million was made available to c600 schemes between 1994-99. Between 1999 and 2003 there was a major investment programme in public space CCTV through the Home Office-funded Crime Reduction Programme (CRP); through a bidding process, a total £170 million of capital funding was awarded to local authorities for public space CCTV systems. The end of the CRP marked the close of a dedicated central funding regime for public space CCTV, although local authorities continued to have access to Home Office grant monies for general funding for crime reduction.

- Historically, a variety of CCTV systems were established in each of the four counties as a result of the central funding initiative.
- CCTV for Crime Prevention/Reduction – the rationale. CCTV is a ‘situational’ crime reduction measure; it is designed to change the environment within which the crime may occur. The main assumptions/factors behind its use for crime prevention purposes are as follows:
  - Deterrence – the potential offender is aware of CCTV, and assesses that the risks of offending in that location outweigh the likely benefits and chooses not to offend, or to offend elsewhere (‘displacement’ of the crime remains a consideration).
  - Response deployment – CCTV surveillance supports effective and efficient response; informs decisions regarding the timing and nature of the response/intervention (both pre and post-incident), primarily by the police.
  - Detection – CCTV images provide a ‘witness’ factor that can assist the police intervention at the time, and subsequently, the overall justice process.
  - ‘Mindfulness’ - overt CCTV presence may remind potential victims of the ‘risk’ of crime and cause people to adjust their behaviour accordingly, and fear of surveillance may cause greater self-discipline/inhibition in potential offenders.
  - ‘Capable Guardian’ – the ‘Routine Activity Theory’ (*an acknowledged criminology theory*) posits that for a crime to take place 3 factors must be present – a motivated offender :a suitable target :and the absence of a capable guardian. Any act that prevents the convergence of these factors will reduce the likelihood of a crime taking place. Broadly, where properly applied, CCTV has the potential to act as a ‘capable guardian’ to reduce the likelihood of crime; the type of system monitoring applied is a key factor (*see below*).
- CCTV System Monitoring. Broadly, a CCTV system comprises individual camera units linked to a central control facility. Images captured by CCTV camera units are relayed to the control unit that records and stores the captured information, and, depending on the system configuration, enables individual camera units to be controlled and viewed on monitors. There are two aspect of functionality:
  - ‘Active monitoring’ involves an operator monitoring the CCTV coverage real time to identify potential and actual issues, and support the response mechanism e.g. initiating the alert, supporting pre-incident/live incident police deployment and the initial investigation (particularly identifying persons of interest).
    - Broadly, ‘active monitoring’ offers a potential capability to support both ‘proactive’/preventative and ‘reactive’ responses (initial and subsequent post-incident analysis etc.).
  - By contrast, a ‘passive monitoring’ system is designed to function automatically i.e. scan, record and store the CCTV coverage of a pre-determined area, enabling subsequent examination; this supports post-incident action such as evidence collection, incident analysis etc. and so is primarily a ‘reactive’ response.

- Every period of 'active monitoring' incurs an operator cost. Also, beyond the technical performance aspects, the skill and performance of the operator is key to the overall effectiveness of a monitored CCTV system.
- The selection of the monitoring strategy (either 'active' (*live*) or 'passive' (*images recorded for retrospective use*)) is a key factor in a CCTV strategy, and has significant financial and operational implications. Broad options are: constant active monitoring 24x7: partial active monitoring at times/of situations of particular concern as identified by police intelligence – and passive monitoring at other times: passive monitoring as the default situation.
- **RECOMMENDATION:** Examine critically the monitoring strategy by applying a valid criteria i.e. an appropriate 'cost/risk:benefit analysis' approach that encompasses risk-modelling, profiling likely situations and incident types e.g. trouble spots/times, events, congregation issues etc. Particularly, scrutinise the need for constant/routine 'Active Monitoring'. Only apply 'active monitoring' when the situation meets the risk-criteria – which will change over time/situation e.g. events, summer/winter. The default position should be 'Passive Monitoring' (constant) – with immediate access by the police (and/or other authorised persons) when required e.g. a particular forecast event, a developing situation, assisting police deployment and post-incident /evidence action etc. In short, Dyfed-Powys should adopt a 'risk-based' and 'intelligence-led' approach akin to other aspects of policing - and general, business attitudes that match resource to priority needs in line with agreed objectives
- Considerations for CCTV units that are inactive or decommissioned. There are important considerations related to CCTV camera units that are 'dummy', non-connected, non-effective (e.g. unserviceable, redundant etc.). Whilst it may seem attractive to create an impression that an area is under surveillance for a 'deterrence factor', there are risk aspects. Simply, should a person's personal risk-assessment/behaviour be on the basis that the visible CCTV camera units provided adequate coverage of an area, then they may feel aggrieved towards the LA if that was not the case – particularly if they fall victim. There is a balance to be struck between misleading the public and providing potential offenders with information that may assist their wrongdoing.
- **RECOMMENDATION.** Any Dyfed-Powys 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.

**Assessing Effectiveness – Literature Research.** This section supported by Appendix B considers the findings of a wide base of relevant academic and professional research, that itself draws upon case studies and experience of ‘real world’ situations. The purpose is to assist PCC decision making on the way forward and so this piece is styled to reflect relevant findings in an informative fashion without undue, specific referencing; the principal document research reference base is shown at Appendix A.

- It is considered most useful to look at five key aspects that constitute the prime considerations for Dyfed-Powys in setting its CCTV Strategy, namely:
  - Crime Deterrence Effects.
  - Crime Displacement Effects.
  - Detection and Deployment of Interventions.
  - Use of Evidence in the Investigation and Prosecution Process.

And in addition to the above, as the research indicates that there are many additional benefits of CCTV that go beyond any impact it may have on crime, the fifth consideration is:

- Wider Benefits. NB: This is in-step with The CCTV National Strategy (2007) – *“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.”*
- The Literature Research Landscape. Although there has been a considerable amount of academic and professional research on the impact and effectiveness of CCTV within the UK and abroad, the collective findings are notably inconclusive. This situation serves to demonstrate the many variables and considerations in play. Also, the various notable studies have focussed on ‘crime’, and the aspect of non-criminal, anti-social behaviour – an important aspect impacting ‘community well-being’ overall - has yet to be explored in any depth; whilst acknowledging the distinction, this piece will absorb ASB within the term ‘crime’. Consequently, whilst the studies are certainly relevant, a high degree of subjectivity and interpretation is required in using their findings to inform a Dyfed-Powys CCTV Strategy. The key points of relevance to the Dyfed-Powys situation are summarised below – and there is supporting detail at Appendix B.
  - Deterrence Effects:
    - There is minimal evidence to suggest that CCTV effectively deters crime, and in cases where crime does appear to be deterred, this effect is generally short-lived
    - Media coverage of CCTV may impact the extent to which CCTV will have any deterrent effect on crime.
    - Indications that CCTV may be more effective in deterring crime in smaller and less complex areas than large city centres.
    - CCTV has little success in deterring violent crime.
    - The opinions of convicted offenders largely suggest that cameras are not perceived as a threat, particularly in situations fuelled with alcohol.
- Displacement Effects:

- The reality of crime displacement remains inconclusive.
- Indications that, like deterrence, any displacement effect fades over time – although types of crime may change.
- Detection and Deployment of Interventions.
  - Indications that CCTV may be more effective in terms of increased crime detection than it is in terms of deterrence, particularly in the case of violent crime.
  - Full realisation of the potential benefits of increased crime detection depends on a wide range of factors beyond the quality of the CCTV system itself.
  - The police largely view CCTV as a useful time saving tool that supports their work in a variety of ways.
- The Use Of Evidence In The Investigation And Prosecution Process:
  - Evidence captured on CCTV may lead to more successful and reliable outcomes e.g. securing convictions, ‘just’ outcomes.
  - Estimations of potential economic savings generated by CCTV must take into account a range of factors in order to achieve a convincing picture of the economic benefits.
- Wider Benefits.
  - Indications that there are many additional benefits of CCTV that go beyond any impact it may have on crime.
  - The extent to which CCTV improves public feelings of safety remains unclear due to conflicting results of prior- and post-intervention surveys.
- Key Influences on the Effectiveness of CCTV Systems. The design and operation of a CCTV system has a critical impact on its effectiveness and efficiency. From studies of a range of systems used for crime-reduction that identified lessons of relative ‘failure and success’, this section highlights **key characteristics** that determine whether a CCTV system is likely to have a chance of success. Broadly, the factors can be grouped under five headings:
  - System Objectives.
  - Management of the Project.
  - Density, Camera Coverage and Positioning of Cameras.
  - Technical Characteristics of the CCTV system.
  - Control Room Operation.

The following paragraphs summarise how these (*albeit largely obvious*) **characteristics** of CCTV influence their capacity to meet their objectives. Consequently, these points should be considered when developing the ‘Dyfed-Powys CCTV Strategy’.

- NB: Detailed system design and technical aspects are covered at Appendix C.
- System Objectives. Like all crime prevention initiatives, CCTV needs to be implemented with clear objectives in mind. Apart from providing a yardstick against which to judge a scheme, a statement of objectives inspires confidence that the planners understood what CCTV could achieve, how the system might achieve its aims and in what contexts.



- Technical Characteristics of the System. There are two fundamental technical characteristics that significantly influence the effectiveness of a CCTV operation in meeting its decided objectives.
  - The type of camera used and the way that it was mounted influenced whether the system could be used more effectively for live monitoring, for providing good-quality retrospective evidence, for deterring would-be offenders, for reassuring the public, or for a combination of these.
  - Cameras must be able to cope with artificial lighting in the hours of darkness.
- Control Room Operation. The control room operation is a critical factor in the effectiveness of the system.
  - There are 4 key aspects of control room procedure:
    - Capability to achieve both live ('active') monitoring and retrospective ('passive') monitoring effectively (*allowing flexibility to change in response to situational changes*);
    - Recording of evidence (*quality and management - particularly of likely evidential material*);
    - Communication links between agencies – and the public; *good communications rely on good operator-police relations*);
    - Skill, knowledge and performance of users and operators (*as with any human-interface process, a critical factor*).
  - With regard to monitoring, as well as live monitoring, control rooms also provided recorded evidence to the police. Decisions need to be made on the monitoring strategy (either 'active' (*live*) or 'passive' (*images recorded for retrospective use*)) – on the basis of a valid criteria i.e. applying a 'cost/risk:benefit analysis' approach. Broad options are constant active monitoring 24x7: partial active monitoring at times/of situations of particular concern as identified by police intelligence – and passive monitoring at other times: passive monitoring as the default situation. *This is in-line with 'intelligence-led' policing and general business-like, 'risk-based' approach that matches resource to priority needs in line with agreed objectives.*
  - Clearly, if an objective of the scheme is to direct police to incidents then effective two-way communication is a prerequisite; the capability to pass images through to remote police control rooms/units can enhance police decision making e.g. deployment and investigative decisions
  - The skills, knowledge and motivation levels of the operators determine how well they identify live incidents and whether they succeeded in obtaining evidential-quality images. Operators require training to achieve and maintain the necessary knowledge and skills with regard to monitoring, relevant legislation, recorded data management and obtaining evidential-quality.
    - Also, effective performance management is necessary. CCTV monitoring can be a boring activity, and performance measurement can be challenging (*identifying lack of attentiveness etc.*). However, management must develop and apply sensibly active motivational and quality assurance effort on order to ensure performance standards.

- **RECOMMENDATION.** The foregoing characteristics should be considered when developing the 'Dyfed-Powys CCTV Strategy'. NB: Detailed system design and technical aspects are covered at Appendix D.
- **Consultation – Dyfed-Powys Police Force.** (Reference Appendix D) 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.
  - Consultancy Base. The Police Partnership leads were identified as the best informed sources to gain the police perspective. In recognition that the Force area covers differing policing environments (rural, urban, seasonal variations, significant distances to cover etc.) views were sought at Divisional level to achieve proper context at the operational, county-level, and at the Force HQ level to gain the 'corporate' perspective. Each source was asked to respond to a number of questions designed to determine the current situation, objectives, priorities, experience etc. – and seeking thoughts on how the CCTV capability might be developed to achieve greater value; it was made clear that the posed questions were to prime and elicit thoughts that could be followed up with further consultation as required/requested.
  - In addition, the review sought to identify and use any management information (MI) that existed; the Force Case Preparation Unit and CCTV operators /managers were asked to assist. The following questions were posed to the Case Preparation unit.
    - The number of incidents captured on CCTV?
    - The number of occasions that CCTV assisted in the arrest of individuals or other intervention (*e.g. effective/efficient Police Deployment*)?
    - The number of occasions CCTV is requested by/provided to the Police?
    - How useful the CCTV has been in the investigation?
    - The number of occasions the CCTV material has been used in Court?
    - How useful has CCTV been at Court?

The Case Preparation Unit provided a list of current cases where CCTV forms part of the investigation and/or evidence. Unfortunately no historic information was available and the current information does not differentiate between Public space CCTV and privately recorded CCTV. Therefore we were not able to draw any conclusions from the information provided.
  - Key Themes. Responses were received from the Force HQ and all divisions acknowledging that there is great disparity in the current availability of CCTV support across the Force area (Refer to Appendix D), all respondents had knowledge and experience of CCTV. There was a broad, consensus view on most aspects, summarised below.
    - Objectives and Priorities. As expected, the objectives and priorities regarding crime and ASB were consistent:
      - Prevention of Crime and Disorder.
      - Reduction of Crime and Disorder.
      - Appropriate Investigation of Offences.
      - Victim Focus.
      - Cost Effectiveness.



- In-line with the Force Control Strategy, with focus on: Key People: Key Crimes: Key Places: Key Community Concerns.
- Use Made of CCTV. CCTV support was, where available, regarded as a very important resource that is used routinely to assist the primary police effort to prevent and detect crime. Broadly, CCTV is used routinely in support of:
  - Operational deployment decisions e.g. detecting 'live' situations, monitoring town centres (particularly night time economy (NTE) issues), identifying and responding to Section 27 transgression etc.
  - Post-incident detection and investigation e.g. identifying victims/offenders, missing person etc.
  - Victim focus – it was felt that the known presence of CCTV made NTE staff feel safer.
- Capability. As expected, there is great disparity in the current availability of CCTV support across the Force area i.e. some capability within Carmarthenshire and Pembrokeshire, but currently none/little within Ceredigion and Powys. The current capability is detailed at Section 4.
- Expectations and Experience. A strong theme was the recognition, from experience, that CCTV can strongly support effective and efficient police effort.
  - Key benefits experienced were: assisting timely and efficient intervention/deployment: identification of crime/ASB offenders, victims and witnesses (incl. strength of 'CCTV witness' evidence): support to investigations.
  - The requirement for CCTV to be a condition of licensing was seen as a positive and important development –although standards needed to be managed/controlled to ensure adequate quality for police purposes.
  - Many respondents regarded 'active monitoring' as necessary and there was good interaction between officers and CCTV operators in such situations.
  - The need for good communication between the CCTV control point and police resources was a key requirement.
  - The ad-hoc growth and variable capability of CCTV support across the Force area was recognised as a frustration
- Improvements. Various views. There is a recognition that CCTV across the Force area is variable, that there is no joined-up, strategic approach, and LAs make independent county-level decisions which determine the service available, although some towns operate and fund localised systems. There was a need for an informed, Force-wide strategic approach that would ensure standards, set criteria for use (*'value' based*) 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. There was an aspiration towards a centralised control model – but acknowledgement of the challenges (particularly cost and distance factors). Private CCTV response/monitoring services may be an option and effective communication between CCTV control and officers is a key requirement, and there should be the capability to transmit images to officers on the ground. (Refer to Section 6).



## **6. Recommendations in respect of future CCTV capability and provision across Dyfed-Powys**

### **6.1 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.

### **6.2 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.

### **6.3 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.

### **6.4 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.

### **6.5 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.

### **6.6 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.

### **6.7 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.

### **6.8 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.

### **6.9 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.*

### **6.10 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!*

### **6.11 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.

## **Appendix A - Reference Base**

As stated within the Report, this Review involved comprehensive research involving consultation with key stakeholders in the public space CCTV issue, and wider relevant sources.

### **CONSULTATION**

The following primary stakeholders were consulted and, in some cases, provided relevant supporting material.

#### Crown Prosecution Service – Wales

- Mr Quick, District Crown Prosecutor.
- Ms Jones

#### Dyfed-Powys Police Force

- Force HQ: Chief Inspector Westlake,
- Carmarthenshire: Inspector Samuels, Neighbourhood Development Inspector, and Inspector Jones, Llanelli Police Station.
- Ceredigion: Chief Inspector Carter, Neighbourhood Chief Inspector
- Pembrokeshire: Inspector Diggins, Pembrokeshire Partnership.
- Powys: Inspector Jones, Powys Partnerships.

#### Local Authorities, Local Service Boards and Town Councils.

- Carmarthenshire.
- Ceredigion.
- Pembrokeshire.
- Powys.
- Town Councils

#### Office of Police and Crime Commissioner

- Mr Salmon, Police and Crime Commissioner.
- Mr Burton, Deputy Police & Crime Commissioner
- Inspector Reed

#### Others

- Fire & Emergency Services
- Health Service
- University

## LITERATURE RESEARCH

A comprehensive review of relevant open-source published documents was carried out. The majority of document made use of additional reference sources. The following (*non-exhaustive*) list indicates documents that were found to be of particular relevance in addressing the deliverable – *Establishing the Effectiveness of CCTV in Preventing or Responding to Crime and Anti-Social Behaviour* – and so influenced the Report findings. NB: Although some appear dated, key aspects of content remained relevant and valid to the situation faced by Dyfed-Powys.

- The Surveillance Camera Code of Practice; Home Office, June 2013.
- Home Office Research Study 292 – Assessing the Impact of CCTV, Home Office, 2005.
- National CCTV Strategy; Home Office and ACPO, October 2007.
- CCTV Code of Practice –DRAFT for Consultation; Information Commissioner’s Office 2014.
- CCTV Code of Practice (Revised Edition 2008) (*extant*); Information Commissioner’s Office, 2008.
- The Effectiveness of Public Space CCTV; The Scottish Government, December 2009
- Standard Note SN/HA/5624 - CCTV and its effectiveness in tackling Crime; House of Lords, July 2010.
- What Works Briefing - The Effects of CCTV on Crime; College of Policing, 2013.
- Community Safety Practice Briefing - To CCTV or Not to CCTV?; NACRO, May 2002.
- European Policy Department C Report - A Review of the Increased Use of CCTV and Video Surveillance for Crime Reduction in Europe; European Parliament, April 2009
- In addition to the aforementioned academic and professional documents, the Review considered and applied relevant aspects of security and crime control risk-methodologies and recognised industry CCTV standards and ‘good practice’.

## SPECIALIST EXPERIENCE

In addition to the foregoing ‘sources’, throughout the Review Instrom applied its extensive specialist knowledge and experience of security/crime risk-management in public space environments, particularly where CCTV surveillance was a key consideration.

## Appendix B - Establishing The Effectiveness Of CCTV In Preventing Or Responding To Crime And Anti-Social Behaviour.

### 1. Assessing Effectiveness

This Appendix provides further detail to the assessment of the effectiveness of CCTV as a tool to address crime and anti-social behaviour (ASB) issues within Dyfed-Powys. It considers the findings of a wide base of relevant academic and professional research, that itself draws upon case studies and experience of 'real world' situations. The purpose is to assist PCC decision making on the way forward and so this piece is styled to reflect relevant findings in an informative fashion without undue, specific referencing; the principal document research reference base is shown at Appendix A.

The key points were summarised within the body of the Report (Section 5) but for reader ease some reiteration is provided within this Appendix.

It is considered most useful to look at five key aspects that constitute the prime considerations for Dyfed-Powys in setting its CCTV Strategy, namely:

- Crime Deterrence Effects.
- Crime Displacement Effects.
- Detection and Deployment of Interventions.
- Use of Evidence in the Investigation and Prosecution Process.

And in addition to the above, as the research indicates that there are many additional benefits of CCTV that go beyond any impact it may have on crime, the fifth consideration is:

- Wider Benefits.

NB: This is in-step with The CCTV National Strategy (2007) – *“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.”*

### 2. Summary Of Relevant Points From Notable Studies

Although there is a considerable amount of academic and professional research on the impact and effectiveness of CCTV within the UK and abroad, the collective findings are notably inconclusive. This situation serves to demonstrate the many variables and considerations in play. Also, the various notable studies have focussed on 'crime', and the aspect of non-criminal, anti-social behaviour – an important aspect impacting 'community well-being' overall - has yet to be explored in any depth; whilst acknowledging the distinction, this piece will absorb ASB within the term 'crime'. Consequently, whilst the studies are certainly relevant, a high degree of subjectivity and interpretation is required in using their findings to inform a DP CCTV Strategy.

### 3. Crime Deterrence Effects.

- **Key Points.**
  - **There is minimal evidence to suggest that CCTV effectively deters crime overall; and in cases where there has appeared a deterrent impact, the effect is generally short-lived.**

- **The effectiveness of CCTV in terms of crime deterrence is largely dependent on its suitability to the type of crime it is to prevent, and the area in which it is installed. Broadly, CCTV has little success in deterring violent crime.**
- In some of the studies, Police-recorded crime rates actually increased after the installation of CCTV in several target areas. But, there are difficulties in simply concluding/assuming that CCTV failed to effectively deter crime – as, an increase in recorded crime statistics could alternatively reflect an increase in the reporting and detection of crime (perhaps where CCTV was instrumental). Again – it illustrates that crime rates are a poor measure of the effectiveness of CCTV for this very reason. However, ‘deterrence’ cannot be assumed; irrespective, if CCTV is used it needs to be sited correctly and supported by appropriate lighting etc.
- At first glance the broad findings would initially lead to the conclusion that CCTV failed to have any deterrent effect on crime overall. BUT, this gross level of analysis is not very informative – rather, there is a need to consider the effect of CCTV on specific types of criminal activity.
- Several studies suggest that although CCTV failed to have a deterrent effect on crime in large city/town centres, it may have a more positive impact in terms of crime deterrence on smaller, and less complex areas e.g. car parks, train stations.
- Sometimes, a significant and desirable effect of CCTV was found for car parks. It is generally held that CCTV is most effective in deterring vehicle crimes; many vehicle crimes involve forward planning, and that this level of involved rationality makes this type of crime more likely to be effectively deterred by the presence of CCTV cameras – and car parks are defined/confined/limited spaces, lighting etc.
- But, even where there are indications that CCTV may have deterred *some* types of crime in *some* situations initially, that positive effect has been short-lived. There appears to be a ‘life-cycle’; unless publicity of CCTV is maintained its initial effects fade.
  - There are suggestions that the degree of media coverage surrounding a CCTV project may mediate its effectiveness in terms of sustained deterrence effects.
  - If people’s fear of crime as a result of the installation of CCTV, or their opinion about CCTV is based on experience of it, are to change, they must first be aware that it has been installed.

**RECOMMENDATION:** 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!*

- Overall, the studies indicate that cameras were not generally perceived as being threatening (to the offender), and had an even lesser effect in situations fuelled with alcohol.
- One study involved research with convicted murderers. Overwhelmingly, the participants were of the view that even if cameras had been there, it would not have made much difference. This raises two issues: firstly, that when alcohol is involved and all sense of judgement is impaired, the potential deterrent impact of CCTV is automatically diminished;



and secondly, that public space cameras, such as those outside nightclubs, may largely go unnoticed either due to the effects of alcohol, or perhaps through a lack of advertisement and public awareness (*note the earlier comment on use of media*).

- The characteristics of violent incidents often involve irrational, spontaneous and alcohol/substance –induced behaviour that is not likely inhibited by CCTV surveillance alone. CCTV has little success in deterring violent crime.

#### 4. Crime Displacement Effects.

- **Key Point: Potential displacement effects appear minimal and therefore, does not add much insight to this already inconclusive topic.**
- It appears that in reality, spatial displacement of crime does not present as much of a problem as it could in theory.
  - Where there were indications of spatial displacement, often it occurred on a smaller scale i.e. just outside CCTV area of coverage. Also, although not evidenced, the issue of displacement to another type of crime should also be considered.
  - Moreover, any displacement was short-lived (*similar to deterrence*).

#### 5. Detection and Deployment of Interventions.

- **Key Points.**
  - **CCTV is more effective in terms of improved detection of crime, than it is in terms of crime deterrence – and thus has potential benefit to crime detection.**
  - **The main benefit from increased crime detection is that it potentially allows for intervention before an incident can escalate into something more serious, and in some cases, the prevention of criminal incidents altogether. But this requires an ‘active monitoring’ situation (*monitoring is covered within the main Report in section 5*).**
- As stated previously, the problem in only using recorded crime statistics as a measure of the effects of CCTV is that an increase in such figures could reflect improved crime detection, as opposed to an actual increase in crime (and thus, failure in terms of crime deterrence). Some methodologically robust studies suggest that where a CCTV project may have failed to deter crime, it did assist in increasing the detection of criminal activity. This conclusion highlights the importance of supplementing police crime statistics with other data, in order to accurately distinguish between two conflicting and equally plausible causes of change in crime statistics following the introduction of CCTV – deterrence effects, and increased crime detection.
- Some studies indicated the range of potential benefits related to the subsequent increased detection of crime including: a reduction in time spent on investigation; the prevention of minor incidents from escalating into more serious incidents; the prevention of certain incidents in some cases from ever occurring e.g. drink-driving related incidents; and related economic savings.

- Consequently, although CCTV may not deter offenders from committing violent crimes (*a finding consistent across the study/literature base - and indeed, unsurprising given the often impulsive nature of violent crimes*), it may limit the level of injuries sustained through increased detection and rapid police response to developing situations; there are solid illustrations/indications of the potential value of CCTV in the detection of violent crime at the incident stage – but, this relies on ‘active monitoring; moreover, there is potential benefit to the investigative process (*see below*).
- The true extent of this value however, is clearly highly dependent on a number of other factors such as, for example, the availability of police time and resources; the efficiency of CCTV operators; and the level of communication between these two services.
- In summarising the potential benefits in terms of the impact of CCTV on the detection of crime:
  - If there is ‘active monitoring’, CCTV operators can detect and report offences thereby, reducing the investigation time that would have been required if the incident had not been observed.
  - Furthermore, monitoring CCTV footage in real time allows for the early detection of incidents, and providing this is followed by a quick response, can prevent minor incidents from escalating into more serious incidents. For example - CCTV teams can alert the police to drink drivers when suspects are seen to drive home after leaving drinking establishments; can prevent potential road traffic accidents and their related costs to the police, courts and Health Service: may detect weapon possession, with benefits in terms of potential future incident prevention.
- The main benefit of increased crime detection is that it potentially allows for intervention before an incident can escalate into something more serious, and in some cases, the prevention of criminal incidents altogether. However, once again, the extent to which this potential can be fully realised, does depend on a number of factors beyond the quality of the CCTV system itself. The availability of resources, the police in particular, is clearly the biggest threat to the realisation of the benefits discussed here.
  - Given that these benefits are related to **preventing** incidents from escalating, or indeed preventing incidents from occurring in the first place, it is very difficult to put a figure on them in terms of economic savings.
- Some studies place emphasis on the potential strength of CCTV to lie in its ability to pro-actively detect incidents; unsurprising given that many of the participants are police, and those involved in CCTV operations with a strong natural interest on the value of detection and consequent deployment. It does however, raise the question of what use cameras that are not pro-actively monitored in real time can have to the police. This leads to consideration of the usefulness of the recorded evidence to the prosecution process, an issue covered below.

## 6. The Use of Evidence in the Investigation and Prosecution Process.

- **Key Points:**
  - **There are clear indications that, if properly handled, evidence from CCTV footage can save a considerable amount of time in the investigation process.**
  - **In assessing the contribution of CCTV to the prosecution process, there is a need to look beyond the immediate impact on crime deterrence, displacement, and detection.**
- The suggestions are that, potentially, a considerable amount of police time may be saved during the investigation process because of CCTV, and so allowing this time to then be used more productively. The potential is for CCTV to be used to link offenders to a crime, and identify witnesses and victims, resulting in a more focussed investigation; also, that it may identify false crime reports, again minimising the amount of time wasted.
- There are indications that, if CCTV footage is of the right quality, an offender is more likely to admit to an early guilty plea, which again will save police and court time building a case against the defendant. Also, that the evidence from CCTV footage can help ensure an appropriate outcome to an offence in terms of offender sentencing; the 'context' of the situation and behaviour can be shown increasing the potential for a 'just' outcome (e.g. provocation, aggression, severity of physical attack etc.). CCTV footage can be used to demonstrate the movements of suspects before and after an incident, linking them to the crime; this also allows for the elimination of innocent persons from the investigation process: identifying key pieces of evidence to be searched for and seized e.g. a guide to what items of clothing to look for in house searches for example. Furthermore, CCTV evidence can lead to the prosecution of an offender, even in cases where the aggrieved does not want to press charges, such as domestic violence occurring in the street for example. There appeared to be a widespread experience that often courts had difficulty in playing the images due to technical difficulties. This issue is another illustration of the complexities involved in ensuring the full potential effectiveness of CCTV is realised, and that these complexities extend to potential benefits at the investigation and prosecution level, as well as potential benefits of crime deterrence, and detection, arising earlier on in the intervention process.
  - NB: The foregoing points were supported by the Crown Prosecution Service – Wales (CPS-Wales) representatives for Dyfed-Powys who cited regular success in cases that were supported by quality CCTV footage. But, CPS-Wales also commented that, on occasions, they had been unable to present CCTV evidence in court due to technical difficulties re playback.

**RECOMMENDATION:** 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.*
- CCTV has the potential to offer both 'hard' and 'soft' benefits. Where it is properly used and instrumental in bringing people to justice, it can support an increased level of public confidence in the criminal justice system.
- There are great difficulties involved in making quantifiable estimations relating to the economic benefits of CCTV - and this remains a real knowledge gap.

- **RECOMMENDATION.** 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.
- **Wider Benefits.** The effectiveness of CCTV has traditionally been evaluated in terms of its impact on crime. Nevertheless, there is some evidence to suggest that CCTV may increase public feelings of safety, although, overall the reality of this issue is not yet clear due to conflicting findings. There is an argument to be made however, that if CCTV is in fact successful in making people feel safer, then it is in this sense effective, regardless of any actual impact it has on crime. Furthermore, consistent with the argument that the installation of CCTV has little to do with crime, suggesting that CCTV systems are largely supported due to benefits unrelated to crime such as management capabilities, satisfaction of public demand, and positive effects on city centre economies.
  - Benefits Beyond Those Relating To The Impact On Crime. The primary thrust of the studies related to attempting to evaluate the effectiveness/impact of CCTV on crime; issues of crime deterrence, displacement, detection, and the use of CCTV footage in the investigation and prosecution process etc. However, it is evident that CCTV has potential benefits beyond just those relating to the effects on crime. Such wider aspects should be considered in the overall assessment of ‘value’.
  - Feelings Of Safety And Public Confidence In CCTV. Another aspect of inconclusive and apparently contradictory indications. Interestingly, one notable study largely attributed the widespread installation of CCTV across Britain as the driver for a rising ‘*fear of crime*’; and that “*CCTV has been accredited with mythical powers in reducing crime and the fear of crime, and thus with creating a ‘feel good factor’ amongst the general public*”.
    - Although many local authorities have conducted public attitude surveys re feelings of safety etc, the vast majority appear to have been carried out *after* the installation of CCTV in the area. So, whilst the general indication is that the public will respond in a ‘*makes me feel safe*’ fashion if asked, some thought should be given before accepting as a ‘proven’ case. Local Authorities (primarily the CCTV providers/advocates) may be biased; having invested considerable amounts of public funds to the installation of CCTV, they may be inclined to report only positive outcomes: it is likely that some positive respondents felt safe to begin with – unable to compare changes in feelings of safety prior- and post-CCTV installation. Indeed, one study reasoned that prospectively, CCTV “*is not making the unsafe feel safe, it is making the already safe feel safer*”. To illustrate the complexity of assessing such aspects (*and noting distinctions in terms that are often wrongly interchanged*), an acknowledged authoritative, comprehensive study reported findings that (*summarised*):
      - Fear of Crime. “*Those respondents who were aware of the cameras actually worried more often about crime than those who were not*”. These findings suggest, therefore, that the presence of CCTV in an area actually increases worry about crime. But, possibly because the assumed need for CCTV to be installed makes the area seem more problematic than the respondents had previously thought. It is also possible that those who were aware of the cameras were more security conscious than those who were not. In short, the findings indicate that knowing that cameras have been installed in an



- CCTV schemes are most effective with high coverage and when other interventions are used, such as improved lighting and/or increased security guards.
- ***The Bottom Line - Is CCTV Effective in Fighting Crime?*** In conclusion, CCTV appears to result, not only in increased crime detection and evidence useful to the process of investigation and prosecution, but also in a wide range of other benefits beyond an impact on crime. It has been argued that these 'extra' benefits are highly valued by those working alongside CCTV and thus, should not be overlooked when the effectiveness of CCTV is considered.

## **Appendix C - Technical specifications for CCTV systems**

### **1. General**

Where new CCTV systems are to be installed or existing systems upgraded these systems should be IP based systems utilising high performance cameras suitable for the task identified within the Operational Requirement (OR).

The key reasons for the use of IP systems over analogue (traditional) systems are:

- Wide range of cameras available on market
- Ultra high performance cameras available (8MP+) allowing a single camera to provide high definition monitoring of a scene with one fixed camera
- Limited availability of analogue cameras
- Images are easily shared over closed or open networks allowing distribution over Police network and sharing with mobile devices (ref. current Samsung trial).
- Can utilise latest communication technologies such as 4G and High speed broadband where available, reducing transmission costs.

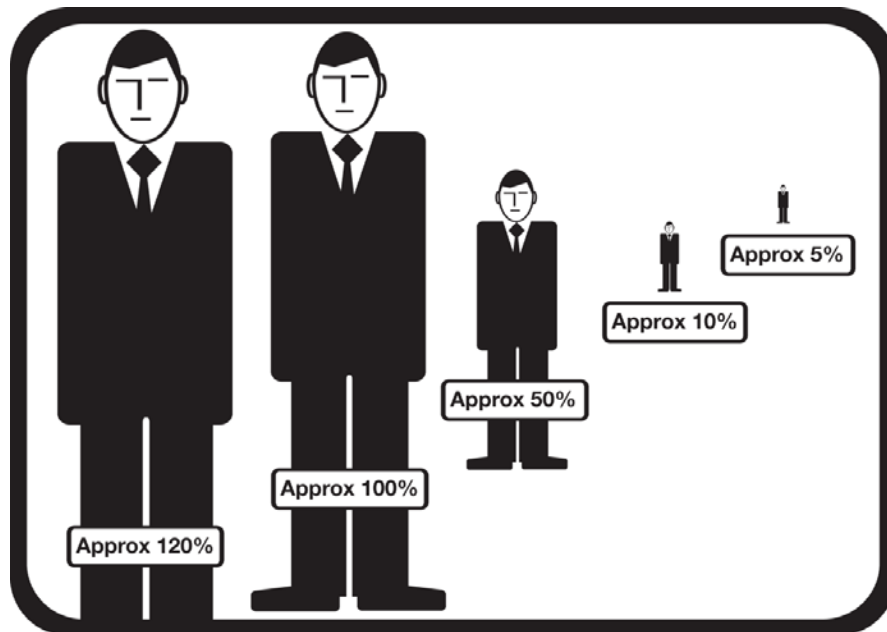
### **2. Camera performance**

CCTV cameras installed as part of fixed site Passive or Active monitoring systems should be installed in accordance with the following:

As required in BS EN 50132-7: 1996, all images displayed on monitors and recorded for future retrieval shall comply with the standard classification criteria.

An image of an object or person displayed on a CCTV monitor shall occupy the screen in accordance with the criteria set out below.

- i. For identification the target should represent not less than 120% of screen height.
- ii. For recognition the target should represent not less than 50% of screen height.
- iii. For detection of intruders the target should represent not less than 10% of screen height.
- iv. For crowd control (general monitoring) the target should represent not less than 5% of screen height.



All CCTV Camera should be installed in accordance with stated Operational Requirements (OR's).

When establishing OR's target locations should be identified where there is a proven requirements for CCTV monitoring. Within the field of view of the cameras, at the target locations images should be provided that meet Recognition requirements set out above.

### 3. Camera Specifications

Fixed site or re-deployable Public space PTZ CCTV Cameras should comply with the following minimum requirements:

- Transmission technology TCP/IP
- Camera type: Colour/Mono switching
- Minimum Resolution: 2.0MP (1920 x 1080)
- Compression: H.264 or MPEG4
- Minimum sensitivity: 0.1 lux (colour)
- Camera lens: Minimum, 30 x zoom
- Recorded images per second: Minimum 25IPS



#### **4. Video Recording**

Video should be recorded on Network Video Recorders (NVR's) installed in racks in suitably cooled/air conditioned spaces.

Video images shall be recorded and stored based upon the following criteria:

- Systems shall be designed to record all cameras at rate equivalent to a minimum of 12 frames per second (fps).
- All images shall be recorded at a minimum of 1080 resolution.
- All recorded images shall be stored for a minimum of 30 days.
- The system shall be capable of recording and displaying designated cameras at up to 25 fps.
- Images from cameras shall be available to be viewed over secure networks to enable access from Command control locations or mobile devices.
- All systems should include an on board archive facility for the storage of incidents for future retrieval.
- When exporting images to WORM devices CD Rom / DVD or other recording devices a player should be included by default to allow replay of recordings on standard Windows/Apple computers.
- All systems should include an audit trail facility.
- All systems should include "watermarking" of recordings to authenticate the recordings are original and have not been altered.

## Appendix D – Summary of Police responses

**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 Anti-Social Behaviour (ASB) within Dyfed-Powys.

- Consultancy Base. The Police Partnership leads were identified as the best informed sources to gain the police perspective. In recognition that the Force area covers differing policing environments (e.g. rural, urban, seasonal variations, significant distances to cover etc.) views were sought at Divisional level to achieve proper context at the operational, county-level, and at the Force HQ level to gain the ‘corporate’ perspective. Each source was asked to respond to a number of questions designed to determine the current situation, objectives, priorities, experience etc. – and seeking their views on how the CCTV capability might be developed to achieve greater value; it was made clear that the posed questions were to prime and elicit thoughts that could be followed up with further consultation as required/requested.
- In addition, the Review sought to identify and use any management information (MI) that existed; the Force Case Preparation Unit were asked to assist. The information provided was inconclusive and cannot be used to support or challenge the case for CCTV monitoring.
- Responses. A compilation of the responses received is shown in the following table. For completeness and ease of reference, the responses indicate the formation concerned and are arranged within the primary question groups.

QUESTION POSED	RESPONSE
<p><b><i>What are your crime &amp; anti-social behaviour Objectives and Priorities?</i></b></p>	<ul style="list-style-type: none"> <li>• <b>Force HQ:</b> <ul style="list-style-type: none"> <li>○ The Prevention of Crime and Disorder.</li> <li>○ Reduction of Crime and Disorder.</li> <li>○ Appropriate investigation of offences.</li> <li>○ Victim focus.</li> <li>○ Cost Effectiveness.</li> </ul> </li>   <li>• <b>Force HQ and Carmarthenshire (<i>Similar Response</i>):</b> <ul style="list-style-type: none"> <li>○ (Carmarthenshire: The priorities are exactly the same as the Force Control Strategy. Drug related crime, Acquisitive crime, Anti-social behaviour, Violent crime &amp; Protecting vulnerable people.)</li> <li>○ The D-P Crime Prevention Strategy concentrates on the following strands (<i>the illustrative range within each strand is subject to change</i>):               <ul style="list-style-type: none"> <li>▪ Key People - e.g. known offenders, vulnerable people (e.g. drunk, missing, young, elderly, disabled etc.); e.g. crime prevention/drug advice to young people.</li> <li>▪ Key Crimes – violent crimes, Sexual Offences, Road Death.</li> <li>▪ Key Places – town centres, licensed premises (incl. refreshment houses and take-aways), YOPTS, IOM Offenders, 1st time adult offenders.</li> <li>▪ Key Community concerns – management of night-time economy, ASB, speeding, dirty/discarded drug needles, dog-fouling.</li> </ul> </li> </ul> </li>   <li>• <b>Ceredigion:</b> <ul style="list-style-type: none"> <li>○ ASB forms part of the control strategy. Overall objective is to prevent ASB, prevent repeat ASB, identify and manage ASB through ABSIS and refer cases where appropriate to the ASB co-ordinator.</li> </ul> </li> </ul>

QUESTION POSED	RESPONSE
<p><i>How is CCTV used in support of your Objectives and Priorities?</i></p>	<ul style="list-style-type: none"> <li>• <b>Force HQ:</b> <ul style="list-style-type: none"> <li>○ Prevention and detection of Crime. CCTV is used on at least a weekly basis in Llanelli to ensure people who have been issued with S27 notices do not return to the area or are caught.</li> <li>○ CCTV is regularly used to direct police resources to disorder incidents.</li> <li>○ CCTV is regularly used to detect drugs dealing in the vicinity of night clubs.</li> <li>○ Appropriate Investigation – CCTV increases the chance of identifying a person offender/ victim.</li> <li>○ CCTV assists in the prevention of ASB and violent crime (in line with the control strategy).</li> <li>○ CCTV enables a speedier response to an incident rather than waiting for it be called phoned through.</li> <li>○ CCTV itself provides a form of evidence.</li> <li>○ Victim focus – while not quantifiable knowledge of the presence of CCTV is welcomed by NTE staff who feel safer.</li> <li>○ CCTV is used beyond the objective and anti-social behaviour objectives.</li> <li>○ Missing person enquiries especially those involving high risk people use many hours of police time. The use of CCTV in such enquiries is hugely beneficial in confirming or negating the presence of a specific person in a locality. Negative, their presence allows resources to be concentrated elsewhere.</li> </ul> </li>   <li>• <b>Carmarthenshire:</b> <ul style="list-style-type: none"> <li>○ Used to monitor town centres especially night time economy – I have the responsibility for licensing CCTV assists in looking at NTE issues including violent crime and alcohol related crime and disorder.</li> <li>○ CCTV is used proactively and reactively in support of the objectives. The CCTV systems in the main town stations of Llanelli &amp; Carmarthen are resourced 16 hours a day, 7 days a week by dedicated personnel employed by the local authority. The operators and equipment are housed in the former control rooms of the police stations. The operators also have access to the ‘Stoynet’ base radio that provides a radio link between main retail outlets and the police during store hours and the ‘Nightwatch’ radio which utilises the same</li> </ul> </li> </ul>

QUESTION POSED	RESPONSES
<p><i>How is CCTV used in support of your Objectives and Priorities?</i> <i>Cont'd</i></p>	<ul style="list-style-type: none"> <li>• <b>Carmarthenshire: cont'd</b> <ul style="list-style-type: none"> <li>○ system but provides a link between the main licensed premises and the police during the night-time economy hours.               <ul style="list-style-type: none"> <li>▪ Through utilising these links and proactively monitoring the CCTV system, the operators are quickly able to deploy police resources to where they are required. All of the operators are very experienced and have been in post for a number of years. They have forged strong working links with their police colleagues and have been responsible for countless numbers of arrests over the years for drug offences, crimes of violence and acquisitive crime.</li> <li>▪ A good example of the support provided by CCTV operators in Llanelli Town relates to police activity to deal with violent crime, anti-social behaviour and protecting vulnerable people (three out of five of the control strategy priorities). Section 27 of the Violent Crime Reduction Act 2006 gives police the power to issue an individual aged 10 or over with a Direction to Leave a locality. The Direction prohibits their return to that locality for a period not exceeding 48 hours.</li> <li>▪ The power allows the police to target particular problem areas that need action or early intervention and to reduce the likelihood of alcohol related crime or disorder arising. CCTV operators will frequently identify persons causing disorder and direct police resources to the incident. Once a section 27 notice has been issued the CCTV operator will proactively monitor the system to ensure compliance with the Direction to Leave. If the person fails to comply with the direction or returns to the town centre having initially complied with the direction, patrolling officers will be alerted and in most circumstances this will result in the arrest of the individual. Patrolling officers who initiate the issue of such a notice will also alert the CCTV operator to the individual concerned to monitor compliance.</li> </ul> </li> </ul> </li> <li>• <b>Ceredigion:</b> <ul style="list-style-type: none"> <li>○ CCTV assists in the prevention of ASB and violent crime (in line with the control strategy).</li> </ul> </li> </ul>

QUESTION POSED	RESPONSES
<p><b><i>How is CCTV used in support of your Objectives and Priorities? Cont'd</i></b></p>	<ul style="list-style-type: none"> <li>• <b>Pembrokeshire:</b> <ul style="list-style-type: none"> <li>○ CCTV is used in the day to day prevention and detection of crime. It currently covers areas within the main town centres however is not monitored proactively but on more of an ad-hoc basis by PEO`s. Its purpose is to monitor areas of higher risk and has been successfully utilised to prevent incidents of disorder. It has been particularly useful in relation to the night time economy where evidence of disorder, assaults, etc is regularly evidenced.</li> </ul> </li> <li>• <b>Powys:</b> <ul style="list-style-type: none"> <li>○ I have been fortunate that CCTV has never been my responsibility. Fortunate, due to the misconception many members of the public and some police have that it is the answer to everything. Far from it and not value for money. It may well be effective in City Centres, but I question rural use.</li> <li>○ Powys CCTV was subject to an evaluation which also falls in line with the finding of the College of Policing. (<i>Ref: Powys Community Safety Partnership Report - CCTV-Newtown and Brecon Systems Current Position-dated 07/06/2013.</i>). The attached report will answer all of your questions and provide a context of how CCTV was installed and removed.</li> </ul> </li> </ul>
<p><b><i>What is the current Capability? Does the actual functionality match the theoretical capability?</i></b></p>	<ul style="list-style-type: none"> <li>• <b>Force HQ:</b> <ul style="list-style-type: none"> <li>○ Variable across the Force.</li> </ul> </li> <li>• <b>Carmarthenshire:</b> <ul style="list-style-type: none"> <li>○ To some extent but it doesn't cover everywhere. Useful in that it covers our main towns.</li> <li>○ The current capability is clearly in need of funding to upgrade the current cameras, which are quickly becoming unserviceable. The system has received a boost in the form of an upgrade to the monitoring station but the cameras and locations require freshening.</li> </ul> </li> </ul>

QUESTION POSED	RESPONSES
<p><b><i>What is the current Capability? Does the actual functionality match the theoretical capability? Cont'd</i></b></p>	<ul style="list-style-type: none"> <li>• <b>Ceredigion:</b></li> <li>• <b>Pembrokeshire:</b> <ul style="list-style-type: none"> <li>○ The system capability is of an excellent standard. It provides images of the required standard, frames per second and is retained for a period all in line with Home Office guidelines.</li> <li>○ There are issues with pre-set positions on a number of the cameras across the division, which is vital in the absence of proactive monitoring. The capability to proactively monitor is minimal.</li> </ul> </li> <li>• <b>Powys:</b> <ul style="list-style-type: none"> <li>○ Powys CCTV was subject to an evaluation which also falls in line with the finding of the College of Policing. <i>Ref Powys Community Safety Partnership Report - CCTV-Newtown and Brecon Systems Current Position- dated 07/06/2013.</i> The attached report will answer all of your questions and provide a context of how CCTV was installed and removed.               <ul style="list-style-type: none"> <li>▪ <i>NB: Key Finding from Report - No current funding for CCTV -monitoring not added value - if systems remain require re-location, major upgrading and download/review capability. Decision made to cease operation.</i></li> </ul> </li> </ul> </li> </ul>

QUESTION POSED	RESPONSES
<p><b><i>What has been your Experience of CCTV support to your Objectives and Priorities – successes and failures?</i></b></p>	<ul style="list-style-type: none"> <li>• <b>Force HQ:</b> <ul style="list-style-type: none"> <li>○ When in Powys we had CCTV in Brecon, Builth, Welshpool and Newtown. This was all funded through different sources, which lasted for different terms and never included monitoring.               <ul style="list-style-type: none"> <li>▪ Applications for Home Office funding for town centre CCTV systems was supported by the force but no exit strategy or future funding plans developed.</li> <li>▪ Where CCTV existed in Powys local station duty officers would monitor it at the station whenever possible but more often officers would review images once an incident had occurred to see if they could identify offenders etc. My experience is that success was variable.</li> <li>▪ In order to try and provide monitoring, the various systems were pulled into a central unit in the Gwalia at Llandrindod Wells.</li> <li>▪ I left the county subsequently and understand funding for the central monitoring was withdrawn by Powys County Council Emergency planning.</li> <li>▪ There is no longer any public space CCTV in Powys.</li> <li>▪ The plan was to bring together what existed – what should have happened was to review the various systems and close down those that were not beneficial. Local politics prevented this.</li> </ul> </li> <li>○ In Carmarthenshire on the other hand although Dyfed-Powys Police encouraged CCTV applications, the Town council in Carmarthen and Llanelli put in place funding streams for the maintenance of systems. This was taken over by Carmarthenshire County Council following unitary Status.               <ul style="list-style-type: none"> <li>▪ Both schemes were funded following research into appropriate locations and using Home Office crime predictive data.</li> <li>▪ The provision of dedicated staff has been a huge benefit over the system in Powys and those operators are regularly called into action being tasked to look for offenders, missing persons etc. This has the impact of increasing the eyes of the organisation over a huge area enabling officers to be deployed elsewhere or respond appropriately.</li> </ul> </li> </ul> </li> </ul>



QUESTION POSED	RESPONSES
<p><b><i>What has been your Experience of CCTV support to your Objectives and Priorities – successes and failures? Cont'd</i></b></p>	<ul style="list-style-type: none"> <li>▪ Managed use of CCTV to support the night time economy in Carmarthenshire has been exceptional.</li> <li>▪ Success: Active monitoring covering key locations.</li> <li>▪ Failures: <ul style="list-style-type: none"> <li>▪ Knee jerk reaction to funding opportunities without long term funding plan.</li> <li>▪ Not having an oversight group – hot spots change, trees grow and obscure cameras etc. these issues need managing.</li> </ul> </li> </ul> <ul style="list-style-type: none"> <li>• <b>Carmarthenshire:</b> <ul style="list-style-type: none"> <li>○ It is better to have CCTV than not to have CCTV. It partly supports our objectives as there is partial cover in the county. We deal with crime prevention – it is difficult to quantify CCTV's effect in crime reduction. I would say that it is a great tool in prevention, detection and time saved in lengthy not-guilty pleas. Cases with CCTV evidence rarely are contested. This is a huge cost saving.</li> <li>○ The successes are highlighted above and are wide ranging. CCTV operators are integral to our ability to detect crime and prevent disorder. They are also the first point of call for any missing person enquiry in the town. I have no experiences of failure other than technical issues with ageing equipment and the obvious fact that the system is not monitored on a 24 hour basis.</li> </ul> </li> <li>• <b>Ceredigion:</b> <ul style="list-style-type: none"> <li>○ CCTV staff reported monthly on positive outcomes – evidence was there of prevention of crime and disorder, assisting Officers to local Officers and downloads for police investigations.</li> </ul> </li> </ul>

QUESTION POSED	RESPONSES
<p><b><i>What has been your Experience of CCTV support to your Objectives and Priorities – successes and failures? Cont'd</i></b></p>	<ul style="list-style-type: none"> <li>• <b>Pembrokeshire.</b> <ul style="list-style-type: none"> <li>○ As previously mentioned CCTV within Pembrokeshire has been utilised on many enquiries and incidents including high profile cases. It has proved a valuable tool in the investigation of crime. At present we have no way of providing figures to substantiate this, which is a matter that has been raised previously.</li> </ul> </li> <li>• <b>Powys:</b> <ul style="list-style-type: none"> <li>○ I have been fortunate that CCTV has never been my responsibility. Fortunate, due to the misconception many members of the public and some police have that it is the answer to everything. Far from it and not value for money. It may well be effective in City Centres, but I question rural use.</li> <li>○ Powys CCTV was subject to an evaluation which also falls in line with the finding of the College of Policing. (<i>Ref Powys Community Safety Partnership Report - CCTV-Newtown and Brecon Systems Current Position-dated 07/06/2013.</i>). The attached report will answer all of your questions and provide a context of how CCTV was installed and removed. <ul style="list-style-type: none"> <li>▪ <i>NB: Key Finding from Report - No current funding for CCTV -monitoring not added value - if systems remain require re-location, major upgrading and download/review capability. Decision made to cease operation.</i></li> </ul> </li> </ul> </li> </ul>
<p><b><i>What are your Expectations of CCTV support?</i></b></p>	<ul style="list-style-type: none"> <li>• <b>Force HQ:</b> <ul style="list-style-type: none"> <li>○ Dedicated and Full time operators – the public would not expect systems to only operate within certain time frames and if this is the case we should surely tell them.</li> <li>○ If 24/7 coverage is not possible support should cover key times.</li> <li>○ Operators must be trained and skilled in their role.</li> <li>○ Operators must have a link to police resources to enable them to be deployed efficiently and effectively.</li> </ul> </li> </ul>

QUESTION POSED	RESPONSES
<p><i><b>What are your Expectations of CCTV support? Cont'd</b></i></p>	<ul style="list-style-type: none"> <li>• <b>Carmarthenshire:</b> <ul style="list-style-type: none"> <li>○ The CCTV should be monitored and functional.</li> <li>○ Resilience with sufficient staff to provide an adequate level of monitoring when colleagues are absent. This could possibly be remedied through centralisation of the county's system. I also shoulder the frustration of the CCTV operators on a regular basis in relation to the serviceability of the cameras.</li> </ul> </li> <li>• <b>Ceredigion:</b> <ul style="list-style-type: none"> <li>○ To prevent crime and disorder.</li> </ul> </li> <li>• <b>Pembrokeshire:</b></li> <li>• <b>Powys:</b> <ul style="list-style-type: none"> <li>○ I very much support mobile CCTV systems deployed through a Tasking process in line with tackling a problem fully supported with intelligence.</li> </ul> </li> </ul>

QUESTION POSED	RESPONSES
<p><b><i>What needs to change to improve the benefit from CCTV provision – what potential opportunities do You see?</i></b></p>	<ul style="list-style-type: none"> <li>• <b>Force HQ:</b> <ul style="list-style-type: none"> <li>○ Linkages of systems within and across counties. It is crazy that there are operators in 3 towns in Carmarthenshire. If all schemes were observed in one location the same number of staff could provide extended hours.</li> <li>○ With the temporary closure of Llanelli for a refurb it is urgent to relocate the CCTV monitoring equipment. It seems timely to relocate to police HQ and seek to integrate the Carmarthen and Ammanford schemes.</li> <li>○ Distances are a huge disadvantage but joining other county schemes in Pembrokeshire and Ceredigion into a force HQ control room must be explored – subject to those (and ALL schemes) being found worthy of future funding.</li> <li>○ To enable CCTV to move to HQ a full case study needs to be undertaken to ensure this can be achieved before the closure of that station AND IT NEEDS TO BE FUNDED by someone!</li> <li>○ Future opportunities – we should be able to transmit images onto officers radio handsets in the future so they can see suspects etc.</li> </ul> </li> <li>• <b>Carmarthenshire:</b> <ul style="list-style-type: none"> <li>○ CCTV needs a consistent joined up approach in the Dyfed-Powys police area.</li> <li>○ Our Geography works against us as we have numerous towns spread around the 4 counties.</li> <li>○ In my view, in an ideal world we need a super cctv centre covering all main towns contributed by all, this should make purchase cheaper with one centre servicing all counties.</li> <li>○ Resilience with sufficient staff to provide an adequate level of monitoring when colleagues are absent. This could possibly be remedied through centralisation of the county's system. I also shoulder the frustration of the CCTV operators on a regular basis in relation to the serviceability of the cameras.</li> </ul> </li> </ul>

QUESTION POSED	RESPONSES
<p><i>What needs to change to improve the benefit from CCTV provision – what potential opportunities do You see? Cont'd</i></p>	<ul style="list-style-type: none"> <li>• <b>Ceredigion:</b> <ul style="list-style-type: none"> <li>○ Consider volunteers or restricted police employees to assist in its operation (to reduce costs).</li> </ul> </li> <li>• <b>Pembrokeshire:</b> <ul style="list-style-type: none"> <li>○ The current system is owned and maintained by the local authority with contributions towards optic fibre line rental from the respective town councils and a small contribution from us (currently around 2Kper annum in Pems). The public perception is that the Police own the system and therefore any issues are nearly always directed towards us, which can be very time consuming and politically challenging. Any streamlining of the ownership and delivery of CCTV would be welcomed and without that I can see issues moving forward.</li> </ul> </li> <li>• <b>Powys:</b> <ul style="list-style-type: none"> <li>○ I very much support mobile CCTV systems deployed through a Tasking process in line with tackling a problem fully supported with intelligence.</li> </ul> </li> </ul>

QUESTION POSED	RESPONSES
<p><b><i>What are your expectations from third party CCTV systems. If any? i.e. licensed premises, commercial operators, other stakeholders (NHS, Education etc.)</i></b></p>	<ul style="list-style-type: none"> <li>• <b>Force HQ:</b> <ul style="list-style-type: none"> <li>○ My expectation from licensed premises is that where CCTV is a condition of the license that it will be installed and maintained to such a level that it covers the principal areas of the premises, is retained for 31 days before being overwritten and is in a format that is able to be viewed off the premises and of such a resolution and speed as to be able to identify persons within those premises and where appropriate, entering/exiting.</li> <li>○ Where other systems belong to public bodies I would expect them to link up with each other into a single control room and run in accordance with national guidance.</li> <li>○ However there is a difference between public space CCTV for the safety of residents, and CCTV installed for the protection of premises e.g. outside a school. In the latter case CCTV should be of such evidential quality that persons can be identified from the images and that these are retained for 31 days. There is no need for these to be viewed in the town centre CCTV control room although of course this is a possibility.</li> <li>○ Many independent CCTV systems link through to national alarm providers who call the control room and talk through the images upon alarm activation. Establishing an alarm provision like this is potentially possible for all public sector buildings but unlikely to be cheap!</li> </ul> </li> <li>• <b>Carmarthenshire:</b> <ul style="list-style-type: none"> <li>○ All new licences should only be granted if CCTV is present.</li> <li>○ New properties and developments are now signing up to secured by design and all should be made to put in their own cameras.</li> <li>○ I have very little expectation of 3<sup>rd</sup> party CCTV systems. Experience has shown me that these parties invariably utilise systems that have little or no compatibility with our viewing or download equipment. Access is also an issue and the police are just as restricted by the provisions of the Data Protection Act as civilian individuals when it comes to requests for CCTV evidence being made available.</li> </ul> </li> </ul>

QUESTION POSED	RESPONSES
<p><b><i>What are your expectations from third party CCTV systems. If any? i.e. licensed premises, commercial operators, other stakeholders (NHS, Education etc.) Cont'd</i></b></p>	<ul style="list-style-type: none"> <li>• <b>Ceredigion:</b> <ul style="list-style-type: none"> <li>○ At present certain licenced premises within the division are required to have CCTV “to the satisfaction of Dyfed-Powys Police”. In those cases CCTV should meet the standards set by DPP. There is no standard set for any commercial or retail premises. The expectation of these premises would be to provide a system that is legal and fit for purpose.</li> </ul> </li> <li>• <b>Pembrokeshire:</b> <ul style="list-style-type: none"> <li>○ All premises to have fully operating CCTV where their licence conditions require it.</li> <li>○ Copies of evidence to be provided to the Police if required.</li> </ul> </li> </ul>

QUESTION POSED	RESPONSES
<p><b><i>What evidence is available that CCTV does/does not, have an effect on policing and crime reduction?</i></b></p>	<ul style="list-style-type: none"> <li>• <b>Force HQ:</b> <ul style="list-style-type: none"> <li>○ Monthly statistics have been provided by CJU to the PCC's office to show the number of crime files where CCTV was available IN THOSE CASES A NOT GUILTY PLEA was entered in Carmarthenshire .               <ul style="list-style-type: none"> <li>▪ As showing CCTV in custody normally results in a guilty early plea and file overbuild is avoided the impact of CCTV is not recorded. It is therefore difficult to quantify the effect on crime.</li> <li>▪ It is also difficult to quantify the impact of CCTV on anti social behaviour but national evidence exists about the benefits in urban areas especially those with vibrant night time economies, where cameras are appropriately located.</li> <li>▪ In Carmarthenshire the CCC operators keep a log of all incidents in which CCTV was used.</li> <li>▪ National guidance by College of Policing indicates CCTV has a general role to play in crime reduction especially in town centres, and at car parks. While its role in reducing violent crime is not evident the presence of CCTV increases the chances of identification, hastens response times reducing the impact of those violent acts.</li> </ul> </li> </ul> </li>   <li>• <b>Carmarthenshire:</b> <ul style="list-style-type: none"> <li>○ Difficult to quantify.               <ul style="list-style-type: none"> <li>▪ Has more benefits than negatives.</li> <li>▪ Look at the stats held by the CCTV operators.</li> <li>▪ CCTV operator is always on the air on weekends directing staff to trouble spots.</li> <li>▪ It's a great partnership to tackle violent crime and associated offences, links in with Store-net to tackle. shoplifting and night light street pastor service.</li> <li>▪ Protects officers against complaints.</li> <li>▪ Assists in detecting and preventing crime.</li> <li>▪ Speeds up the course of justice.</li> </ul> </li> </ul> </li> </ul>



QUESTION POSED	RESPONSES
<p><b><i>What evidence is available that CCTV does/does not, have an effect on policing and crime reduction? Cont'd</i></b></p>	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>▪ I have already highlighted the importance that CCTV systems play in reducing crime. We need to understand that the vast majority of our front-line officers have always worked with the support of effective CCTV and it has now become 2<sup>nd</sup> nature to policing. However, I also recognise that CCTV systems do have a ‘health warning’ and that they can be responsible for increasing crime in localities. The proactive monitoring of systems leads to arrests and the inevitable recording of crimes that would have gone unreported had it not been for the keen observations of a CCTV operator!</li> </ul> </li> <li>• <b>Ceredigion:</b> <ul style="list-style-type: none"> <li>○ Plenty of evidence of offenders being identified via CCTV, CCTV operators identifying early tensions in towns – where Officers can attend to prevent acts of disorder</li> <li>○ CSP has initiated some research on the impact of the withdrawal of CCTV from Aberystwyth through IID (CSP analyst) – SPOC is Alan Garrod. <i>NB: Alan Garrod consulted.</i></li> </ul> </li> <li>• <b>Pembrokeshire:</b> <ul style="list-style-type: none"> <li>○ There have been a number of national studies carried out into the effectiveness of public space CCTV in tackling and reducing the fear of crime. Most of these appear to be inconclusive and vary from positive to negative impacts.</li> <li>○ It is noted and accepted that CCTV is not a panacea for preventing crime. There are many other measures that need to be considered in dealing with our public spaces however it remains a valuable tool for us to use as and when necessary.</li> </ul> </li> </ul>

QUESTION POSED	RESPONSES
<p><b><i>What evidence is available that CCTV does/does not, have an effect on policing and crime reduction? Cont'd</i></b></p>	<ul style="list-style-type: none"><li>• <b>Powys:</b><ul style="list-style-type: none"><li>○ Powys CCTV was subject to an evaluation which also falls in line with the finding of the College of Policing. <i>Ref Powys Community Safety Partnership Report - CCTV-Newtown and Brecon Systems Current Position-dated 07/06/2013.</i> The attached report will answer all of your questions and provide a context of how CCTV was installed and removed.<ul style="list-style-type: none"><li>▪ <i>NB: Key Finding from Report - No current funding for CCTV -monitoring not added value - if systems remain require re-location, major upgrading and download/review capability. Decision made to cease operation.</i></li></ul></li></ul></li></ul>

## **Appendix E - Evaluation and recommendations in respect of alternatives to CCTV.**

Approach. Informed by the findings from the Review considered alternatives to a solely based CCTV capability. That examination was on the planning assumption that there was no CCTV capability within Dyfed-Powys, and that such/any alternatives be:

- Relevant to the objectives and priorities.
  - Surveillance of determined areas to support crime/ASB management (principally by the Police).
- Feasible with regard to the operational environment.
  - The areas where coverage required (principally towns).
  - No legal/regulatory barriers; although considerations may apply.

On that backdrop, the Review assessed the merits and de-merits of any options to indicate the 'cost of change' considerations (not only in financial terms) – and from that, the potential 'value' that may be derived.

### **Key Finding.**

It is assessed that there is no viable single alternative to the use of CCTV that would meet the range of objectives and achieve 'better value' for Dyfed-Powys. However, there are additional methods/tools that could contribute further to the key objectives by interacting with and complementing the crime/ASB control strategy; including any CCTV operation/capability.

**Consideration of other measures to achieve the objectives of CCTV for crime/ASB management**

The following table indicates other measures that can achieve degrees of surveillance of the public space for criminal activity and ASB, and reporting to the nominated focus (likely the Police).

ASPECT	OBJECTIVE	CONSIDERATIONS	
<i>The Measure – primarily aimed at achieving ‘surveillance and alerting’.</i>	<i>The Objective/measure to be applied on the basis of a relevant risk assessment by the Police/Community Safety Partnership focus for the locus.</i>	<b>MERITS</b>	<ul style="list-style-type: none"> <li>• <b>DE-MERITS</b></li> </ul>
<b>Public Space Lighting</b>	Ensuring that public areas in which people congregate/transit are well illuminated increasing the ease and effectiveness of overall natural surveillance of an area.	<ul style="list-style-type: none"> <li>• Well-tended and illuminated public spaces demonstrate that there is ‘guardian interest/ownership’ by the public authority; ‘broken windows theory’.</li> <li>• People are likely to feel more inclined to use/transit areas that are well illuminated because:                             <ul style="list-style-type: none"> <li>○ Feel better able to exercise personal risk management e.g. can view situation e.g. behaviour of other people within, lack of ready/proximate concealment etc.)</li> <li>○ Feel that untoward events are more likely to be witnessed by other members of the public inclined to intervene e.g. alert police etc.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• May be additional cost associated with new/upgraded street/area lighting. (NB: should already be adequate lighting in places identified to be of crime/ASB interest – and particularly if CCTV coverage (necessary for CCTV functionality)).</li> <li>• Changes may increase ‘fear of crime’ i.e. <i>must be a risky area if needs extra lighting – so avoid!</i> <ul style="list-style-type: none"> <li>○ Needs to be supported by an appropriate ‘positive message’ (Communication Strategy).</li> </ul> </li> </ul>

ASPECT	OBJECTIVE	CONSIDERATIONS	
<i>The Measure – primarily aimed at achieving ‘surveillance and alerting’.</i>	<i>The Objective/measure to be applied on the basis of a relevant risk assessment by the Police/Community Safety Partnership focus for the locus.</i>	<b>MERITS</b>	<b>DE-MERITS</b>
Public Space Lighting Cont’d		<ul style="list-style-type: none"> <li>○ Well tended and illuminated public spaces demonstrate that there is ‘guardian interest/ownership’ by the public authority.</li> <li>• Cumulative positive effect on ‘feelings of safety’, ‘fear of crime’ and local economy (particularly NTE).</li> <li>• Overall, increases public confidence by demonstrating a pro-active approach (or responsiveness if already an issue), spending on community well-being (safety and security), and encourages use of community facilities (including Night Time Economy (NTE)).</li> </ul>	

ASPECT	OBJECTIVE	CONSIDERATIONS	
<p><i>The Measure – primarily aimed at achieving ‘surveillance and alerting’.</i></p>	<p><i>The Objective/measure to be applied on the basis of a relevant risk assessment by the Police/Community Safety Partnership focus for the locus.</i></p>	<p><b>MERITS</b></p>	<p><b>DE-MERITS</b></p>
<p><b>‘Good Citizen’ – Vigilance and Alerting</b></p>	<p>Reinforce the ‘<i>What You Can Do...</i>’ messages on the Dyfed-Powys Police website and other community engagement.</p>	<ul style="list-style-type: none"> <li>• Demonstrates that Public are a key, active and valued partner in the Dyfed-Powys community safety and policing strategy.</li> <li>• Encourages ‘ground intelligence’ and sensitises where surveillance and other crime/ASB intervention measures should be focused.                             <ul style="list-style-type: none"> <li>○ Appropriate, targeted Police Bulletins increase watchfulness e.g. circulation of images of persons of interest (e.g. S29 awards).</li> <li>○ A meaningful reward may encourage positive response! (<i>monetary, ‘good show award’, etc.</i>) – <i>subject to a Risk Assessment re repercussions.</i></li> </ul> </li> <li>• Financially ‘cost low’ (no pay, possibly minor equipment etc.) and effort required largely an extension of community policing (awareness briefing, servicing relationship etc.)</li> </ul>	<ul style="list-style-type: none"> <li>• Change in message may potentially:                             <ul style="list-style-type: none"> <li>○ Increase ‘fear of crime’ feelings i.e. <i>must be getting worse if needs more vigilance.</i> <ul style="list-style-type: none"> <li>▪ NB: Superficially akin to terrorist alerts/warnings approach - BUT needs sensitivity to prevent unwarranted anxiety, AND likely to be a more static situation/message than for terrorism.</li> </ul> </li> <li>○ Increase dissatisfaction <i>i.e. why has the PCC not spent ‘my money’ on tackling with police!</i></li> <li>○ Increase risk of over-zealous/‘have a go’ citizens – who become ‘victims’, or even ‘vigilante groups’ (excuse for grudge-action, hate-crime etc.).</li> </ul> </li> </ul>

ASPECT	OBJECTIVE	CONSIDERATIONS	
<p><i>The Measure – primarily aimed at achieving ‘surveillance and alerting’.</i></p>	<p><i>The Objective/measure to be applied on the basis of a relevant risk assessment by the Police/Community Safety Partnership focus for the locus.</i></p>	<p><b>MERITS</b></p>	<p><b>DE-MERITS</b></p>
<p><b>‘Good Citizen’ – Vigilance and Alerting Cont’d</b></p>			<ul style="list-style-type: none"> <li>• Requires effort:                             <ul style="list-style-type: none"> <li>○ Effective Communication Strategy - highly sensitised).</li> <li>○ Involvement Strategy – building/maintaining network of community advocates that can reinforce/embed the Communication Strategy within communities; and provide feed-back/sensitivity analysis to influence ongoing approach.</li> </ul> </li> </ul> <p>Training and Awareness Strategy - skills and competencies.</p>

ASPECT	OBJECTIVE	CONSIDERATIONS	
<p><i>The Measure – primarily aimed at achieving ‘surveillance and alerting’.</i></p>	<p><i>The Objective/measure to be applied on the basis of a relevant risk assessment by the Police/Community Safety Partnership focus for the locus.</i></p>	<p><b>MERITS</b></p>	<p><b>DE-MERITS</b></p>
<p><b>Traders – ‘Vigilance and Alerting’</b></p>	<p>Reinforce and extend ‘shop-watch’ and ‘pub-watch’ schemes</p>	<ul style="list-style-type: none"> <li>○ Framework already established – reinforcement effort only.</li> </ul>	<ul style="list-style-type: none"> <li>○ Needs high-engagement and positive recognition of the ‘good team players’, and the converse!</li> <li>○</li> </ul>
<p><b>Public Service People - ‘Vigilance and Alerting’</b></p>	<p>Akin to the approach to ‘good citizens’, but reinforce amongst public employees and agents (contractors etc.) the sense of involvement and responsibility; <i>remember, staff/contractors are also members of the community at large.</i></p>	<ul style="list-style-type: none"> <li>○ Easier to control the engagement amongst people who are already part of the formal ‘Public Team’.</li> <li>○ Potential to make reporting of concerns a ‘reasonable responsibility’ within some conditions of employment for some (role-specific e.g. traffic enforcement, street cleaners within their routine primary duties).</li> <li>○ For others, encourage ‘off-duty’ vigilance and alerting.</li> <li>○ Appropriate, targeted Police Bulletins increase watchfulness e.g. circulation of images of persons of interest (e.g. S29 awards).</li> </ul>	<ul style="list-style-type: none"> <li>○ Broadly, the same considerations apply as for the ‘good citizen’ cohort.</li> <li>○ But, in addition, potential for:</li> <li>○ Increased Dissatisfaction – swinging public sector ‘wage-restraint’, staff shortages – - <i>and I am expected to do more!</i></li> <li>○ Perception that doing a job that other public servants/contractors should do e.g. the Police, CCTV operators (<i>made redundant</i>).</li> </ul>



ASPECT	OBJECTIVE	CONSIDERATIONS	
<p><i>The Measure – primarily aimed at achieving ‘surveillance and alerting’.</i></p>	<p><i>The Objective/measure to be applied on the basis of a relevant risk assessment by the Police/Community Safety Partnership focus for the locus.</i></p>	<p><b>MERITS</b></p>	<p><b>DE-MERITS</b></p>
<p><b>Public Service People - ‘Vigilance and Alerting’ Cont’d</b></p>		<ul style="list-style-type: none"> <li>○ A meaningful reward may encourage positive response! (<i>monetary, ‘good show award’, recognition in staff assessment etc.</i>) – <i>subject to a Risk Assessment re repercussions.</i></li> <li>○ Financially ‘cost low’ (no pay, possibly minor equipment etc.) and effort required largely an extension of community policing (awareness briefing, servicing relationship etc.).</li> </ul>	
<p><b>Police Support Volunteers</b></p>	<p>Police Support Volunteers reinforce the overall capability for observing situations of concern</p> <p>NB: The Dyfed-Powys Police website indicates the role/benefit of Volunteers:</p> <ul style="list-style-type: none"> <li>○ <i>Providing back-office support to Neighbourhood Policing Teams (NPT) in Police Stations</i></li> </ul>	<ul style="list-style-type: none"> <li>• Provides a ‘good citizen/public sector staff <b>plus</b>’ capability with increased focus of role, and integration within the crime/ASB operational effort.</li> <li>• Follows ethos - releases police for higher-skill/priorities.</li> </ul>	<p>BUT, It is noted that all Police Support Volunteer Recruitment is “on hold” – Why/Situation/Forecast?</p>

ASPECT	OBJECTIVE	CONSIDERATIONS	
<i>The Measure – primarily aimed at achieving ‘surveillance and alerting’.</i>	<i>The Objective/measure to be applied on the basis of a relevant risk assessment by the Police/Community Safety Partnership focus for the locus.</i>	<b>MERITS</b>	<b>DE-MERITS</b>
<b>Police Support Volunteers Cont’d</b>	<ul style="list-style-type: none"> <li>○ Recording and storing lost and found property</li> <li>○ Participating in community safety and crime reduction initiatives</li> <li>○ Assisting with CCTV monitoring and many more!</li> </ul> <p>BUT, It is noted that all Police Support Volunteer Recruitment is “on hold” – Why/Situation/Forecast?</p>	Financially ‘cost moderate’ (no pay, possibly minor equipment etc.) but effort required re training for role to the standard required (e.g. CCTV monitoring must be of required standard for evidential use).	
<b>Contracted Patrolling Service</b>	A Contracted patrolling service – surveillance and (potentially) response.	<ul style="list-style-type: none"> <li>• Potential for trained, flexible, effective and efficient service.</li> </ul>	<ul style="list-style-type: none"> <li>• Cost.</li> <li>• Performance management challenges.</li> </ul>
<b>Contracted CCTV Surveillance Service</b>	A Contracted monitoring service.	<ul style="list-style-type: none"> <li>• Potential for trained, effective and efficient service.</li> </ul>	<ul style="list-style-type: none"> <li>• Cost.</li> <li>• Performance management challenges.</li> </ul>
<b>Increasing Police Coverage</b>	Increasing Police capability to detect and respond to crime/ASB.	<ul style="list-style-type: none"> <li>• Highest skill capability, to deal with police priority matters (i.e. crime).</li> </ul>	<ul style="list-style-type: none"> <li>• Cost – <i>How many officers could Dyfed-Powys justify/afford?</i></li> </ul>

## Appendix F - Evaluation and recommendations in respect of alternative approaches to CCTV surveillance.

The following table indicates alternative to deliver CCTV monitoring to Police for detection, monitoring, investigation, prosecution purposes.

ASPECT	OBJECTIVE	CONSIDERATIONS	
THE MEASURE	KEY ROLE	MERITS	DE-MERITS
<b>Fixed Site Active CCTV monitoring</b>	<ul style="list-style-type: none"> <li>Permanent active monitoring of specific locations</li> </ul>	<ul style="list-style-type: none"> <li>Provides permanent monitoring.</li> <li>Provides detailed monitoring of locations within area of view.</li> <li>Can provide good evidence for investigation, prosecution purposes.</li> </ul>	<ul style="list-style-type: none"> <li>Inflexible – Cannot be easily redeployed</li> <li>High cost for limited coverage</li> </ul>
<b>Fixed Site Passive CCTV monitoring</b>	<ul style="list-style-type: none"> <li>Permanent passive monitoring of specific locations</li> </ul>	<ul style="list-style-type: none"> <li>Permanent provision with 24/7 seven recording.</li> <li>Provides detailed monitoring of locations within area of view.</li> <li>Can provide good evidence for investigation, prosecution purposes.</li> <li>Low cost</li> </ul>	<ul style="list-style-type: none"> <li>Inflexible – Cannot be easily redeployed</li> <li>Only provides evidence after event.</li> </ul>
<b>Re-deployable camera kits</b>	<ul style="list-style-type: none"> <li>Short term covert / overt monitoring in response to incident, changes in crime profile</li> </ul>	<ul style="list-style-type: none"> <li>Low cost</li> <li>Cost £5k - £8k per unit plus install de-install cost.</li> <li>Easily re-deployable</li> <li>Flexible</li> </ul>	<ul style="list-style-type: none"> <li>Only of use for spot monitoring specific locations.</li> <li>Liable to vandalism/damage</li> <li>Recording for later review only</li> </ul>
<b>Mobile CCTV monitoring / control</b>	<ul style="list-style-type: none"> <li>Covert / overt monitoring of major events or incidents</li> </ul>	<ul style="list-style-type: none"> <li>Rapid deployment</li> <li>Available for whole force area</li> <li>Flexibility of applications</li> </ul>	

ASPECT	OBJECTIVE	CONSIDERATIONS	
THE MEASURE	KEY ROLE	MERITS	DE-MERITS
<b>Unmanned Aerial Vehicle (UAV)</b>	<ul style="list-style-type: none"> <li>Covert / overt monitoring</li> </ul>	<ul style="list-style-type: none"> <li>Rapid deployment</li> <li>Available for whole force area</li> <li>Flexibility of applications</li> <li>Can be deployed from standard vehicle</li> <li>Minimal training required for operators.</li> <li>Can provide CCTV downlink to provide senior controllers, managers with eyes at scene.</li> <li>Low cost £10K - £30k per unit depending on type and capability</li> <li>Opportunities for cross force sharing of provision</li> </ul>	<ul style="list-style-type: none"> <li>Emerging technology – without proven history of use.</li> <li>Subject to licensing</li> <li>Limited endurance, typically &lt; 2 hrs</li> <li>Limited use in poor weather</li> <li>May raise civil Liberties issues</li> </ul>
<b>Helicopter based CCTV</b>	<ul style="list-style-type: none"> <li>Live monitoring of incidents / events</li> </ul>	<ul style="list-style-type: none"> <li>Rapid deployment</li> <li>Available for whole force area</li> <li>Flexibility of applications e.g ,                             <ul style="list-style-type: none"> <li>➢ Searching</li> <li>➢ Pursuit</li> <li>➢ Monitoring</li> <li>➢ Incident control</li> </ul> </li> <li>Can provide CCTV downlink to provide senior controllers, managers with eyes at scene.</li> <li>Opportunities for cross force sharing of provision</li> </ul>	<ul style="list-style-type: none"> <li>High cost</li> <li>£1.5k - £2k per hour</li> <li>£1.5m - £2m per annum for permanent provision of one unit</li> <li>Limited endurance</li> </ul>

ASPECT	OBJECTIVE	CONSIDERATIONS	
THE MEASURE	KEY ROLE	MERITS	DE-MERITS
<p><b>Provide public access to fixed site CCTV cameras</b></p>	<ul style="list-style-type: none"> <li>Openness in relation to use of CCTV monitoring</li> </ul>	<ul style="list-style-type: none"> <li>Demonstrates openness of approach</li> <li>Can inform public decision making with regard to visiting monitored areas.</li> </ul>	<ul style="list-style-type: none"> <li>Raises data protection issues with regard to care of the data of individuals</li> <li>May have child protection issues relating to voyeurism</li> <li>May endanger individuals including children by allowing identification and location of isolated persons.</li> </ul>

**Appendix G - Dyfed-Powys CCTV location plan.**



## **Appendices H – P**

The following documents are referred to in this report but omitted due to size. These are available in the full report.

Appendix H – Carmarthenshire CCTV location plan.

Appendix J – Pembrokeshire CCTV Operational Requirements Report.

Appendix K – Powys CCTV Report June 2013.

Appendix L – Interim Policy Statement for CCTV in Powys.

Appendix M – CPS Wales - guidance note re CCTV evidence

Appendix N - Welshpool community plan

Appendix P – Proposed updated Operational requirement.