SURVEILLANCE CAMERA COMMISSIONER

PASSPORT TO COMPLIANCE

STAGE 1

PLANNING AND FEASIBILITY

GUIDANCE NOTES

GUIDANCE NOTES

1.1 Justification

1.1.1 Define the scope, scale, nature and extent of the problem

There may be more than one problem that you are seeking to address. Typical problems could be:

- security (e.g. anti-social behaviour, alcohol related disorder)
- safety (e.g. crowd control)
- area management (e.g. monitoring public areas near hazards such as rivers.)
- reassurance (e.g. protecting vulnerable groups)

Remember, if there is more than one problem that you are seeking to address, it is important that you understand each problem. Questions you will need to consider at this stage will include:

- ***How big is the problem?*** You may want to use police crime and incident data to help you answer this question. Police data analysts should be able to advise you regarding what data are available and how these might be analysed. An example might be the volume of violent crime in a town centre e.g. Alcohol related violence accounts for 30% of all crime in a Borough area. It is worth noting that crime statistics down to street level can be obtained by logging on to www.police.uk. This will enable an analysis of crime and offences over different periods for the proposed camera locations.

- ***Does the problem occur across a broad area or is it location specific?*** Where does the problem occur, or where is it most prevalent e.g. town centre.

- ***Does the problem occur at particular times or days?*** For example, 24/7, only on Friday & Saturday nights or perhaps there is no pattern.

- ***How long has the problem existed?*** Is this a relatively new or emerging problem, or has it been a problem for some considerable time?

- ***Has the extent of the problem changed over time?*** Has the problem got worse over time, stayed the same or even improved? If it has changed, over what period has it changed e.g. last month, six months, year?

- ***Does the problem give rise to further problems?*** Is the presence of the problem actually a catalyst to other problems e.g. drug dealing in a school playground during term time?

In the OR document stresses the need to "undertake a full site survey and draw up a site plan". You should consider doing an initial site assessment even when trying to understand the scope and scale of the problem. You could divide the site plan into specific zones or locations and the example below demonstrates how this might help.

INITIAL SITE ASSESSMENT – ZONE 'A'

Location: Southbrae Drive/ Chamberlain Road

Activity: Theft, Assault, violent crime and ASB

How often: Friday -Saturday

Times of occurrence: Evening

Purpose of observation: Identification 100%

Likelihood of continuing: Medium

Location: Crow Road/ Ancaster Drive

Activity: Car Crime and Criminal Damage

How often: Mon-Friday

Times of occurrence: Evening

Purpose of observation: Recognise 50%

Likelihood of continuing: High

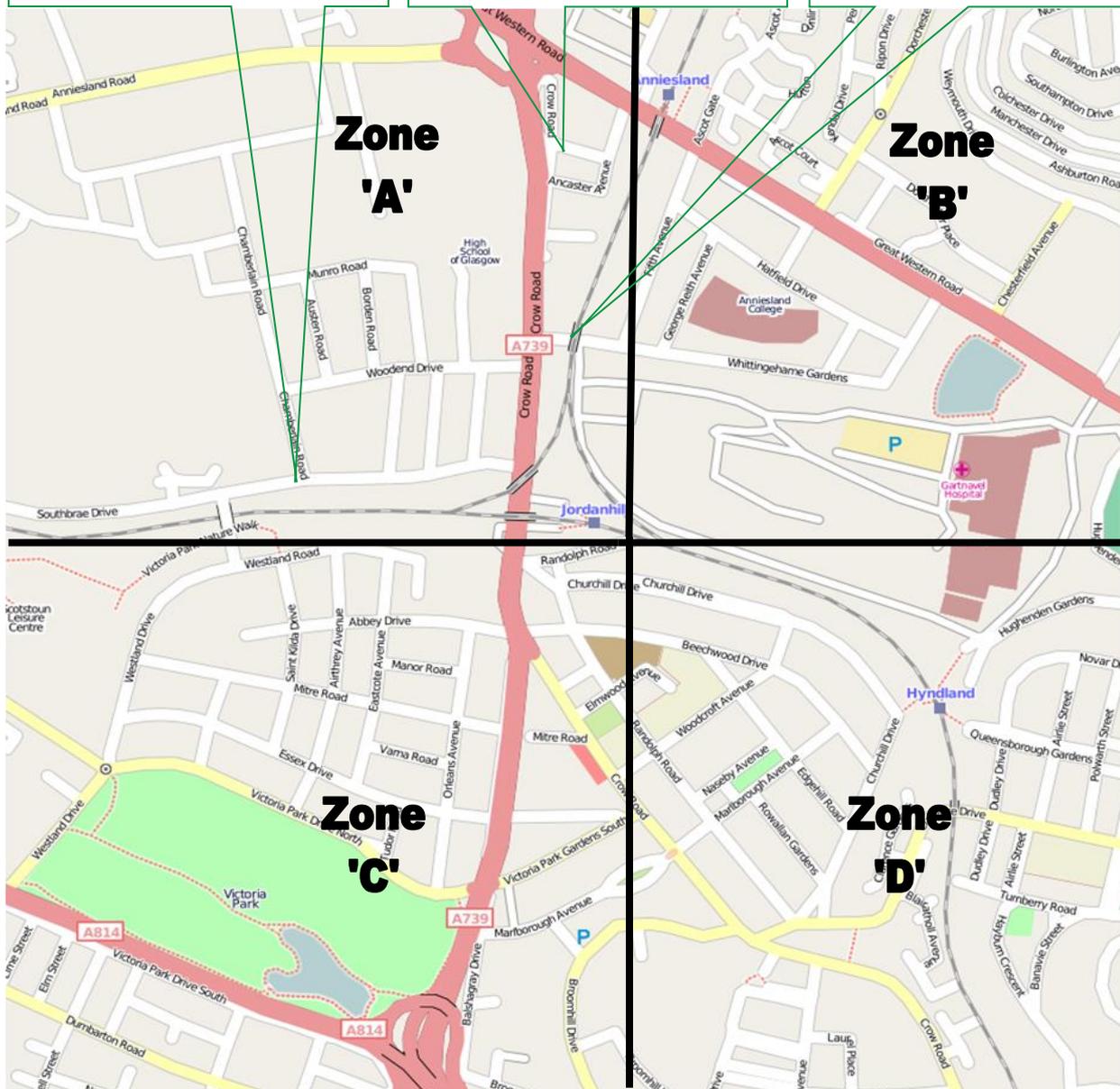**Location:** Platform one, Railway station

Activity: Theft, Assault, violent crime and ASB

How often: Friday-Sunday

Times of occurrence: Evening

Purpose of observation: Identification 100%

Likelihood of continuing: Medium

1.1.2 Causal factors

Unless you have a clear understanding of the causes behind the problem that you are seeking to address, there is risk that any solution that you adopt to address the problem might be ineffective or may even make the problem worse. The initial site assessment discussed above could also assist in this process.

There has been a significant growth of what are termed "problem oriented" approaches to crime and community safety issues in recent years. At the heart of these is the notion that interventions and preventative activity can only be effective if it targets the root causes of those issues. Several simple models have been developed over time to assist in this process, one of the most common being referred to as the Problem Analysis Triangle, or PAT.

In simple terms, PAT suggests that problems should be looked at from three broad perspectives, namely:

- Offender – are there any features of the known/suspected offender group that are felt to be significant contributory factors to the occurrence of the problem e.g. individuals under the influence of alcohol or drugs?

- Victim – are there any features of the known/suspected victim group that are felt to be significant contributory factors to the occurrence of the problem e.g. vulnerable or elderly?

- Location - are there any features of the known location where the problem occurs that are felt to be significant contributory factors to the occurrence of the problem e.g. the presence of unguarded vulnerable sites with little or no natural surveillance.

In recent years, this model has been augmented by the idea of "capable guardians". A capable guardian is usually a person, who by their mere presence would deter potential offenders from perpetrating an act. A capable guardian could also be a CCTV system, providing of course, that someone is monitoring it. The case study below demonstrates how this simple model can assist in understanding a problem.

Analysis of a burglary problem in a high-class residential area, using PAT revealed the following:

- **Location** – burgled houses were in clusters, within a 400-yard radius of three railway stations on a local commuter line.

- **Victim** – high class property, empty during daylight hours, little natural surveillance due to large hedges.

- **Offender** – individuals from deprived areas using the trains without paying, as the local rail company had stopped carrying out on train ticket inspections.

- **Capable guardians** – lack of natural surveillance due to environment (high hedges obscure lines of sight from buildings, low occupancy in a commuter area– so natural surveillance is limited); lack of any CCTV in the area.

The causes of this problem were, actually ease of access and secluded and empty properties. The PAT analysis had also revealed a problem of offenders travelling on trains free of charge into the area. The symptom was a high number of burglaries.

A traditional response might have been high profile policing and crime prevention advice. Whilst this still took place, the railway company and the British Transport Police implemented a rigorous ticket inspection and enforcement programme, which had a dramatic and almost instant impact on the level of burglary in the affected area and, interestingly, in other areas of the city, near to railway stations. This, more innovative response, arising from a thorough analysis of the problem was the major contributor to the reduction in burglary.

A further response might also have been the installation of a targeted CCTV system.

Examples of the causes of problems can include:

Offender
- Opening of new licensed premises/clubs in the town centre.
- Change of premise use (i.e. new licenced club).

Victim
- Influx of new residents/businesses/facilities.

Location
- Change of road use.
- Increase of road traffic.
- Business closures.

Capable Guardians
- Low occupancy in a residential area
- Lack of CCTV
- Change in police patrolling strategies

In reality, it is not uncommon to find that each element contributes in some way to the problem and each requires different responses (one of which may, or may not, be CCTV). In fact rather than a triangle (or augmented triangle) it might be better to consider it a "swirl" with factors interacting.

Remember, there may be more than one problem that you are seeking to address so it is important that you understand the causal factors behind each problem. You can use the results from the 'initial site assessment survey' to assist.

1.2 Objectives of the required solution

There are a number of factors to consider in preparing objectives for any intervention designed to address the identified problem. Sometimes objectives are referred to in other ways, such as targets or "success criteria" i.e. trying to answer the question, what would success look like if the intervention were adopted? Examples of objectives and/or success criteria could include:

- Preventing theft or damage
- Reducing in anti-social behaviour
- Deterring violence
- Improving traffic flow
- Reducing the fear of crime
- Increasing public perceptions of safety
- Increasing guilty pleas of offenders
- Increasing successful convictions of offenders

However, it is important that success criteria or objectives can be measured, otherwise you will be unable to assess whether or not the intervention has been effective or not.

Objectives should be written so that they can be measured and a common way of making sure that this happens is to make sure that they pass the SMART test. This means that they are:

- **S**pecific – all targets should have specific outcomes e.g. reduce violent crime
- **M**easurable – the outcome should be capable of being measured e.g. reduce recorded violent crime by 10%
- **A**chievable – reaching the target can challenging but can be done within the timescales, with the resources and skills available.
- **R**ealistic – targets should not be set too high and should be physically possible to achieve e.g. 50% reduction in all violent crime by next week.
- **T**imebound – a timescale should be set for when the target is to be achieved by. E.g. reduce recorded violent crime by 10% in the next 12 months.

People often have trouble setting effective objectives because they are locked into a view that says that they can only relate to quantifiable things or things that you can easily count. Examples include crime figures, recorded incidents or road accident casualty figures.

While this is perfectly acceptable, there is no reason why objectives should not be developed in relation to qualitative things. For example, why not set an objective to increase public confidence regarding their safety in an area, or to improve the public perception with regard to the image of an area. These are completely valid and yet, such qualitative based objectives are often shied away from.

One reason may be that it is more difficult to measure whether or not you have achieved a qualitative based objective than a quantitative based one. This does not necessarily have to be the case and rests on how you have measured your baseline position. For example, before implementing an intervention you may survey the community and find out that 50% of those surveyed are fearful of becoming a victim of crime. You could then set an objective to reduce this proportion of those surveyed to, say 30%. In this way you are setting a target in relation to a qualitative issue i.e. the perceived fear that people will become a crime victim.

Finally, it is recognised that it may be difficult to isolate the impact of a particular intervention, especially where there are other activities taking place in an area concurrently. For example, a CCTV system may be installed in area where there is already a range of supporting activity, such as police patrol, and "watch" schemes. In such situations, realistic objectives might relate to the contribution that the individual intervention (e.g. CCTV) makes to an area based objective. For example, qualitative objectives might relate to the visibility of the CCTV system in an area (i.e. do people know it is there), or the extent to which people feel safer knowing that the CCTV system is there. Quantitative objectives might relate to the number of guilty pleas/convictions directly resulting from the use of CCTV.

1.3 Consideration of existing provision – can the problem be resolved by current solutions?

Examples of the types of activity that you might need to consider at this stage are:

- Reversing or changing the changes made to resolve a previous problem. For example, if a change of road use (i.e. one way) has caused the problem, consider changing the use back again to resolve the problem
- Changing current intervention methods, such as new patrol patterns for existing community wardens; changes to a fixed camera for a Pan Tilt Zoom (PTZ); improving the lighting in an area; closing an area (e.g. enclosed parks to be locked at certain times); extra police patrols
- Considering whether changes to policies, processes and practice might bring about the necessary changes
- Increased physical protection (e.g. fences, pedestrian barriers)
- Police presence in the problem area at specified times
- Physical prevention (locks, bars, bolts, fencing)

1.4 Statement of need

The statement of need should summarise the nature of the problem and the aims and objectives of the proposed CCTV system. As principle 1 of the Surveillance Camera Code of Practice states:

> *'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'*

This is hugely important as, invariably, the first thing that is considered when the need for a CCTV system is questioned is, what is the legitimate aim and what is the pressing need and have you looked at other options?

An example might be:

> *There is a growing problem with alcohol related disorder in Anytown city centre during hours of darkness and an associated negative impact on public perceptions of personal safety.*

> *The proposed CCTV system aims to support and supplement existing efforts to address this problem through improving public perceptions of personal safety in Anytown city centre during hours of darkness and contributing to the reduction in alcohol related disorder in the city centre.*

In essence this is merely a summary of a great deal of work that has already been described (and you may have documented) in the earlier sections. As a result, any such documentation that you have produced will provide the back-up detail, which supports the statement of need and provides the justification for the proposed CCTV system.

1.5 Proposed broad outline solution

1.5.1 System

You will need to ensure that the proposed broad CCTV solution is consistent with your "Statement of Need", which outlines the justification for the CCTV system. This will inform and help to shape the scope and nature of the CCTV surveillance system required. It is stressed that at this stage, this does not relate to the specific technical requirements, merely the broad scope and scale of the proposed system e.g. number of cameras, locations.

1.5.2 Required/available budget

In addition to an estimated direct cost of the system, you should also consider any associated costs and additional resources not directly attributed to the purchase of the system such as:

- Additional personnel costs to operate, manage & maintain the system
- Service contracts for maintenance and repair
- Consumables
- Training costs, such initial operator training plus ongoing training commitments, if applicable
- Allocation of space to house the central system and any personnel, if applicable
- Other equipment such as furniture, blank recording media and a UPS (Uninterruptible Power Supply), if applicable.

You may sub-contract parts of the CCTV scheme out (e.g. monitoring) and if you plan to do so, the costs for sub-contracting should be included in the budget.

It is important to note that you may have to complete other parts of the OR (and associated guidance) before you are able to fully complete the budgetary requirement. As such, you will deal with various parts of the OR concurrently, rather than sequentially, as you start to build your system requirement.

For example, there is usually a need to have the feasibility report completed and budgetary costs identified, before the provisional budget can be established. An example could be that underground ducting is required and this can be expensive especially in hard surfaces and roads. The feasibility study should highlight budgetary costs inclusive of everything. It is also common practice to add at least 10% contingency.

The feasibility (site survey) will give an overview and the complexity of the project to be undertaken. Indicative costs can then be calculated to ensure that the project will come in on or under budget. If the indicative costs show that the project will overshoot the budget then the requirement may be need to be revisited to restrict the scope of the project, whilst ensuring that the statement of need is met.

It is normal to either ask a consultant to undertake a feasibility review to include budgetary costs or to ask an Installation company to specify a system and provide costs.

1.5.3 Public consultation – design, disseminate, collate, analyse

Consultation method

Whichever method you chose to consult, you will need to prepare a public consultation document. This could either be used as the basis for a postal or online survey, or a script for face to face or telephone surveys. The consultation document may contain such matters as

- The written statement of need.

- Estimated costs of the proposed system

- Schematic of the area of surveillance and rough locations of the cameras.

- A summary of the Privacy Impact Assessment.

- Any potential impacts in the area e.g. groundworks, environmental work.

- The CCTV system review process

It will clearly also provide an opportunity for the public to comment, using the chosen consultation method.

In terms of selecting the most appropriate consultation method, the table below provides some guidance regarding the pluses and minuses of different approaches.

Method	Benefits	Disadvantages
Online and Postal Questionnaires Need to be well laid out and instructions for completing them need to be clear. They should also be as succinct as possible.	- Excellent way of canvassing large group of people over large geographical area - Relatively cheap to carry out - Can be flexible and can be designed to meet any requirements - Anonymity and confidentiality can be maintained	- Variable response rates - Difficult to check quality of responses - Can be severely affected by poorly designed questionnaire - Sample must be carefully selected or you may not get a representative sample, which will affect the validity of the results - Can be time consuming to collate - Only those with access to the internet can access online surveys

Method	Benefits	Disadvantages
Telephone Surveys Sample should be carefully selected and a structured set of questions should be prepared in readiness to ensure that the necessary information is gathered.	• Often high response rates • Good for smaller samples, but spread over wide geographical area. • Usually better quality data than postal surveys • Able to probe and ask supplementary questions.	• More costly than postal survey, especially if a large number of interviews are needed • Resource intensive • Only reach those with access to a phone • High refusal rate if "cold calling" • Interviewer can influence the responses and distort the data. • May not be a representative sample
Face to Face interview Can be structured, with a set of questions, or unstructured to allow the discussion to wander over a number of topics.	• Very high response rates. • High quality data provided • Good for very small samples in tightly defined geographical areas • Allows individual views to be explored in depth. • Interviewer can clear up ambiguities in the response, immediately	• Very costly • Very resource intensive • Interviewer can influence the responses and distort the data
Focus Groups A sample of individuals drawn together to consider a particular issue or issues. Often externally facilitated.	• Very high response rates • High quality data provided • Good for very small samples • Relatively cheap	• Only of value with very small samples • Usually only of value in relation to very focussed issues, not broad areas • May not be suitable for discussing some sensitive issues, although this decision needs to be made on a discretionary basis

When you are deciding what data collection method to use, you should ask yourself:

• What can I afford in terms of time, cost and resources?

• How important is the consultation process, and does its importance justify the method that I am using?

Sampling

If you have to carry out surveys, using whichever method, it is highly likely that most of your surveys will involve assessing the views of a sample of the "population". This is because it will probably not be feasible to survey the whole population either in terms of time, or cost. For example, when trying to

assess the views of people in a town centre about the CCTV scheme in the town, it is just not possible to obtain the views of **everyone** in the town at any one time.

The selection of the sample to be surveyed is therefore crucial. It must be as representative as possible of the whole "population" and when preparing a sample, you need to take account of a number of factors including:

- Age
- Gender
- Socio-economic category
- Geographical area of residence

For example, in our town centre example above, if 20% of the population of the town are males aged 24 and under, you need to try to ensure that your 20% of your sample are in that category.

Many surveys, particular face to face and phone surveys, operate to a *quota,* which requires so many people from different categories to be interviewed.

Failure to use a representative sample will probably result in skewed results and cast doubt on the accuracy, reliability and value of the survey.

The selection of samples can be a complex process and the sample size can vary depending on the level of accuracy that you require. You can find out more about sampling and the concept of confidence limits at http://www.surveysystem.com/sscalc.htm

In reality, it is likely that you will not be carrying out the consultation yourself, but will require other "specialists" in your organisation to do them on your behalf. However, consultation doesn't just happen. Someone has to do it and you need to decide how the work is going to be done and by whom. You therefore need to think about such factors as:

- Has provision been made in the budget for public consultation?
- Who is going to gather the data?
- Who will analyse it?
- Who will disseminate the results??

The first place to look for these resources is within your own organisation, or the partners in the project. The advantages of using internal resources are:

- They are usually more cost effective
- They may have ready access to existing data
- It is beneficial to develop the necessary evaluation skills in-house

A number of other organisations can help out with the public consultation, either in terms of offering advice and support to carrying out the evaluation itself. The table below considers some sources together with advantages and disadvantages of using them.

Source of help	Benefits	Disadvantages
Local schools, colleges and universities often have students who are studying research methods and who need projects to work on. Some universities also carry out consultations using their research departments.	• Relatively cost effective. • Helps strengthen links with local communities.	• Can't always guarantee the level of skill of the students doing the work. • Some institutions may not have the facilities to do complex kinds of work. • Difficult to ensure confidentiality. • Students may not be able to work full time on the evaluation.
External consultants	• Will have expertise in consultation. • Will have access to up to date research methods • Will evaluate the findings objectively.	• Can be expensive • May need extensive background briefing.

Analysing responses

On completion of the consultation, the data will need to be analysed and presented. The consultation is likely to be focused on simple questions regarding whether or not there is public support for the proposed CCTV system and whether or not amendments might be needed. In that respect, the analysis should be relatively straightforward, looking at numbers and proportions of those consulted who express a particular opinion.

It is possible to carry out further analysis however, considering the responses in relation to such factors as:

• Age of respondents

• Gender of respondents

• Ethnic grouping of respondents

Such analysis might be greater insight into the data produced through the consultation and may help to inform other activities in support of the CCTV system. Once again, those carrying out the consultation on your behalf or advising you about it, can offer suggestions regarding the analysis of the data.