

Wyre Forest District Council

CCTV Policy

Draft

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<u>Contents</u>	<u>Page No</u>
1. Introduction	3
1.1 Objectives of the CCTV Policy	3
1.2 Purpose of CCTV	4
1.3 A Brief History of CCTV in Wyre Forest	4
1.4 Organisational Context	5
1.5 Purpose of the system	5
1.6 Objectives of the system	5
1.7 Legislation	6
1.8 Provision of CCTV for Council assets	6
1.9 Local Authority and Privately Operated Systems	6
2. Principles of the CCTV System	7
2.1 System Ownership	7
2.2 Financing	7
2.3 Police Involvement	8
2.4 Consultation	8
2.5 Evaluation of the scheme	8
2.6 Open and accountable	9
2.7 Establishment of a CCTV Forum / Steering Group	9
3. Considerations for potential expansion of the scheme	9
3.1 Priorities and options for development of the scheme	9
3.2 Financing any proposed expansion plans	10
3.3 Practical considerations	10
4. Performance Management	11
4.1 Data	11
4.2 Impact of CCTV	11
5. Complaints Procedure	12
6. Equalities	12
7. Summary	12
8. Key Contacts	12
9. Appendices	
Appendix One - SWOT Analysis of current CCTV system	13
Appendix Two - Camera Locations	14

1. Introduction

The district is already a safe place to live, work and visit. However, even the relatively low levels of crime and disorder, anti-social behaviour and fear of crime that are experienced can have a significant impact on local people's lives and the harmony of our rural and urban communities. Wyre Forest District Council and its partners wish to strengthen this position and consider CCTV to be a valuable tool in continuing to make a difference increasing people's feelings of safety.

1.1 Objectives of the CCTV Policy

1.1.2 This Policy has been developed by Wyre Forest District Council in consultation with the Wyre Forest Community Safety Partnership.

1.1.3 Closed Circuit Television (CCTV) is one tool which may be used to combat crime and the fear of the crime. It is not a panacea for the cessation of all criminal activity. Its suitability must be assessed and its implementation considered in conjunction with other preventative methods and be in accordance with the guiding principles of the use of CCTV within the Wyre Forest district.

1.1.4 It is essential that when CCTV schemes are funded using public monies that they are effective and that a robust performance management framework exists in order to assess their impact. A criterion also needs to be in place to be able to assess the expansion of schemes.

1.1.5 The objectives of the Wyre Forest District Council CCTV Policy are:

- To provide a strategic vision for the development of CCTV in Wyre Forest.
- To use the CCTV Service in the most appropriate way to assist the work of the Local Authority, Police and agencies in improving community safety and the quality of life of local people, business and visitors to Wyre Forest by:
 - Reducing crime and disorder in accordance with national indicators, the Worcestershire Local Area Agreement and the Wyre Forest Community Safety Partnership Plan;
 - Deterring criminal and anti-social behaviour;
 - Providing reassurance to the public at large; and
 - Providing quality evidence in support of the identification and prosecution of offenders.
- To ensure that any CCTV system used directly or indirectly is capable of being used in support of anti terrorist activity, intelligence gathering, post incident investigation and prosecutions.
- To ensure that the maximum benefit is gained from the CCTV service through the use of complimentary initiatives at a local and strategic level.
- To guarantee the continuity of the CCTV service by ensuring long term financial support.
- Within financial limitations, to develop an action plan for the extension of the CCTV service.

- Promote the benefits of CCTV services in support of complimentary National, Local and Neighbourhood based service delivery.
- Improving the communication between agencies to ensure the greatest utilisation of the available data and the most effective use of cameras.
- Manage and co-ordinate the existing and future CCTV services in Wyre Forest in accordance with the CCTV Policy.

1.1.5 All of the current locations of CCTV are within the 3 towns of the Wyre Forest district, Bewdley, Kidderminster and Stourport-on-Severn. However, this paper covers the whole of the local authority area including the parishes.

1.2 Purpose of CCTV

1.2.1 Under the Crime and Disorder Act 1998 (CDA), Wyre Forest District Council and West Mercia Constabulary, in conjunction with the four other Responsible Authorities, as defined by Section 5 of the CDA, and other public sector bodies, the voluntary and business sector are under a duty to devise and implement a strategy to reduce crime and disorder in the area.

1.2.2 Wyre Forest District Council and its partners recognise that CCTV is one of many tools that are available to combat crime and the fear of crime, which may be incorporated in an overall strategy. Wyre Forest District Council is committed to the operation of CCTV and where ever possible to its expansion as part of the Wyre Forest Community Safety Partnership's vision - 'Wyre Forest - an even safer place to live, work, visit or do business in'.

1.2.3 A much publicised debate continues as to the effectiveness of CCTV. However the public are generally enthusiastic to see its use extended. There is a perception that CCTV will have an immediate impact on the incidence of crime and can therefore contribute to personal safety and the regeneration of deprived areas. However, care needs to be exercised in its usage as inappropriate or isolated use without other control measures will not have the desired effect. It should only be installed as part of a considered and integrated crime reduction strategy.

1.3 A Brief History of CCTV in Wyre Forest

1.3.1 CCTV was first installed in Kidderminster Town Centre in 2005 and is currently operated by Bromsgrove District Council on behalf of Wyre Forest District Council. Due to the success of the Kidderminster system, CCTV was implemented in the town centres of Bewdley and Stourport-on-Severn in July 2007. All three town's CCTV systems are monitored by the control room operated by Bromsgrove District Council.

1.3.2 Kidderminster Town Centre is a 7 camera hot spot scheme covering the night time economy areas. The provision of CCTV was at the time, in 2004, in line with the Vulnerable Communities priority of the Wyre Forest Community Safety Partnership Strategy. Kidderminster Town Centre was identified as one of three areas in the District that suffered from disproportionately high levels of crime and disorder. It was agreed that the introduction of a CCTV scheme would contribute to the reduction of crime and disorder and anti social behaviour in Kidderminster Town Centre. The Kidderminster Town Centre scheme is covered by its own contract with Bromsgrove District Council.

1.3.3 Stourport-on-Severn and Bewdley Town Centre schemes went operational at the same time and are covered by one contract with Bromsgrove District Council. It is a 10 camera hot spot scheme covering, in the main, the night time economy area, with 6 cameras in Stourport-on-Severn and 4 cameras in Bewdley. Due to the success of the Kidderminster scheme, it was felt timely to introduce CCTV to the other towns in the district, in order to contribute to reducing crime and disorder and to provide public reassurance.

1.4 Organisational Context

1.4.1 At Wyre Forest District Council, the responsibility for the CCTV scheme is shared across two divisions. Community and Partnership Services have overall responsibility for the system. Property and Operational Services has day-to-day responsibility for the infrastructure of each of the town centre schemes. For the purposes of this Policy, the CCTV Management Team refers to the division(s) responsible at Wyre Forest District Council.

1.5 Purpose of the system

1.5.1 Wyre Forest District Council has registered the purposes, of the CCTV system, under the Data Protection Act with the Information Commissioner's Office. The purposes are:

- To reduce crime;
- To assist in the detection of crime; and
- To assist in the apprehension and prosecution of offenders.

1.6 Objectives of the System

1.6.1 The objectives of the CCTV System have been agreed as part of the Service Level Agreements. Although not specifically stated other crime types could be considered as part of the objective to make the towns safer. The objectives are:

- To detect, prevent or reduce the incidence of property crime and offences against the person;
- To reduce theft of vehicles and theft from vehicles, both on the street and in car parks;
- To improve general security, both in terms of personal security and security of buildings and premises. To make the three town centres safer areas in which to work and live;
- To improve communication with Police;
- To reduce the level of crime, vandalism and public disorder in and around the town;
- To prevent and respond effectively to harassment; and
- Reduce graffiti, vandalism and other criminal damage within the surveillance area to improve the environment and reduce maintenance costs.

1.7 Legislation

- 1.7.1 In setting a CCTV Policy for Wyre Forest it is clearly essential that all schemes comply with the relevant legislation. The legislation that applies to CCTV is found in a number of different Acts of Parliament, some are more explicit than others.
- 1.7.2 The Data Protection Act 1998 is the main source of regulation covering the operation of CCTV systems. The Information Commissioner published a CCTV Code of Practice in January 2008 to help organisations stay within the law. The code of practice provides guidance and advice for CCTV users on how to comply with the Data Protection Act and also includes a simple checklist for users of very limited CCTV systems where the full provisions of the code would be too detailed.
- 1.7.3 Other legislation impacts upon public place CCTV systems, but it is less explicit and requires more interpretation. Article 8 of the Human Rights Act 1998, the right to individual privacy will frequently be used to challenge CCTV operations. Also the Regulation of Investigatory Powers 2000 only applies to CCTV surveillance in specific circumstances.

1.8 Provision of CCTV for Council Assets

- 1.8.1 This might be considered to sit outside of the Policy but it would be a missed opportunity not to include it in this document as it has potentially significant ramifications for future development of the CCTV service within the District Council.
- 1.8.2 Wyre Forest District Council has responsibility for a considerable number of properties all of which benefit from different levels of security systems.
- 1.8.3 Many of these council premises are equipped with CCTV as part of their overall security. The CCTV systems most frequently in use are unmonitored and can only provide evidence after the event from any recorded images they may have captured.

1.9 Local Authority and Privately Operated CCTV Systems

- 1.9.1 This Policy will provide an opportunity to scrutinise, consider economies of scale, and improve co-ordination, communication and greater legislative compliance.
- 1.9.2 This policy is not and cannot be regarded as a regulatory document; rather it is intended to be a guide to inform the Council's funding and planning decisions as well as the future development of partnerships with other agencies and the community, which already work together to address community safety issues and in many instances have already introduced CCTV schemes.
- 1.9.3 Although this Policy is primarily intended to apply to Local Authority managed CCTV systems in public places - many of the general principles will be relevant to all CCTV systems in council owned facilities and should be considered by all Local Authority staff involved with CCTV development accordingly.
- 1.9.4 The CCTV Policy recognises that the provision of public place CCTV services is not exclusively a council provided service. A number of existing systems are financed by commercial and community enterprise and others are based upon partnership co-operatives involving other public agency support.

- 1.9.5 Businesses and community organisations have funded CCTV systems in many privately owned locations and some public areas, (such as shopping centres and car parks), with the aim of reducing or detecting local criminal activity. The Local Authority currently has little input either financially or operationally into these types of systems. This Policy does not include these privately operated schemes.

2. Principles of the CCTV System

2.1 System Ownership

- 2.1.1 Wyre Forest District Council and West Mercia Constabulary are the major stakeholders with interests in, and access to, all cameras owned by the Council. Wyre Forest District Council owns the CCTV scheme and liability for the system rests with the Council. The cameras are currently controlled, monitored and recorded from Bromsgrove District Council's CCTV monitoring station. Wyre Forest District Council provides the first point of contact for enquiries regarding the system. Other partners have CCTV systems that, with the appropriate technology in place to establish a co-ordinated and comprehensive monitoring system, could potentially be linked together.

- 2.1.2 Two separate three-year service level agreements, to cover the Kidderminster scheme and Stourport-on-Severn and Bewdley schemes are in place between Bromsgrove District Council (as the 'service provider') and Wyre Forest District Council (as the 'client'), setting out details of the following matters regarding the control, monitoring and recording of the system:

- Administration and Technical Support
- Operational Parameters
- Liaison
- Service Operation
- Performance Indicators
- Operational Management
- Legal and Data Protection Act obligations

In any respect with regards to contractual and monitoring arrangements, Wyre Forest District Council aspires to the highest quality standards.

- 2.1.3 It is not the intention of this Policy to address the aforementioned areas (apart from performance indicators) as they are the responsibility of Bromsgrove District Council and will be dealt with by their respective CCTV Code of Practice and the Service Level Agreements.

2.2 Financing

- 2.2.1 Wyre Forest District Council has predominately funded the CCTV schemes in Kidderminster, Stourport-on-Severn and Bewdley town centres with support from other partners.

- 2.2.2 Since the development of the Kidderminster CCTV scheme, the level of investment in CCTV systems in Wyre Forest has been considerable.

2.2.3 *Shop and Pub Watch Schemes*

There are shop and pub watch schemes in operation across the district. The schemes are in the main self-funding and are independently operated.

2.2.4 In addition to the Council run CCTV scheme, a number of private operators exist. In Kidderminster town centre, the Swan Centre, Rowland Hill Centre, Weavers Wharf and Crossley Retail Park each have their own dedicated systems. These systems are not integrated with each other or with the Council's scheme. The Community Housing Group, the main registered social landlord in the district, also has a CCTV system within the district.

2.3 Police Involvement

2.3.1 West Mercia Constabulary is a major stakeholder and will be fully engaged in the CCTV process at all stages from planning and implementation to operation and monitoring and assessment.

2.3.2 West Mercia Constabulary is a responsible authority on the Wyre Forest Community Safety Partnership and if a CCTV Forum or Steering Group existed, it would enable them to have input into the strategy, deployment and operational management of the system on a formal basis.

2.4 Consultation

2.4.1 It is important that the community affected are fully consulted on any proposal for CCTV. Generally law abiding citizens welcome the installation of CCTV. However even the most enthusiastic supporter of a CCTV development may have concerns regarding aspects such as the locations of cameras and personal privacy. It is vitally important that a forum is provided by which all stakeholders can be consulted on matters relating to CCTV, both in the development and operational phases. Consultation could be led by the Wyre Forest Community Safety Partnership, supported by the CCTV Management Team.

2.4.2 Consultation, primarily, will aim to inform stakeholders of the intention to install a CCTV system, to fully explain the objectives of the scheme and to gather any feedback from interested parties. Subsequently, it will provide full details of the scheme. Finally, should there be any changes to the scheme, as reported, these must be fully conveyed and the rationale behind these changes explained. These consultation exercises will be documented and produced as part of the submission for inclusion on the scheme. In the operational phases the consultation should again seek views of interested parties and report on the achievement of objectives.

2.4.3 It should also be noted that consultation may be required to explain why CCTV is not being installed in a particular location.

2.5 Evaluation of the System

2.5.1 The system will be monitored and evaluated to ensure its objectives are being achieved. The CCTV Management Team will be required to submit an annual report to the proposed CCTV Forum / Steering Group and to the Cabinet outlining developments during the year. It will also evaluate the success of the system by considering:

- The contribution made to the Wyre Forest Community Safety Partnership Plan
- Adherence to the stated purpose of the system
- The effect on crime and disorder figures, and public perception for the areas covered
- Comparisons with other areas either with or without CCTV

- The extent of public consultation
- The operational costs of the system
- Compliance with legislation
- Complaints received and how dealt with
- The effect on prosecutions
- Technical considerations
- Performance management information - year on year and benchmarked against other similar organisations

2.6 Open and accountable

2.6.1 Accountability and transparency are crucial to ensure that the scheme is effective and that public confidence is engendered and maintained. The CCTV Management Team will produce an annual report to the CCTV Forum / Steering Group and Cabinet and will publish an appropriate version of the report in local newspapers, the Council's Newswyre and partner publications. This will include a summary of developments throughout the year and an evaluation of the system's performance.

2.7 Establishing a CCTV Forum / Steering Group

2.7.1 As suggested above the establishment of a multi agency CCTV Forum / Steering Group could be a consideration in order to support the implementation of the CCTV Policy. As demonstrated by other local authority areas, CCTV fora have proven to be vitally important to enable stakeholders to be consulted on matters relating to CCTV, both in the development and operational phases. It is suggested that the Forum would meet, no more than 2 times per year, although meeting frequency would be determined by activity at the time. At present no specific forum exists in the District.

2.7.2 Such a forum would build upon excellent existing partner relationships and could be brought under the auspices of the Wyre Forest Community Safety Partnership, in conjunction with the CCTV Management Team providing strong support.

2.7.3 By adopting a multi agency approach the Forum could take on a number of responsibilities such as publicity and promotion of the scheme, performance management, consultation, and leading any expansion plans for the scheme.

3. Considerations for Potential Expansion of the Scheme

3.1 Priorities and options for development of the service

3.1.1 Priorities for any expansion of the CCTV system within Wyre Forest will be based on crime figures, consultation, incident reports, types of crime, ability of CCTV as an effective tool to tackle the problem, ability to deploy linked retail and pub watch and links to other strategic priorities.

3.1.2 Options for any proposed expansion of the CCTV system within Wyre Forest will be considered in the light of current legislation and taking into account the views of local people who may be affected. Further priorities will be determined on the basis of crime statistics, incident reports and the ability of the system to link with existing retail radio and pub watch systems. Efforts will be made to ensure that any expansion is considered in the light of partnerships being encouraged to work more collaboratively.

- 3.1.3 Strategic priorities for any expansion would be considered at the appropriate time and in conjunction with the relevant partners.
- 3.2 Financing any proposed expansion plans**
- 3.2.1 There are no indications from Central Government that funds will be made available again for the District to bid for. Large scale development of the system is therefore unlikely. In order for the system to expand alternative forms of funding must be sought, but these are likely to represent minor additions to the scheme rather than a wholesale expansion.
- 3.2.2 As any proposed expansion is likely to be piecemeal it is vitally important that CCTV within Wyre Forest is implemented in a planned and integrated manner as part of the wider objectives of Wyre Forest Community Safety Partnership and in accordance with the registered purpose of the system. Additionally, the financial outlay associated with installing and operating a CCTV system is high and therefore officers have a duty to ensure it is utilised where most effective.
- 3.2.3 Funding for any proposed expansion could be achieved by:
- Applying for grants for system expansion if appropriate;
 - Seeking to extend the partnership to include other organisations to help support the scheme; and
 - Ensuring that future expansion is costed both in terms of revenue and capital support.
- 3.2.4 There is a tendency to attempt to cure an actual or perceived criminal activity problem, or to respond to a serious incident, by erecting cameras. CCTV is only effective in tackling crime if utilised appropriately and installed with other effective control measures. If not, the activity may change to one less susceptible to detection in this way or may simply relocate.
- 3.2.5 It is anticipated that requests for any proposed expansion of the system will originate from two areas. Within the Wyre Forest Community Safety Partnership arena, probably from the Police in response to an identified problem, or from external organisations or internal services not directly represented on the Community Safety Partnership.
- 3.2.6 Any requests for inclusion in a proposed expanded system would be considered by the CCTV Management Team and the CCTV Forum. A written submission for any expansion proposals must be submitted to the Operational Management Team and the CCTV Forum, the information required and the steps an organisation must take prior to inclusion are detailed later in this section. If accepted the Operational Management Team and the CCTV Forum will confirm the practicalities of any proposal.
- 3.2.7 The inclusion of officers from Planning on a proposed forum would allow the CCTV provision to be planned in accordance with developments within the district. There maybe occasions when the forum must decide whether to agree to opportunistic developments of the system or expansions to the cable network as areas are redeveloped.
- 3.3 Practical Considerations**

- 3.3.1 The public areas of the district that would benefit by the installation of CCTV monitoring will be evidenced by crime and disorder figures and local concerns. When considering any expansion proposals the forum would take into account the cost / benefit of such proposals but may decide that although crime figures support the installation in one particular area, available funding would give greater impact by being spent in other areas.

4. Performance Management

4.1 Data

- 4.1.1 The Council has a service level agreement with Bromsgrove District Council, which sets out a range of performance indicators that support capturing performance information.
- 4.1.2 A performance report will be submitted to Cabinet on an annual basis.
- 4.1.3 To supplement this, further data could be assessed:

Quantitative Data - this will be used to make year on year comparisons

- Call source e.g. Police, Swan Centre etc.
- Number of incidents by category e.g. anti social behaviour, concern for welfare etc.
- Results of incidents e.g. Number of arrests, Police attended etc.

Financial Comparisons - this will be used to make comparisons with other organisations

- Total quarter's cost of the scheme per camera per operational hour.

Qualitative Data - this will be used to make comparisons with other organisations

- Percentage down time of the total system per year.
- Average rectification time per minor system failure.

4.2 Impact of CCTV

- 4.2.1 In addition, it will be a requirement to provide data to Wyre Forest Community Safety Partnership regarding the impact of CCTV on crime and disorder. Across much of the system the data will be difficult to obtain or quantify. However, there are some areas for which this information is more readily obtainable and will provide some indication of impact. Initially, therefore three areas will be assessed and reported on, these have been chosen to provide evidence on key aspects of crime and disorder. However, it should be noted that these areas will be subject to change in order to reflect the priorities of the Community Safety Partnership, which are refreshed on an annual basis.
- 4.2.2 *Vehicle Crime* - this will compare the levels of recorded vehicle crime (including theft of, theft from and vehicle interference) in car parks or on street parking areas with CCTV coverage against those without in the district.
- 4.2.3 *Anti Social Behaviour* - this will compare the levels of activity in areas with CCTV coverage against those without in the district.

- 4.2.4 *Violent Crime* - this will compare the levels of recorded violent crime (including assault without injury, assault with injury and alcohol related offences) in areas with CCTV coverage against those without in the district.

5. Complaints Procedure

- 5.1.1 The Service Provider is responsible for investigating and responding to all complaints from members of the public concerning the operation of the CCTV cameras and is to provide a clear response to all complaints and enquiries within 10 working days with copies of all relevant information to Wyre Forest District Council.
- 5.1.2 The right of the complainant to refer the matter to the Local Government Ombudsman is not affected should they deem that the response is inappropriate.

6. Equalities

- 6.1.1 The operation of CCTV will be in accordance with Wyre Forest District Council's Single Equalities Scheme.
- 6.1.2 Partners within the scheme with access to images will be required to adopt the Wyre Forest District Council's Single Equalities Scheme.

7. Summary

- 7.1 This paper outlines the objectives of the CCTV system and the guiding principles to which it adheres in support of the Crime Reduction Strategy under the direction of Wyre Forest Community Safety Partnership.
- 7.2 The CCTV Policy will be reviewed on a biannual basis. However, if there are any urgent developments, which require a policy change, it will be reviewed ahead of the planned date.

8. Key Contacts

- 8.1 Linda Collis, Head of Community and Partnership Services, Wyre Forest District Council
- 8.2 Andrew Dickens, Head of Property and Operational Services, Wyre Forest District Council
- 8.3 Graham Rocke, Community Safety Manager, Bromsgrove District Council
- 8.4 Rachel McAndrews, CCTV and Lifeline Manager, Bromsgrove District Council

Appendix One

SWOT Analysis of Current CCTV System

Strengths	Weaknesses
<p>Strong partnership working platform to build upon</p> <p>Expertise and knowledge of staff</p> <p>Robust procurement and financial systems</p> <p>All district council schemes are monitored and controlled in one place</p> <p>Systems are in place to cover each town centre</p> <p>CCTV is generally positively received by public</p>	<p>Communication and marketing</p> <p>Engagement with key stakeholders regarding perception of effectiveness</p> <p>Lack of localism regarding the control room perceived by stakeholders as an issue</p>
Opportunities	Threats
<p>Regeneration and growth including KTC3 and Bridge Street development, Stourport-on-Severn (s.106 agreements)</p> <p>Collaborative closer working with public and private sector within the district</p> <p>A co-ordinated approach could be provided more easily with a multi agency CCTV Steering Group or Forum</p> <p>Implementation of new strategic policy outlining vision and direction</p>	<p>Change in local and central government administration</p> <p>Changes in funding</p> <p>Discretionary local government service - could be withdrawn</p>

Appendix Two

Camera Locations

Kidderminster

1. Junction of New Road and Castle Road. Located on Paddington House.
2. New Road - opposite Pike Mills Car Park has been moved to be updated. Combined with street lighting pole.
3. Junction of Vicar Street and Exchange Street. Outside Swan pub opposite Town Hall.
4. Junction of Worcester Street and Marlborough Street. Located outside Morton Fisher.
5. Junction of Worcester Street and High Street. Located on the Officer's Club.
6. Junction of Coventry Street and Blackwell Street. Combined with street lighting pole.
7. Bromsgrove Street - opposite main entrance to car park.

Stourport-on-Severn

1. Corner of New Street and High Street. Located on former Beards Electrical Shop.
2. Traffic island at top of High Street. Column opposite Phipps and Pritchard's.
3. Corner of Tan Lane and Lombard Street. Located on Pizza take-away.
4. York Street. Column opposite the 'Lock Shop'.
5. Bridge Street. Located on corner of the Bridge Inn.
6. Severn Meadows car park. Located on a column within 'pay and display' area island.

Bewdley

1. Load Street. Located on Number 49.
2. Dog Lane Car Park. Column overlooking Dog Lane and Load Street Car Parks.
3. Gardners Meadow Car Park. Column overlooking Car Park.
4. Combined street lighting /CCTV column on Severnside North, adjacent to the bridge.