

Scrutiny Review

The effectiveness of CCTV as a crime deterrent including anti-social behaviour



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Management Summary

1. A Scrutiny Review to examine 'The effectiveness of CCTV monitoring as a crime deterrent, including youth nuisance' was included in the 2007/2008 Overview and Scrutiny annual work programme. The review fell within the focus of the Services Overview and Scrutiny Committee and Councillors Fawthrop (chair), Webb and Chowney were appointed to carry out the review and were supported by an officer team.
2. The agreed terms of reference for the review were to examine the effectiveness of CCTV as a crime deterrent including anti-social behaviour, by:
 - i. Reviewing the history of the development and introduction of CCTV in Hastings;
 - ii. Reviewing historical trends in crime in Hastings with particular reference to public place crime;
 - iii. Identifying any correlation between the introduction of CCTV in Hastings and trends in crime;
 - iv. Seeking evidence from partner agencies on crime trends and the influence of CCTV;
 - v. Considering the cost effectiveness of CCTV.
3. The Scrutiny Review Team met on four occasions, made a visit to the Control Room, interviewed representatives from partner agencies and the community, and received a number of reports from officers to inform their deliberation of the terms of reference.
4. A report on the history the development of the current CCTV Control Room was considered at the first meeting. It outlined its incremental expansion from simply monitoring car park CCTV cameras to becoming a comprehensive service covering all CCTV cameras operating on street as well as in car parks over an extended period (07.00 – 04.00) seven days per week. It also highlighted the role of the CCTV Control Room for managing radio communications for the Parking Service and other front line Council departments and its key role in co-ordination in the event of a major incident.
5. The report highlighted the valuable partnership working on crime detection and reduction and the Control Room's contribution to crime detection and reduction, providing statistical information on the number of incidents detected and subsequent interventions by the Police etc. as a result. More importantly the report highlighted the role of CCTV monitoring in providing community reassurance and reducing the fear of crime, thus making people feel safer in the Town Centre and in their own neighbourhoods.
6. At the same meeting the Review Team considered a further report from the Community Safety Manager and the Safer Hastings Partnership on trends in public place violent crime. In addition to considering recent trends in crime, particularly public place violent crime, the report also examined the times, days, location, seasonality of these crimes and the victim and perpetrator profiles. The report concluded that there were clear linkages between public place violent crime and the night time economy, particularly in the Town Centre, and identified the pivotal role of alcohol in this.

7. The Review Team heard that in addressing this issue the CCTV camera system and the Control Room had developed as an integral part of the Barwatch and Shopwatch Schemes and its effectiveness in identifying and tracking offenders and directing the Police and other security staff to them. Several examples of such interventions were quoted as examples of good practice in partnership working using the CCTV system.
8. At its second meeting the Review Team interviewed representatives from partner agencies and the community to seek their views on the contribution CCTV monitoring had made to the reduction in public place violent crime.
9. Sussex Police representatives confirmed that there had been an overall reduction in crime since the introduction of CCTV. They also confirmed that there was an excellent working relationship between the local Control Room and Sussex Police's own Central Control Room at Eastbourne.
10. Feedback from community representatives was mixed but highlighted a lack of communication and information fed back to the community on the successes and effectiveness of the cameras and minor concerns about the potential for invasion of privacy.
11. The Chair of the Barwatch Scheme supported the scheme as a deterrent to public place violent crime and had on several occasions assisted the Police and Door Supervisors by identifying and tracking offenders until they were apprehended. The lack of feedback was however again identified as an issue.
12. Review Team Members were able to identify a number of possible locations for additional CCTV cameras and the need to find ways of publicising the success of CCTV and promoting it in the community, such as in the About Magazine, following these interviews.
13. The visit to the Control Room enabled Review Team Members to witness first hand the way the operation was managed, and the strict controls in place over access to the facility, use of the cameras and technical restrictions in place to prevent intrusion into private property. The system of 'lay visitors' to ensure that the strict codes of practice and procedures on the use of CCTV cameras for surveillance were being adhered to was also explained.
14. In reviewing historical trends in crime in Hastings it was recognised that the CCTV cameras were a contributory factor but could in no sense be considered to be the main or only contributor to the successes in crime reduction over the past five years. It was recognised that effective crime reduction was only achieved by proactive partnership working and a wide ranging series of interventions. It was recognised that the Safer Hastings Partnership and its partner organisations had played a pivotal role in developing, sourcing funding for and supporting partner agencies introducing this wide range of interventions. Since the base line year of 2003/4 there had been a 27% reduction in total BCS Crimes (British Crime Survey) in Hastings. There was also a 50% reduction in the number of people who perceive anti social behaviour to be high in Hastings, a 19.9% increase in people feeling safe at night where they live and a 13.4% increase in people feeling safe at night in the town centre. There was a view that CCTV had made a major contribution to these latter figures.
15. One area of crime reduction clearly attributable to the CCTV cameras however was the virtual elimination of car crime in Council owned car parks where it has been installed.

16. The review had highlighted how difficult it is to directly equate the cost of operating the CCTV system to tangible outputs in terms of crimes detected, prevented or prosecuted. What became clear is that the outcomes from the use of CCTV are more subjective and its effect on how people 'feel' is far more important than 'cost per crime'. In attempting to compare the operating costs of the local CCTV Control Room with other Council's operations it became apparent that the wide variation in systems, operational activity and services provided by them made true comparisons difficult. Some limited market testing had been carried out historically but had produced mixed and inconclusive results. Further market testing based on a detailed specification may be warranted.
17. It was confirmed that work was underway through the National CCTV Users Group to identify best practice and developing Key Performance Indicators which will provide suitable benchmarking data for future value for money comparisons.
18. Toward the end of the review the Team were also advised of recent developments arising from discussions with the developers of the new College in Hastings and from new proposals from Sussex Police to reduce their number of CCTV control rooms from four to two across Sussex. The new College development offered the opportunity to expand the system in preparation for the expected growth in Town Centre activity with the influx of large numbers of students and associated economic activity.
19. Proposals for the relocation of the CCTV Control Room to the new College complex had been developed and the Review Teams support for the proposal and the necessary investment was sought. Given the positive conclusions the review was drawing and the need for an in principle decision and the identification of funds as a matter of urgency, the Review Team agreed to recommend support for this before submitting their final report. This report was considered by a Special Services Overview and Scrutiny Committee meeting on 14 October and a recommendation in support of the relocation of the CCTV Control Room and the allocation of £165,000 in the Capital Programme was considered and approved by Cabinet on 3 November 2008.
20. With the relocation of the CCTV Control Room and its future potential for expansion to 24 hour coverage, future developments could include the integration of the Council's Out of Hours emergency service which currently operates as a separate entity. This will require further detailed development and negotiations with the staff concerned before it can be progressed.
21. In drawing together its conclusions the Review Team found that;
 - i. Crime Trends - In overall terms crime levels had been reduced by 27% compared with the base line year of 2003/4. Public place violent crime had not however shown such significant reductions but there were a number of factors affecting this including the changes to licensing laws and the concentration of the night time economy in the Town Centre. CCTV had however played a significant role in reducing public place crime in conjunction with schemes such as Barwatch and Shopwatch and close liaison with partner agencies.
 - ii. CCTV Development – The CCTV Control Room in Hastings had developed incrementally, originally to reduce car crime in car parks, expanding to dual monitor on street CCTV cameras in partnership with the Police as part of a multi agency Crime Reduction Strategy led by the Safer Hastings Partnership. The Control Room also plays a key role in ensuring the safety and protection of

front line staff and lone workers through radio communication and visual monitoring of potentially confrontational situations.

- iii. Crime Reduction – Whilst it was recognised that the overall reduction in crime levels could not be attributed to the CCTV operation in isolation it was evident that it had played a significant part in reducing crime but more significantly in reducing the fear of crime and providing community reassurance and making people feel safer on the streets of Hastings.
 - iv. Support for CCTV – Feedback from partner agencies and community representatives showed broad support for CCTV monitoring particularly in providing community reassurance. There were however weaknesses in providing feedback to the community on the successes of its use which need to be addressed. Concerns about civil liberties and privacy were also raised but the strict controls that are in place and the lay visitors' arrangements provided the necessary appropriate checks, balances and safeguards. The overall conclusion was that the benefits far outweighed the concerns that had been expressed.
 - v. Cost Effectiveness – Direct correlations between the costs of CCTV tangible outputs in terms of crimes detected, prevented or prosecuted were difficult to establish. Outcomes from the use of CCTV are more subjective and its effect on how people 'feel' is far more important than 'cost per crime'. Operating costs are difficult to compare due to the wide variation in systems, operational activity and services provided. Some limited historical market testing had produced mixed and inconclusive results. Further market testing based on a detailed specification may be warranted. Work is underway through the National CCTV Users Group to identify best practice and developing Key Performance Indicators which will provide suitable benchmarking data for future value for money comparisons.
 - vi. Relocation – The relocation of the CCTV Control Room offers new scope for expansion and development of the services it provides. It will place the Council and its partner agencies in a stronger position to respond to the expansion of Town Centre activity and further promote community reassurance and reduce public place crime. It could also present opportunities for the marketing of services to Town Centre businesses which could generate income and reduce overall operating costs.
22. In coming to these conclusions the Review Team fully supports the continued use of CCTV monitoring as an invaluable tool for deterring crime, combating anti social behaviour and reducing the fear of crime in the community. An Action Plan has been developed by the Review Team identifying key areas that it feels need to be addressed to further enhance the value of the CCTV system and increase its contribution to community safety and crime reduction, which is attached as Appendix A to this report.

1. Introduction

Background

23. A Scrutiny Review to examine 'The effectiveness of CCTV monitoring as a crime deterrent, including youth nuisance' was included in the 2007/2008 Overview and Scrutiny annual work programme. The review fell within the focus of the Services Overview and Scrutiny Committee.

Membership of Review Team

Councillor Terry Fawthrop (Chair)
Councillor Trevor Webb
Councillor Peter Chowney

Officer support
Katrina Silverson,
Graham Belchamber,
Richard Homewood, Corporate Director, Environmental Services
Rasoul Shahilow, Head of Parking and Highways
Mike Fagan, Community Safety Manager

Terms of Reference

24. The Terms of Reference were considered at the first meeting of the Review Team. Members expressed a concern about the use 'youth nuisance' in the title and agreed to change this to 'anti social behaviour'.
25. The agreed terms of reference for the review were to examine the effectiveness of CCTV as a crime deterrent including anti-social behaviour, by:
 - i. Reviewing the history of the development and introduction of CCTV in Hastings;
 - ii. Reviewing historical trends in crime in Hastings with particular reference to public place crime;
 - iii. Identifying any correlation between the introduction of CCTV in Hastings and trends in crime;
 - iv. Seeking evidence from partner agencies on crime trends and the influence of CCTV;
 - v. Considering the cost effectiveness of CCTV.

Methodology

26. It was agreed that the review should include the following:

- i. A series of meetings to consider reports from officers;
- ii. Interviews with representatives from partner agencies
- iii. Interviews with representatives of the community
- iv. Visit to the CCTV Control Room

Key Findings

2. History of CCTV Development

27. The operations room for Carlisle Base became operative in May 1999 following implementation of the decriminalised parking operation. Initially the operations room simply provided radio communication for the parking operation and CCTV monitoring of three of the Council's off street car parks from 0700-1900 each day. Significant capital investment was made during 2005/06 to extend the coverage of CCTV monitoring to most of the Council's other surface car parks in order to reduce car crime and make them more attractive and safer for potential users. This has been successful in virtually eliminating car crime in the Council's car parks and reducing the fear of crime.
28. The Government launched the "CCTV Challenge Competition" in 1994 and a bid by Local Authorities and Sussex Police successfully secured a grant from the Government. This allowed the introduction of a CCTV system within Sussex. Under the Agreement with Sussex Police, Local Authorities have full responsibility for the maintenance and renewal of CCTV equipment and the cost of transmission is shared with the Police. Sussex Police currently provide CCTV monitoring service across Sussex at four sites, namely Eastbourne, Brighton, Haywards Heath and Bognor Regis.
29. With the expansion of our role in providing a uniformed presence on the street with Parking Attendants, and subsequently Wardens, and in order to further enhance our partnership working on crime and disorder reduction and public reassurance, negotiations with Sussex Police resulted in the relocation of the CCTV hub to Carlisle Parade and the introduction of dual monitoring of the Police CCTV cameras within the Borough. As a result of this and linkages with the shopping centre CCTV operators, we are now able to provide a comprehensive CCTV monitoring service for the Borough.
30. The 2004/05 Local Performance Plan included a commitment to introduce 24 hour CCTV monitoring from the Carlisle Parade Control Room as part of the Council's contribution to the Crime and Disorder Reduction Strategy for the town. This proposal was intended to further enhance the effectiveness of the dual monitoring of the Police CCTV system.
31. A combination of successful bids to Neighbourhood Renewal Fund and Safer Hastings Partnership and changes to working practices has allowed the introduction of 24 hour control room operation. There is financial provision to provide the extended control room facilities for a further year.

Control Room Operations

32. Since 1999 the services provided by the Control Room have expanded incrementally and now include the provision of radio communication for all uniformed services provided by the Council, the dual monitoring of Sussex Police cameras, the monitoring and control of pedestrianised areas, CCTV monitoring of Council's offices together with monitoring and communication for other services including the Barwatch and Shopwatch Schemes. The services are now provided for this financial year.
33. The primary function of the Control Room is to provide radio communication for all uniformed staff and monitor off street CCTV system (61 cameras) within car parks

during the busy periods (0800 to 1800 hours). Outside these periods staff focus in the main on dual monitoring of on street CCTV system (29 cameras).

34. Almost all of our night operation relates to the Town Centre proximity. Types of incidents being detected by staff are anti-social behaviour, violence (fights), drunkenness, and a small amount of drug taking, persons that have injured themselves through drink and require hospital treatment. Groups gather in and around the town centre from 9.00pm onwards. They wander to and fro and much of their anti-social behaviour appears to be drink related, although it is possible that much of their drinking is done before they begin to congregate in the Town Centre. The presence of any aspect of drunkenness or behaviour and groups of people under the influence of alcohol can cause alarm and unease for the other members of the public who are passing through the Town Centre or visiting venues themselves. What is apparent is that the groups being watched are more conscious of the active monitoring taking place since the inception of our 24 hour operation.
35. A considerable proportion of the incidents observed by CCTV relate to Thursday, Friday and Saturday nights running into the respective mornings when the Town Centre is at its busiest.
36. Table below shows all incidents that have been detected by our staff:

Period (2007)	Total Incidents	Before Midnight	After Midnight	Total Arrests
23 – 30 July	4	0	4	10
01 – 31 August	68	26	42	17
01 – 30 September	100	25	75	28
01 – 31 October	61	27	34	12
01 – 30 November	84	37	47	14
01 – 31 December	97	58	39	13
Total	414	173	241	94

37. The Review Team heard of several examples of nominations for Divisional Congratulations from Sussex Police to staff in the CCTV Control Room for their actions in assisting in the detection and prevention of crime and assisting the Police in tracking suspects through the town using CCTV. These served to demonstrate clearly the value of the CCTV system to crime reduction and community safety.

The Future Development of CCTV

38. Since 1999 the services provided by the Control Room have expanded incrementally and now include the provision of radio communication for all uniformed services provided by the Council, the dual monitoring of Sussex Police cameras, the monitoring and control of pedestrianised areas, CCTV monitoring of Council's offices together with monitoring and communications for other services including the Barwatch and Shopwatch Schemes. The Control Room now makes a major contribution to the Community Safety and Crime Reduction agendas in addition to its original parking management function. The services are now provided from 0645 until 2400 each day.
39. At an early stage in the review it was recognised that there are limitations within our current CCTV monitoring facilities. It has now expanded to full capacity and there is no real scope for additional facilities. Its resilience and sustainability was also in

question. On a number of occasions the Control Room has experienced flooding, resulting from a high tide and heavy rainfall that threatened business continuity.

40. Whilst not part of the original Terms of Reference, a proposal had developed regarding the possible relocation of the Control Room and Members of the Review Team agreed to extend their remit to consider this proposal.
41. The background to the proposal was that the Sussex Police Crime Prevention Officer, following a report addressing public place violent crime suggested that the Hastings CCTV Control Room could play an important role in addressing public place violent crime and thereby help to promote a more diverse evening and night time economy and help regenerate the local economy. The matter was considered to be crucial, especially in the future, in light of the likely increase in student numbers due to the relocation of the College to the Town Centre. A Police led group was consequently set up consisting of the developers of the College, Seaspaces, Police and the Borough Council in order to explore ideas in improving the current CCTV monitoring arrangements. It was considered that the project is crucial for the safety of the community and our contribution towards reducing crime and disorder and the fear of crime.
42. The group agreed that if a new site could be found then this could serve the community better in the future. These discussions had resulted in an agreement in principle with the Hastings College that an area within the new College building on the Station Plaza complex, could be allocated for new CCTV monitoring facilities. The new facilities would provide for future expansion opportunities as well as enabling the police to have easier access to CCTV monitoring facilities and the provision of dedicated space for the purpose of assisting the Police operations for the town.
43. The opportunity to develop partnerships with other organisations such as Hastings College, Seaspaces, the Police and Priory Meadow, would provide a comprehensive CCTV monitoring system for the Town Centre together with a control room function for all front line Council services. The new service would be able to provide the security at the College and moreover further enhance community safety and crime reduction initiatives in response to increased commercial and educational activities in the Town Centre. It would also open up opportunities to explore links with the Station, Priory Meadow, Lacuna Place and other commercial centres to provide a fully integrated CCTV system.
44. The Review Team were advised that the Corporate Plan 2008-9 to 2010-11 set out priorities that had identified economic and social inclusion, making Hastings and St Leonards safer, cleaner and the public realm as some of the top priorities for the Town. Hastings' Control Room had a unique position in East Sussex where joint local monitoring between the Council and Sussex Police had brought about many advantages to both organisations in meeting their obligations under the Crime and Disorder Act.
45. There was evidence that there had been a significant improvement in many factors that affect quality of life in our town. A safer community still remained among the top priorities for the community and based on our track record, our CCTV Control Room function had enhanced crime prevention and detection of crime, it was believed that our control room's role would be vitally important in the delivery of these objectives for the town particularly in light of plans to reduce the number of CCTV Control Rooms by Sussex Police.
46. It was recognised that there was a need to create an environment and image that would promote the town as a vibrant place, which is free from crime, particularly in the

evenings. Once the fear and perception of crime is reduced with the help of active CCTV monitoring, this in turn should attract more people into the Town Centre, thus boosting the evening economy and would assist with economic regeneration.

47. The Council had previously installed dedicated ducting from Carlisle Parade to Priory Street Car Park. This ducting had now been extended to link to the new site at Station Plaza by Seaspaces as part of their contribution to the scheme. Quotations had been sought for the relocation of the Control Room equipment to the new site and the estimated cost of this was £120,000. There were other costs associated with the fitting of the structure, such as air conditioning and additional power requirements. These works needed to be undertaken by the contractor employed by the College as part of the building project. The college has confirmed that this cost is £30,000. The College had also indicated whilst the physical accommodation would be provided free of charge, an annual utility charge of £2500 would need to be levied. This cost includes lighting, heating, cleaning and other 'running costs' which are already being incurred at Carlisle Base and will be offset by a commensurate saving there.
48. The overall cost of the relocation and commissioning of equipment in the new site, including heating and ventilation was therefore estimated at £165,000. There was no budget provision to meet this cost and it was suggested that a new Capital item bid be submitted to cover the cost. The revenue implication of capital financing was £15,000. Officers had identified savings estimated at £18,000 within off street parking operations which would offset this revenue cost. It was also reported that the operating costs at the new site would remain the same or less than the current operating costs for Carlisle Parade.
49. A decision on relocating the Control Room was required by the College developer by 3 November as works had to be integrated into the College construction programme. The decision whether to proceed or not was therefore a matter of urgency. The Review Team therefore agreed to support this proposal and take a report to the Overview and Scrutiny Committee recommending it to Cabinet. This was considered at the Services Overview and Scrutiny Committee at its meeting on 14 October where it was agreed to recommend the relocation of the Control Room and the addition of it to the Capital Programme. The remainder of the Review Team's report was however referred back for further discussion. At the Cabinet meeting on 3 November the recommendations of the Services Overview and Scrutiny Committee were accepted, the relocation of the Control Room approved and the necessary funding was added to the Capital Programme.

3. Historical Crime Trends

50. Following the introduction of the Crime and Disorder Act 1998, the Borough and County Councils along with the Police, the Police Authority, Primary Care Trusts and the Fire and Rescue Services have had a statutory duty to work together with local organisations to develop strategies to tackle crime and disorder. This work has been led by the Safer Hastings Partnership through which all of these bodies along with a wide range of other organisations and voluntary groups have worked together to develop and introduce crime reduction initiatives. The Borough Council has been a key player in this partnership.
51. In adopting its Safer Hastings Strategy for 2005 – 2008 the Partnership used 2003/4 British Crime Survey (BCS) data as a baseline for its crime reduction targets. In reviewing progress against these targets to produce the Hastings Community Safety Plan for 2008 – 2011, a 27% overall reduction in BCS crimes was recorded exceeding the target by 3.5%. Public Place Violent Crime (PPVC), a particular concern had reduced by 18.3% which included a 21.4% reduction in PPVC assaults.
52. Perception is just as important as reality and a key success was a 50% reduction in the number of people who perceive anti social behaviour to be high in Hastings. A local survey also revealed that there was a;
 - i. 19.9% increase in people feeling safe at night where they live;
 - ii. 13.4% increase in people feeling safe at night in the Town Centre;
 - iii. 9.1% increase in people feeling safe during the day where they live;
 - iv. 15% increase in people feeling safe during the day in the Town Centre.
53. The Review Team concluded that the fear of crime was an area where CCTV could actually make a difference by providing reassurance to the community that activity in Town Centre areas in particular was being monitored and that this would deter criminal activity, particularly public place violent crime and anti social behaviour. The Review Team considered a detailed report on Public Place Violent Crime from the Community Safety Manager.

Public Place Violent Crime

54. The report sought to provide an overview of the current position regarding the prevalence and geographic spread of public place violent crime and aid in the evaluation of CCTV monitoring as one of the tools for reducing crime generally.
55. Whilst the report considered the overall picture for the town it necessarily concentrated on the Town Centre areas of Hastings and St Leonards as it was clear from the evidence below that this was where the major problems exist and where policies and resources to address it, including CCTV monitoring should arguably be focussed.
56. The report examined the number of PPVC offences by Ward for the three key areas of concern. It was evident that offences were highly concentrated in Hastings Town Centre. This area had seen an increase in numbers of non injury related offences whilst injury related crime had decreased compared with the previous 12 months.. Central St Leonards and Old Hastings had experienced sizeable decreases in PPVC in terms of numbers and percentage.

57. The majority of offences were non injury related, 62% in the 12 month period from December 2006 to November 2007. Injury related offences had decreased at a greater rate than all PPVC and non injury related PPVC
58. The most common offences were Assault occasioning Actual Bodily Harm followed by Common Assault and Battery and Harassment, alarm or distress. Together these offences made up 72% of all PPVC in Hastings. Both Assault occasioning Actual Bodily Harm (injury related PPVC) and Common Assault (non injury) had seen decreases whilst Harassment had increased. "Harassment, alarm or distress" included the use of threatening, abusive or insulting words or behaviour, with offences often detected by the issuing of a Fixed Penalty Notice. The shift in Non Injury Related PPVC can be seen as a consequence of earlier intervention, including that initiated by CCTV monitoring, greater Police presence and measures put into place in regards to licensing etc which meant incidents did not escalate in to more serious offences. Many harassment offences often involved words used, directed towards Police Officers, members of the public and door staff.

Seasonality

59. Over the last two years there had been peaks of incidents in the summer months, with July to September having the highest numbers. In the last 12 months August had shown the highest numbers with July and September experiencing lesser numbers in comparison but still above average for the whole year. April had seen above average levels in the last two years, a factor in this may have been the increased number of school holidays in this month. Offences in April 2006 and 2007 showed some increased numbers around the afternoon and evening (4pm to 8pm) and weekdays, though the peak times, days etc remained consistent with the overarching pattern.

Location

60. PPVC offences within Hastings were concentrated in Castle Ward. The hotspot is located in the Hastings Town Centre, with a lower level clustering in St Leonards. Outside these two locales there were no other areas of offence concentration of note.

Times & Days

61. Overall PPVC offences in Hastings peaked at weekends. 58% of all PPVC occurred at the weekend. Saturdays were the peak days followed by Sundays (a large number taking place in the early hours, in other words a continuation from Saturday nights).

Victim and Perpetrator Profile

62. Victims and perpetrators tended to have a similar profile; young males local to Hastings. Offenders and/or suspects show a similar age pattern, the peak age group was 15 to 19 year olds (31% of offender/suspect descriptions) followed by persons in their 20s. The majority of offenders/suspects were male (79%). Around 83% of offenders (where this information was available) came from Hastings with the majority of the remainder from surrounding areas.
63. 31% of offences involved perpetrators perceived to be under the influence of an intoxicating substance. In Wards covering the hotspot area this proportion was higher, for example in Castle Ward 44% of offences. Most of these offences involved perpetrators and victims aged 18 or over, with only 55 offences involving underage suspects and/or offenders and 40 offences where the victim was under 18 years old.

64. The victim and perpetrator profiles are consistent with the night time economy link, as it is these age groups most likely to be frequenting pubs, bars and clubs ,especially in the Town Centre.

Conclusion

65. The nature of PPVC in Hastings over the last 12 months strongly suggested a link between these offences and the night-time economy, particularly in the Town Centre hotspot. The location of most offences, times and days of offences and victim and perpetrator profile all suggest a pivotal role of alcohol and the night time economy. CCTV monitoring could it was felt play a key role in monitoring Town Centre activity and assist early intervention in PPVC which as indicated above does reduce or prevent physical injury.

Car Crime in Council Car Parks

66. During the mid to late 1990s car crime in off-street car parks was a major problem and peaked at 144 vehicles being stolen or broken into in a year. By the year 2000, in spite of interventions by the Police and national and local car crime reduction publicity such as the 'Don't Display' Campaign levels were still around 125 per year.
67. The creation of a Control Room at Carlisle Base in 1999 to support the Decriminalised Parking Enforcement regime opened up opportunities to investigate the use of CCTV in off-street car parks. Following evaluation and the development of a business case CCTV was introduced into the Priory Street Multi Storey Car Park and the Carlisle Parade Underground Car Park. Almost immediately this, coupled with the partnership working between the Council and Sussex Police to target persistent offenders saw car crime in these car parks reduce to almost nil.
68. There was however evidence of some displacement to other car parks and after dual monitoring of all of the town's CCTV cameras was introduced in March 2003 the opportunities to expand the car park CCTV coverage to all major surface car parks was further investigated. In 2005 approval was given to expand the scheme to other Town Centre and Old Town car parks. Opportunities to introduce it into the remaining Town Centre and Old Town car parks during their refurbishment means that now, all surface car parks in Hastings Town Centre and the Old Town are now covered by CCTV. Car crime in off-street car parks is now at an all time low with only 15 being recorded in 2007/8.
69. The Review Team identified this as a notable success. As one of the original reasons for extending CCTV coverage, car crime has been reduced dramatically within Council Car Parks monitored by CCTV.

4. Consultation Interviews

70. The Review Team interviewed representatives from partner agencies and community representatives to understand their perceptions of the value of CCTV in addressing crime and the fear of crime.
71. The following representatives were interviewed

Brian Watkinson, Sussex Police CCTV Project Manager
David Gill, Inspector, Sussex Police, Hastings
Gill Fulton, Broomgrove Residents Association
Erica Smith, Castle Ward Forum
Phyllis Filmer, Castle Ward Forum
Dorothy Boorman, Castle Ward Forum
June Selwood, Seniors Forum
Mark Hart, Chair of Barwatch
Graham Hodge, Hastings and Rother Disability Forum.

Interview and Discussion with Brian Watkinson and Inspector David Gill

72. The current CCTV system, advising was initially installed in 1996 based on a local crime pattern analysis. Only one camera had since required re-siting, this was due to the Priory Meadow shopping centre. There was an excellent working relationship between the Eastbourne Control Room and the Carlisle Parade Control Room. The local knowledge at Hastings was highly valued.
73. There was no evidence of displacement of crime and antisocial behaviour, and there had been an overall reduction in crime since the introduction of CCTV. Many licensed premises now had CCTV installed. This had resulted mainly from conditions imposed of premises under the new Licensing arrangements. These cameras were a useful addition in terms of reassurance, deterrent and for evidential purposes.
74. The original concern was public open space, so CCTV was first considered as a crime deterrent around open spaces. Now public safety was seen as the main priority, then public crime and finally, identification of offenders. In Hastings, it was an opportunity to enhance safety in areas that were known to have a problem.

Interview and discussion with Gill Fulton, Broomgrove Residents Association

75. There were concerns about the benefits of CCTV in outlying areas and whether it was effective in addressing local concerns such as speeding and anti social behaviour. There were also concerns that those successes that there were, were not being reported back to the community. It was suggested that annual reports on CCTV successes should be reported to Area Management Boards (AMBs).

Interview and discussion with Erica Smith, Phyllis Filmer and Dorothy Boorman, Castle Ward Forum

76. Alternative locations for CCTV cameras were suggested. Concerns were again expressed regarding feedback to the community and raising awareness of the role of

CCTV. Information in community newsletters and through forums and AMBs would help convey the positive messages about CCTV.

Interview and discussion with June Selwood, Seniors Forum

77. The effectiveness of CCTV was questioned and concerns expressed regarding invasion of privacy. It was confirmed that cameras would only be used to look for offenders and never into people's homes.
78. It was felt that there might be public misconception around CCTV and powers to use it, which also posed a question on whether there was enough signage around the cameras to let people know they were there.

Interview and discussion with Mark Hart, Chair of Barwatch

79. On the whole CCTV was an effective deterrent in the night time economy, but certain areas of the town still need more coverage. Additional locations for CCTV were suggested. There was no sense of intrusion; in fact, cameras trained on businesses during the night time would be welcomed.
80. There had been problems with communications between the licensed premises and the Control Room and with feedback. The CCTV cameras were seen as more of a reactive measure rather than proactive. Issues regarding access to the Police radio network since the new system was introduced had impeded communication. Agreed that resolving this should be included in the Action Plan.

Interview and discussion with Graham Hodge, Hastings and Rother Disability Forum

81. Generally happy with CCTV within the town, but concerns over invasion of privacy and whether the cameras were pointing in the right direction. Explained that there was a strict Code of Practice regarding privacy and individuals would not be put under threat from the cameras, unless they were acting illegally. Confirmed that cameras could be used to zoom in on offenders and gain identification and then keep under surveillance
82. The key messages from these interviews were that
 - i. The Police valued the partnership working and co-operation with licensed premises and considered that CCTV did contribute to crime reduction and reducing the fear of crime;
 - ii. Issues with radio communication between the CCTV Control Room, the Police and Barwatch / Shopwatch need to be resolved to improve joint working;
 - iii. The community considered CCTV had an important role but improved feedback to the community on the success of CCTV in crime detection, and reduction is needed;
 - iv. Concerns over the invasion of privacy and controls over the use of CCTV must be addressed and the controls in place publicised.

5. Visit to CCTV Control Room

83. Members of the Scrutiny Review Team visited the CCTV Control Room to see how it operated, review its effectiveness and to establish what measures are in place to address concerns expressed regarding the possible invasion of privacy or breach of human rights.
84. Members found the visit to the Control Room enlightening, that there was no sense of anyone 'being spied on' with the cameras, and noted that there were strict physical constraints on inappropriate use of the equipment in addition to the application of a strict code of conduct. These physical constraints prevented cameras being directed toward private property and automatically blocked out images of it. Members were also able to witness how the Police utilised the Control Room for real time assistance, as well as for evidential purposes.
85. There was however a concern that some people seemed to be aware of the positions of the cameras and did try to avoid them where possible, and that there were potential blind spots for which improved coverage would be a benefit.
86. It was pointed out that communication between the CCTV Control Room and the Police needed to be improved. Since the introduction of a new Police radio communications system, Control Room staff were no longer able to link up to the Police radio, thus putting them at a disadvantage when incidents did occur. A 'listen only' facility would be all that was needed to enable staff to direct cameras at developing incidents.
87. The use of CCTV cameras for directed surveillance is strictly controlled by the Regulation of Investigatory Powers Act and specific authorisation must be obtained from a Chief Officer before this is permitted. These authorisations have to be reviewed monthly by the Chief Officer and the records are subject to rigorous external inspection by the Office of the Surveillance Commissioner to ensure compliance.
88. For the purpose of ensuring the CCTV Control Room operates within the constraints of the Data Protection Act 1998 and other relevant legislation, a Code of Practice was produced. This Code of Practice lays down specific procedural requirements and sets strict parameters within which the system can operate. In order to provide independent verification of compliance with this the Code requires the establishment of a "lay visitors group". The objective of this group is to ensure, through random visits, that the Code of Practice for the operations is fully complied with.
89. At the time the scheme started the Borough Council had a Parking Working Party, with cross party representation and the Members of this group formed the Lay Visitors Group. Appendix A provides an extract from the Codes of Practice relating to the remit and responsibility of the "Lay Visitors Group".
90. As the nature and the extent of the CCTV operations has changed and developed over time, a review of the CCTV Operations Manual and Code of Practice has been conducted. This review has highlighted that the Lay Visitor Group needs to be re-established as the Parking Working Party has ceased to operate.
91. A Scrutiny Review of Parking is currently underway following recent experience regarding the proposals for changes to on street parking controls and charges. This had highlighted the need to consider carefully the impact upon businesses and residents, of any changes proposed and the need to give Elected Members and the

business and community representatives a greater opportunity to consider and comment on them. This Scrutiny Review is currently minded to recommend the establishment of a "Parking Advisory Group". The size, composition and terms of reference of the Advisory Group has yet to be determined but it has been suggested that the Members sitting on this could form the replacement for the previous Lay Visitors Group. It is also considered important, however, that community representatives should be included within the group. It is therefore suggested that the group should include the Chair of the Barwatch Scheme, Chair of the Town Centre Businesses and the respective Chairs of the Old Town Residents Associations and Castle Ward Forum.

92. The Review Team concluded that strict physical and managerial controls are in place to govern the use of CCTV and to prevent invasion of privacy and breaches of human rights legislation. Compliance with these controls is monitored by an independent Lay Visitors Group which will in future include external representatives in addition to Elected Members.

6. Cost Effectiveness

93. The review had highlighted how difficult it is to directly equate the cost of operating the CCTV system to tangible outputs in terms of crimes detected, prevented or prosecuted. What became clear is that the outcomes from the use of CCTV are more subjective and its effect on how people 'feel' is far more important than 'cost per crime'. This was reinforced by the discussions around the Fear of Crime Survey results and the reassurance it provided to the community.
94. In attempting to compare the operating costs of the local CCTV Control Room with other Council's operations it became apparent that the wide variation in systems, operational activity and services provided by them made true comparisons difficult. It became apparent to the Review Team that the CCTV Control Room is fully integrated into the Parking Enforcement and other front line Council service teams and is not just simply monitoring cameras.
95. It was confirmed however that work was underway through the National CCTV Users Group to identify best practice and developing Key Performance Indicators which will provide suitable benchmarking data for future value for money comparisons.
96. Two years ago limited market testing was carried out as part of a project to consider the integration of the CCTV Control Room and the Council's Out of Hours Emergency Service. This produced mixed results with nationally recognised security companies submitting bids around or above the in-house costs but local companies submitting much lower bids. There were, however concerns about the sustainability and resilience of these lower bids and how comprehensive the service provided would be compared with the existing service. The project did not proceed however for reasons other than costs. Further market testing is warranted but a full detailed specification would be essential to ensure an equivalent and comparable service was being bid for.
97. The decision to go ahead with the relocation of the Control Room to the new College and develop closer working relationships with our partner agencies will present new opportunities to expand the service and potentially market it to local businesses in order to reduce overall costs which could make it more cost effective.

7. Scrutiny Review of CCTV – Action Plan

Improvements identified and actions required	Resource Implications	Timescale for completion	Person/ Agency responsible	Outcome required and monitoring arrangements	Priority H, M, L
1. Relocate the CCTV Control Room to the new College	£165,000 capital funding		Head of Parking and Highways	New CCTV Control Room operational	M
2. Establish Lay Visitors Group and ensure that regular lay visits are made to verify that the Codes of Practice are being complied with and civil liberties are not being infringed.	Existing Resources	To be progressed on creation of Parking Advisory Group	Head of Parking and Highways	New Lay Visitors appointed and visit programme agreed	M
3. Promote and communicate the successes of CCTV monitoring in the community	Existing Resources	3 months	Head of Parking and Highways	Regular updates to community groups through Marketing and Communications	H
4. Obtain external funding for additional CCTV cameras	External funding required	Ongoing	Head of Parking and Highways	Additional cameras provided in Waterworks Road, George Street, Priory Quarter and Station Approach	M
5. Improve accessibility to Police radio communications	Existing Resources	31 March 2009	Head of Parking and Highways	Formal request submitted to Chief Constable and ACPO	H
6. Develop Key Performance Indicators and benchmarking data through the National CCTV User Group	Existing Resources	31 July 2009	Head of Parking and Highways	Key Performance Indicators agreed, monitoring commenced. Benchmarking data defined and collection started.	M
7. Investigate further market testing	Existing Resources	31 July 2009	Head of Parking and Highways Procurement Officer	Detailed specification prepared. Timetable for market testing agreed.	M
8. Investigate commercial marketing opportunities for CCTV services	Existing resources	31 July 2010	Head of Parking and Highways	Identify marketing opportunities once relocated to College.	L

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