

Report To:	CABINET	Date:	11 MARCH 2019
Heading:	SCRUTINY CONSIDERATION OF CCTV		
Portfolio Holder:	CABINET MEMBER (JOINT FOCUS), COUNCILLOR CHRISTIAN CHAPMAN		
Ward/s:	ALL		
Key Decision:	NO		
Subject to Call-In:	NO		

Purpose of Report

This topic was added to the Scrutiny Workplan to gain an understanding of Ashfield District Council's CCTV provision, consider the impact it has within the Community, and how it contributes to the Council's Corporate Priorities. The purpose of this report is to present the information covered over the course of this review as well as the final recommendations decided on by Members of Scrutiny Panel B.

Recommendation(s)

Cabinet be requested to consider the following recommendations:

- To investigate the cost and benefits of upgrading cameras located on the Council's parks to incorporate HD/infra-red capabilities and to continue exploring new advances in camera technology (both mobile and fixed).
- An evaluation exercise to consider the relocation of the three cameras identified within the report as being underperforming, be undertaken without delay.
- Public awareness of the Council's CCTV provision be enhanced via all available platforms including social media, website and press releases.
- Secure an ongoing commitment towards increasing collaboration with the Police and gaining more analytical support from them as required.
- Explore the feasibility and benefits of installing a call filtering system at the Sherwood Lodge Control Room to facilitate more time monitoring cameras and responding to relevant issues rather than answering a diverse range of non-urgent out-of-hours calls.

- Further work be undertaken to enhancing the CPO work tasking programme based on real time CCTV evidence as reported, thus ensuring the correct level of enforcement capabilities are primarily available at any required point of need.
- That the conclusions of the additional review of locations and camera upgrades be reported back to Scrutiny Panel B in due course.

Reasons for Recommendation(s)

Consideration of Ashfield District Council's CCTV scheme was added to the Scrutiny Workplan in September 2017.

Alternative Options Considered

No alternative options have been considered yet, any considerations following the review will be detailed in a report to Cabinet in due course.

Detailed Information

This report includes:

- An overview of Ashfield District Council's CCTV scheme;
 - Shared Service Arrangement
 - Performance statistics
 - Camera locations
 - Benefits of CCTV
- A summary of the two site visits to the CCTV Control Room located at Sherwood Lodge
- A summary of the informal working group
- National guidance on CCTV
- Final recommendations for Cabinet

Background

At the last meeting of the Panel, Members were provided with an overview of all information gathered over the course of the review on CCTV. Following consideration of the provided information and considerable discussion, Members of the Panel decided upon final recommendations to address key concerns raised consistently throughout the review, and to meet the terms of reference agreed at the start of the review.

Why does Ashfield District Council Utilise CCTV?

CCTV is a popular and effective tool for increasing community safety and reducing the fear of crime. The use of CCTV as a tool to detect and assist operations against crime has grown substantially. As the number of CCTV installations increase across Britain, so does a growing recognition and acceptance of the benefits of CCTV and the role it has in reducing crime.

As well as its uses for crime detection and prosecution, CCTV is also considered to have a substantial deterrent and reassurance effect. The presence of CCTV can make communities feel safer and greatly reduce the fear of crime. CCTV is effective on its own, but must be used in

conjunction with other crime reduction measures. It is important for any CCTV to be adapted and evaluated for local settings and needs.

Other benefits CCTV can provide are:

- Better targeting and use of Police resources
- Detection of incidents
- Identification of criminals
- Strong evidence as a fearless and accurate witness
- Incident prevention
- Increased chance of locating missing persons

Ashfield District Council utilises CCTV for the following purposes:

- Protecting areas and premises
- Deterring and detecting crime and anti-social behaviour
- Assisting in the identification of offenders leading to their arrest and successful prosecution or other appropriate action
- Reducing fear of crime, disorder, and aggression
- Encouraging continued investment of directly monitored locations

Shared Service Arrangement

Ashfield District Council forms part of a CCTV Shared Service including two other local authorities in Nottinghamshire; Newark and Sherwood District Council and Broxtowe Borough Council.

The monitoring of the CCTV for the three authorities in the Shared Service is undertaken by Profile, an outsourced contract managed by Broxtowe Borough Council.

Ashfield District Council has 29 wireless CCTV cameras that are monitored 24 hours a day, 7 days a week at a control room situated at Nottinghamshire Police Headquarters (Sherwood Lodge). The control room also provides a 24-hour contact centre for all out-of-hours calls made to this Council.

The key topics that the CCTV Shared Service Arrangement sets out are:

- Key Objectives of the partnership;
- The Principles of Collaboration;
- Performance Indicators; and
- The Respective Roles and Responsibilities each party has within the Partnership.

Key Objectives

Key objectives are established for all involved parties:

- All parties agree to:
 - Perform the key responsibilities set out in the agreement;
 - Record and share performance indicators; and
 - Cooperate in the management of CCTV to ensure the efficient and effective running of operations between all parties

Principles of Collaboration

The Principles of Collaboration advises involved parties to adopt a set of principles when carrying out the Partnership. These principles include;

- Open communication about any major issues or opportunities
- Full cooperation and accountability for each parties' respective roles
- Continued efforts to achieve the full potential of the Partnership
- Maintain an open network of communication to share information, experience, and skills to develop effective working practices, mitigate risk, and reduce costs
- Comply with applicable laws and standards
- Manage stakeholders effectively

The Principles of Collaboration section details the desired working relationship between Ashfield District Council, Newark and Sherwood District Council, and Broxtowe Borough Council, outlining the importance of open communication, and the need for accountability to ensure all actions are taken in a timely and positive manner.

Performance Indicators

Each party is responsible for the recording and sharing of the following performance indicators:

- The total number of incidents monitored between two dates
 - The percentage of those incidents generated by the Police
 - The percentage of those incidents proactively generated by the Control Room
 - The percentage of those incidents that result in lawful 'on street' detentions by Police and/or PCSO's
- The total number of camera hours between two dates
 - The percentage of those hours when cameras are not functioning
 - The percentage of those hours when recording is not functioning
- The number of shifts when the CCTV Control Room is staffed below the agreed level
- The number of Police requests to view footage between two dates
 - The percentage of those requests responded to within 24 hours
 - The percentage of those viewings that result in the retrieval of evidence
 - The percentage of those viewings that result in CCTV evidence forming part of a prosecution or other formal action
- The number of complaints received

This information is intended to be used to produce the annual report that reviews the general performance of the Shared Service, and to inform any action taken to improve it. The sharing and recording of performance statistics is important for all parties in adhering to the Principles of Collaboration, and ensuring continued efforts are made to develop the Shared Service Arrangement.

Control Room Site Visits

Over the course of the review, Members of the Panel have undertaken two site visits to the CCTV Control Room, located at Sherwood Lodge, Nottinghamshire Police Headquarters.

These visits were undertaken to assist Members in gaining a greater understanding of the following:

- How CCTV is utilised throughout Ashfield
- Monitoring of Ashfield District Council's CCTV cameras
- Staffing at the CCTV Control Room
- Image quality
- Communication between Control Room Staff and Nottinghamshire Police

First Visit

The initial visit took place on the 21 March 2018, and allowed Members the opportunity to observe the Control Room during daytime operations. Control Room Staff, alongside the Emergency Planning and a CCTV Officer from Newark and Sherwood District Council, were available to answer operational questions and give insight into how the system is used to detect and deter crime.

During the visit Members were informed that:

- Control Room Operatives demonstrated to Members how the cameras are used and the quality of imaging available
 - This included a demonstration of the zooming functionality of the cameras
- Two Security Industry Authority licensed operators continually staff the Control Room
- The Control Room monitors approximately 160 cameras between Ashfield District Council, Broxtowe Borough Council, and Newark and Sherwood District Council
- All cameras have been strategically placed in accordance with a carefully planned network designed to deter and detect acts of crime and disorder
- The Control Room has direct links with Nottinghamshire Police through dedicated radio and telephone links
 - The Control Room Operatives also have the capability to directly transmit images to the Police to facilitate live incident monitoring

Second Visit

The second visit was arranged to give Members of the Panel an additional opportunity to observe the Control Room with the added benefit of seeing evening operations, and took place on 21 November 2018.

At the second Sherwood Lodge visit, the following was discussed:

Camera Quality

- Concerns were raised over camera image quality in night-time conditions
 - Camera locations such as Kingsway Park and Sutton Lawn had particularly low visibility
- Further concerns were raised that Ashfield District Council has not kept up with modern technology developments

- Control Room Operatives demonstrated HD/infra-red cameras in use by other local authorities and Members noted the increased quality and clarity

Camera Location

- Members expressed concerns that camera locations were not regularly evaluated
- Lack of Ashfield District Council CCTV coverage in Huthwaite, Annesley, and the Rurals
- Members were informed that cameras had been moved recently
 - Morrisons, Kirkby to Sutton Lawn
 - Station Street to Kingsway Park
- Members were advised that with any camera relocation, serious consideration must be given to the dispersion of crime throughout the District

Communication

- Members were informed that Control Room Operatives maintain constant radio communication with the Police and Community Protection Officers to ensure incidents are dealt with proactively and reactively
- If an incident is identified, the Police will provide commentary to assist Control Room Operatives with effective monitoring
- Control Room Operatives assured Members that due to the continuous communication between the Control Room, CPOs and the Police, a good network of knowledge has been built

Staffing

- Peak times are identified and staffed accordingly
- A major event would see an additional staff member in the Control Room
- Control Room Operatives respond to incidents reactively and proactively
- Concerns were raised that two Control Room Operatives may not be sufficient to effectively monitor Ashfield District Council's cameras as well as the cameras of the Shared Service Agreement partners.

Overall, both visits to the CCTV Control Room were invaluable in allowing Members of the Panel to gain a greater understanding of how the cameras are monitored and the way incidents are reacted to. Members also gained insight into the quality of imaging and how communication is maintained between the Control Room, the Police and Community Protection Officers.

CCTV Informal Working Group

Purpose of the Working Group

Over the course of the review, several avenues of discussion emerged from Panel meetings that led to the organisation of an informal working group. The informal working group met on the 10 December 2018, with representatives from Planning, Licensing, Communications, Community Safety, Commercial Development, and Nottinghamshire Police all in attendance to provide guidance and information to further the review.

During the informal working group the following was discussed:

Licensing:

Members requested to speak with a representative from the Council's Licensing team to discuss the possibility of enforcing CCTV conditions within licensing applications. The representative from Licensing informed Members that the ability to impose CCTV conditions is available to the Council under current provisions, but the responsibility of the cameras would fall to the licensed premises holder.

Planning:

Members enquired as to the possibility of including CCTV conditions during the planning process. A representative from the Council's Planning team informed Members that any CCTV conditions included in planning provisions would be more of the exception than the rule. Furthermore, any additional cameras added to the Control Room would incur higher monitoring costs for the Council as part of the Shared Service Arrangement.

Commercial Development

Early in the course of the review, Members questioned the commercial viability of Ashfield District Council's CCTV scheme and if any opportunities could be explored. During the informal working group, the Service Manager – Commercial Development informed Members that there are little to no commercial opportunities available regarding CCTV and that other options should be considered. Members were also reminded that even in the event of commercial opportunities, any venture would have to be pursued collaboratively as per the Shared Service Arrangement with Broxtowe Borough Council and Newark and Sherwood District Council.

Communications

Concerning improving public awareness and perception of Ashfield District Council's public space CCTV, Members requested the opportunity to discuss methods to do so with a representative from the Council's Communications team. The representative from Communications informed Members that the team would be able to work collaboratively and utilise social media, the Council's website, and the Press to improve public perception and awareness.

Community Safety:

A representative from Community Safety assured Members they will continue to work in collaboration with Nottinghamshire Police, specifically to identify new camera sites and identify hotspots and key camera locations. Enquiries were also made into the possibility of Community Protection Officers being provided with remote access to CCTV to alleviate pressure from Control Room Operatives. However, upon further research this was not deemed to be a viable option.

Nottinghamshire Police

A representative from Nottinghamshire Police assured Members that the CCTV operated by Ashfield District Council is a vital asset for them in day to day operations as part of combined efforts to prevent and react to crime and disorder. Nottinghamshire Police look forward to continued collaboration with the Council within the Integrated Hub.

CCTV Performance Statistics

The purpose of Ashfield District Council's CCTV cameras is to deter and reduce crime and increase community safety. At previous Panel meetings, Members have discussed the need to ensure performance information and statistics for each individual camera is available to assess the effectiveness of the CCTV in reducing crime and increasing community safety. Panel Members have also expressed interest in analysing performance statistics to determine the optimal locations for cameras.

Ashfield District Council has 29 wireless CCTV cameras placed across Hucknall, Sutton, and Kirkby Town Centres, as well as other key locations. Each incident the individual camera captures are logged at the CCTV Control Centre and made available to the Police and the Council upon request.

Categorised incident numbers are useful indicators when determining the effectiveness and analysing the location of a specific camera. However, Members should note that it is difficult to measure the extent to which CCTV acts as a deterrent to crime, and all factors must be taken into consideration before any decisions are made relating to the potential relocation of CCTV.

National Picture on CCTV

The Surveillance Commissioners Code of Practice applies to surveillance cameras that operate in public places and details the 12 principles for CCTV. The Surveillance Commissioner has introduced an online toolbox to support local authorities with achieving compliance including the data protection impact assessment tool.

The Shared Service core group are currently reviewing documents ensuring compliance which will be made available on the Council's website within the next few months. The Surveillance commissioner is also seeking a national database which would see local authorities being able to obtain data on formal action as a result of CCTV footage from the Police.

CCTV has moved into amalgamating data networks, the explosion of drone technology, facial recognition cameras are all areas for regulation which are being considered by the Commissioner. The capability of cameras is increasing as technology moves forward rapidly and the Core Group will be visiting and receiving synergy3 training shortly to maximise the use of technology as part of the Shared Service.

Recommendations

As the review of Ashfield District Council's CCTV scheme has reached a conclusion, considerations have been given to final recommendations to Cabinet. The recommendations agreed upon by the Panel are as follows:

Camera Technology Upgrades

To investigate the cost and benefits of upgrading cameras located on the Council's parks to incorporate HD/infra-red capabilities and to continue exploring new advances in camera technology (both mobile and fixed).

During the second visit to the CCTV Control Room, cameras located on Kingsway Park and Sutton Lawn were identified by Members as having poor image quality during night-time conditions. Control Room Operatives then demonstrated cameras in use by the other authorities in the Shared Service Arrangement featuring high definition and infra-red capabilities.

Members of the Panel noted the excellent image quality the HD/infra-red cameras displayed and discussed how upgrading the cameras located on Kingsway Park and Sutton Lawn to have HD/infra-red capabilities would be beneficial.

This recommendation would be carried out in collaboration with Finance to ensure any financial implications are considered.

Camera Relocation

An evaluation exercise to consider the relocation of the three cameras identified within the report as being underperforming, be undertaken without delay.

Several of Ashfield District Council's cameras have been identified as poorly performing:

Ogle Street Car Park	Hucknall	Camera 1025	12 reports 6 months
Annesley Road	Hucknall	Camera 1033	16 reports 6 months
Community Hospital / Portland Street	Kirkby in Ashfield	Camera 1017	20 reports 6 months

The table above identifies the three poorly performing cameras by highlighting the small amount of incidents they capture. Through a six-month period from May to October 2018, these identified cameras captured an average of 16 incidents. The rest of the Council's cameras captured an average of 64 incidents over the same six-month period.

Throughout the review process, Members of the Panel have consistently discussed how these cameras are not providing value for money and the necessity to address this through camera relocation.

However, Officers from the Council's Community Safety team informed Members that relocation of cameras would not be a straightforward process and many factors would have to be taken into account, such as:

- Privacy assessments
- Planning considerations
- Camera network connectivity
- Cost
- Power supply provision
- Community impact
- Deterrence and the dispersion of incidents

This recommendation is for all of the above to be considered as part of a wider review to identify suitable new camera locations and the feasibility of relocating existing cameras to them. This review would subsequently inform a decision on the cost/benefit of relocating the cameras and identify suitable new locations.

This recommendation would be carried out in collaboration with Finance to ensure any financial implications are considered.

Public Awareness Campaign

Public awareness of the Council's CCTV provision be enhanced via all available platforms including social media, website and press releases.

Over the course of the review, Members have discussed the public perception of Ashfield District Council's CCTV provision, and the need to enhance communication regarding it. In order for Ashfield District Council's CCTV scheme to achieve its main objective of increasing community safety, Members of the Panel agreed that the public must be made aware of the use and presence of CCTV throughout Ashfield.

This recommendation aims to utilise the Council's existing resources to increase public awareness of CCTV in the District and promote positive perception of the service.

Members identified social media, the Press, and Ashfield District Council's website as areas where improvements and increased efforts could be made to develop public awareness of the various CCTV systems in place.

Improving Information Sharing with Police

Secure an ongoing commitment towards increasing collaboration with the Police and gaining more analytical support from them as required.

Members have discussed how the Council can improve collaboration with the Police by sharing information regarding CCTV. This could be information such as how the Police utilise the Control Room and instances of Council cameras leading to arrests and/or convictions.

This information could then be used to generate good news stories and inform the Public in conjunction with the recommended public awareness campaign.

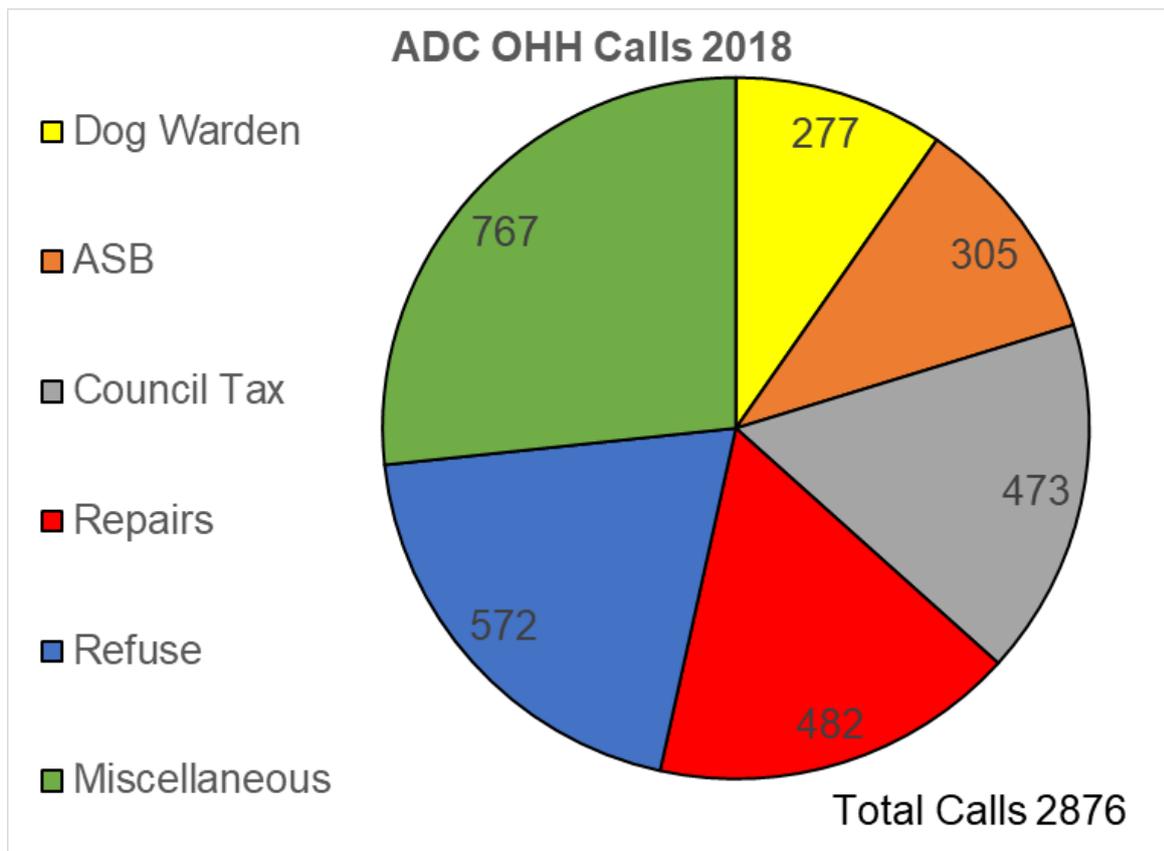
This recommendation is for increased analytical support to be sought from the Police to enhance information sharing within the Council and with the public.

Call-Filtering System

Explore the feasibility and benefits of installing a call filtering system at the Sherwood Lodge Control Room to facilitate more time monitoring cameras and responding to relevant issues rather than answering a diverse range of non-urgent out-of-hours calls.

As part of the Shared Service Arrangement, an out-of-hours call handling service is offered through the Control Room. Any calls directed to the Council out of operating hours are taken by Control Room Operatives to be passed on accordingly.

In 2018, the Control Room received almost 3,000 out-of-hours calls on behalf of the Council, as the following chart displays:



Many of the calls the Control Room handles do pertain to CCTV, such as calls concerning antisocial behaviour and dog warden issues. However, the majority of the calls handled by the Control Room are concerning issues that are not relevant to CCTV, such as council tax enquiries and repair requests. These calls can take up considerable time for the Operatives and can detract from the time CCTV is monitored and ultimately negatively impact the CCTV service.

To maximise the time Control Room Operatives can spend monitoring CCTV, this recommendation is to explore the benefits of implementing a call-filtering system for the Councils out-of-hours service. This would be carried out collaboratively with all relevant officers.

Community Protection Officer Work Tasking

Further work be undertaken to enhance the CPO work tasking programme based on real time CCTV evidence as reported, thus ensuring the correct level of enforcement capabilities are primarily available at any required point of need.

This would involve enhanced communication from the Control Room directly to Community Protection officers.

Review Outcomes Reported Back to Scrutiny Panel B

That the conclusions of the additional review of locations and camera upgrades be reported back to Scrutiny Panel B in due course.

Members of the Panel are keen to be updated on the outcomes of these recommendations in due course.

Implications

Corporate Plan:

Communities and Environment;

- Ensure the foundations for a good quality of life are in place; reducing crime and antisocial behaviour and facilitating cleaner and more attractive neighbourhoods.
- Work with our partners to ensure we deliver services centred on the needs of people and places, rather than existing teams, agencies or institutions.

Legal:

In addition to Council policies, procedures, guidelines and Codes of Practice, CCTV and its operation is subject to legislation under:

- Government codes of practice.
- The General Data Protection Regulations and the Data Protection Act 2018 (DPA 2018).
- The Human Rights Act 1998 (HRA).
- The Freedom of Information Act 2000 (FOIA).
- The Regulation of Investigatory Powers Act 2000 (RIPA).
- The Protection of Freedoms Act 2012.

Finance:

There are no direct financial implications arising from this report. However, final recommendations have indicated that further work should be undertaken by Community Protection to review the continued validity of some site locations and picture quality. This work should be carried out in collaboration with Finance to identify implications of any potential cost increases in respect of changes in locations or equipment upgrades.

Budget Area	Implication
General Fund – Revenue Budget	As above.
General Fund – Capital Programme	As above.
Housing Revenue Account – Revenue Budget	N/A
Housing Revenue Account – Capital Programme	N/A

Risk:

Risk	Mitigation
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<p>That CCTV technology has progressed significantly and some of the cameras don't have effective night-time picture quality. Therefore, potentially reducing effectiveness.</p>	<p>To consider the recommendation to upgrading camera quality and ensure the CCTV provision maintains effectiveness.</p>
<p>A number of camera locations may no longer be suitable. Therefore, potentially reducing effectiveness.</p>	<p>To consider the recommendation to carry out a review into suitable new camera locations, considering all pertinent factors.</p>

Human Resources:

There are no HR implications identified in this report, any pertinent considerations will seek appropriate advice from HR.

Equalities:

Consideration of this topic will take into account any equalities issues resulting from the research, findings and subsequent recommendations.

Other Implications:

None.

Reason(s) for Urgency

None.

Reason(s) for Exemption

None.

Background Papers

None.

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