

13 July 2021 at 7.00 pm

Council Chamber, Argyle Road, Sevenoaks

Published: 05.07.21

The meeting will also be livestreamed to YouTube here

https://www.youtube.com/channel/UCLT1f_F5OfvTzxjZk6Zqn6g. Members of the public who wish to attend in person, are requested to wear face masks and observe social distancing procedures. For health and safety reasons access may be limited and will be on a first come first served basis.



Scrutiny Committee

Membership:

Chairman, Cllr. Brown; Vice-Chairman, Cllr. London

Cllrs. Ball, Barnes, Kitchener, Layland, Morris, Osborne-Jackson, Pender, Purves and Williamson

Agenda

There are no fire drills planned. If the fire alarm is activated, which is a continuous siren with a flashing red light, please leave the building immediately, following the fire exit signs.

	Pages	Contact
Apologies for Absence		
1. Minutes To approve the Minutes of the meeting of the Committee held on 23 March 2021, as a correct record.	(Pages 1 - 6)	
2. Declarations of Interest Any declarations not already registered		
3. Responses of the Cabinet to reports of the Scrutiny Committee (if any)		
4. Actions from the Previous Meeting (if any)	(Pages 7 - 8)	
5. Questions to the Portfolio Holder for Cleaner & Greener	(Pages 9 - 12)	
6. Performance Monitoring	(Pages 13 - 30)	Lee Banks Tel: 01732 227161
7. Establishment of Member Working Group	(Pages 31 - 32)	Emilia Peters Tel: 01732 227247
8. Work Plan	(Pages 33 - 36)	

9. **Final Report - In-Depth Scrutiny Working Group CCTV** (Pages 37 - 100)

EXEMPT INFORMATION

Consideration of Exempt Information

Recommendation: That, under section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting when considering Appendices A, B and C of Agenda item 9 above, on the grounds that likely disclosure of exempt information is involved as defined by Schedule 12A, paragraph 7 (information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime).

If you wish to obtain further factual information on any of the agenda items listed above, please contact the named officer prior to the day of the meeting.

Should you need this agenda or any of the reports in a different format, or have any other queries concerning this agenda or the meeting please contact Democratic Services on 01732 227000 or democratic.services@sevenoaks.gov.uk.

SCRUTINY COMMITTEE

Minutes of the meeting held on 23 March 2021 commencing at 5.00 pm

Present: Cllr. Brown (Chairman)

Cllr. London (Vice Chairman)

Cllrs. Ball, Barnes, Layland, Osborne-Jackson, Pender, Purves and Williamson

Apologies for absence were received from Cllrs. Kitchener and Morris

Cllrs. Griffiths, Maskell and McArthur were also present.

57. Minutes

Resolved: That the Minutes of the Scrutiny Committee held on 12 January 2021 be approved and signed by the Chairman as a correct record.

58. Declarations of Interest

No additional declarations of interest were made.

59. Responses of the Cabinet to reports of the Scrutiny Committee (if any)

There were none.

60. Actions from the Previous Meeting

There were none.

61. Sevenoaks & District Chamber of Commerce

The Chairman welcomed the Chief Executive, Julie Phillips, and the Chairman, Nick Brooker, from the Sevenoaks & District Chamber of Commerce who gave an overview of the activities of the Chamber within the district.

The Sevenoaks & District Chamber of Commerce was a non-profit membership organisation which offered support, guidance and networking opportunities for businesses. It primarily operated in Sevenoaks, Swanley and Westerham. Some of the services provided included workshops, webinars, and a LinkedIn group. The Chamber had an active social media presence in order to reach members.

The Chamber had made local connections, they included the Economic Development team at the Council, the Careers Enterprise Unit, the Town Councils of Sevenoaks, Swanley and Westerham as well as other Chambers.

Since the Covid-19 pandemic, the Chamber's services were quickly moved online. Specific support to help businesses cope with the impact of Covid-19 included the signposting of funding available and guidance on the Job Retention Scheme. The Chamber had been lenient on renewal of memberships. Virtual coffee and chat sessions had taken place for the wellbeing of members. The Chamber had been in contact with all members to ensure they have support.

Going forward, the Chamber had planned to continue networking meetings online. Some of the network events would be more sector specific. The resilience programme would continue based on the needs of members.

Members asked questions on the impact of Covid-19 on businesses within the district. They were advised that the extent of impact from Covid-19 depended on the type of business. Businesses in the hospitality industry had been financially impacted more than those that were business-to-business. The impacts of Covid-19 had created a greater sense of local community from members of the Chamber and the public seemed more interested in shopping locally. It was believed that the overall impact of Covid-19 would not be clear until the following year.

In response to queries, Members were advised that although Edenbridge had their own Chamber, members of the Edenbridge Chamber of Commerce were welcome to attend the Sevenoaks Chamber's events. They had kept in touch to consider opportunities for collaboration.

Following queries, it was clarified that the Chamber had not been in contact with parish councils, however it was something they would consider in future to reach rural businesses.

Following queries on support for young people's employment within the district, it was advised that the Chamber had run a work experience week to show young people what work was available within the district. A number of schools were members of the Chamber which helped connections with young people. There was a Next Generation group who were considering ways to introduce sixth form students to different work place scenarios.

Discussions were had on how the Council could support the Chamber going forward. The work the Council had been doing to support businesses was acknowledged. In particular, the quick distribution of grants to businesses was praised. The Council had run the Business Board meetings which had been taking place virtually once a month. This was an opportunity for businesses within the district to share their experiences. It was hoped that actions, where appropriate, would be taken following feedback received at the Business Board. It was suggested that the Council communicate to residents the importance of shopping local.

The Chairman thanked Julie Phillips and Nick Brooker for their attendance.

62. Questions to the Portfolio Holder for Housing & Health

The Portfolio Holder for Housing & Health, Cllr Maskell, reported on recent achievements and challenges faced in his portfolio, including impacts from the Covid-19 pandemic.

Since the Council had taken over the housing register from West Kent Housing Association, there had been an increase in housing register applications, notably during the pandemic. Housing register waiting times had therefore increased due to ongoing demands for more affordable housing and customer reluctance to accept offers into privately rented accommodation.

Government's "Everyone In" initiative to get rough sleepers in accommodation during the pandemic had been a challenge as there had been limited temporary accommodation and move-on accommodation. The Housing, Energy and Retraining Options (HERO) team had increased their focus on homelessness prevention.

One of the key aims of the Council was to increase affordable housing within the district. The Council had been working with housing associations to enable this. Rural housing survey work with parish and town councils had continued to explore various sites and applications. Delivery of the plans had been difficult. Officers had been working to put empty homes into use which was highly resource intensive as it had been difficult to get empty homes on the market. Acquisition and development opportunities had been explored through Quercus Housing.

Household adaptations, such as the Disabled Facilities Grants, had been made to allow those with mobility difficulties to move freely in their own homes. Due to Covid-19, and contractors being unable to enter homes, the work in this area was slow compared to the previous year.

The One You Service funded by Kent Public Health had been delivering their services remotely. There had been less customers engaged in the services in the last year, with a reduced number of referrals from General Practice and Medical Services due to impacts of Covid-19. Members were updated on the Health Liaison Board and advised that representatives from NHS services had not been able to attend due to priorities on Covid-19.

Members raised concerns on the aftercare of residents who had been housed by the West Kent Housing Association. The Portfolio Holder encouraged Members to contact him with issues raised by residents so that any shortfalls would be addressed.

It was clarified that what was considered "affordable housing" could be split into two categories: rented housing - which included Social Rented and Affordable Rented; and intermediate housing - which included homes for rent and sale

Agenda Item 1

Scrutiny Committee - 23 March 2021

provided at a cost above social rent, but below market levels such as shared ownership.

As a result of the pandemic, fewer affordable homes would be delivered in the district and concerns were expressed that of the 22 affordable homes expected to be delivered by 31 March 2021, two would be genuinely affordable and would be for use by housing register applicants. The remainder was intermediate housing such as shared ownership.

The Green Homes low-carbon retrofit project on mobile home park sites was in place to make nearly 150 affordable homes more energy efficient and help tackle fuel poverty. It was clarified that people would not be able to refer themselves onto the scheme.

Following queries, Members were advised that the refurbishing of the existing supported accommodation provision at Vine Court Road by West Kent Housing Association was underway to support accommodation for rough sleepers. Consultation with local residents regarding the property had not taken place, but local members asked to be kept abreast of progress by West Kent Housing Association.

Members were advised that those in a shared ownership scheme who wished to resell would have to offer the property as a shared ownership on the help to buy website first. If the property was not sold after a period of time, then it could be put on the market for open sale.

The Chairman thanked the Portfolio Holder for his attendance.

CHANGE IN ORDER OF AGENDA ITEMS

The Chairman, with the Committee's agreement, moved agenda item 8 forward with agenda items 7 and 9 to follow.

63. Chairman's Annual Report to Council

The Chairman presented the report and invited Members to provide feedback and ask questions.

COUNCILLOR LONDON IN THE CHAIR

64. Performance Monitoring

Members considered the report which summarised performance across the Council at as January 2021. Members were asked to consider 11 performance indications which were performing at 10% or more below their target with a commentary from Officers explaining the reasons and detailing any plans to improve performance.

The report also provided key performance indicators relating to the Portfolio Holder for Housing & Health.

Members were advised that most performance indicators performing at 10% or more below target were related to impacts from the Covid-19 pandemic.

Following queries, Members were advised that the number of missed collections had increased in January 2021 due to an increase in waste after Christmas. Another reason was that collection teams had to tip waste in Tunbridge Wells & Northfleet due to the Kent County Council Dunbrik site being closed.

Action 1: In relation to LPI_PSH 02, the Deputy Chief Executive & Chief Officer People & Places to report on how missed Disabled Facilities Grants targets would be recovered.

Resolved: That the report be noted.

65. Work Plan

The work plan was noted with the addition of inviting the Kent County Council Cabinet Member for Highways & Transport to attend the meeting in November 2021. The Portfolio Holder for People & Places and Portfolio Holder for Development & Conservation would also be invited to attend the November meeting.

Members discussed ideas for In-depth Scrutiny. They expressed interest in homelessness within the district and the Council's recovery from Covid-19.

THE MEETING WAS CONCLUDED AT 6.33 PM

CHAIRMAN

This page is intentionally left blank

ACTIONS FROM THE MEETING HELD ON 23.3.2021

Action	Description	Status and last updated	Contact Officer
ACTION 1	In relation to LPI_PSH 02, the Deputy Chief Executive & Chief Officer People & Places to report on how missed Disabled Facilities Grants targets would be recovered.	To be updated at meeting.	Sarah Robson Ext. 7129

This page is intentionally left blank

**Cllr Margot McArthur
Cleaner & Greener Portfolio Holder**

**Report to Scrutiny Committee
13 July 2021**

I am pleased to present my report on recent activity within my portfolio.
I am immensely proud of the tireless team efforts displayed by colleagues in delivering services to residents throughout the pandemic.

Direct Services:

- Kept delivering a weekly refuse collection service during the Covid-19 pandemic despite increased staff absences and significantly increased waste volumes.
- A restructure of Direct Services has taken place from 01/06/21 to create the following improvements
 - Increasing our capacity to generate more income.
 - Ensuring services are future-proofed for a changing district
 - Combining roles giving career development to combat an ageing workforce
- Our Waste & Recycling team were Finalists for the Association of Public Sector Excellence for Team of the Year.
- A new fly-tipping model has been adopted and has been noted by DEFRA as effective practice.
- Made three successful applications to the Court for judicial approval for covert direct surveillance for commercial fly-tipping, which has resulted in a number of criminal prosecutions (RIPA).
- Direct Services has introduced a new digital health and safety system for the depot called The Action Manager (TAM) this has massively improved our safety record and record keeping and has resulted in a number of insurance claims successfully defended.
- We have completed phase 1 of the Dunbrik depot refurbishment plan upgrading the office accommodation and meeting space to new modern facilities. This has created more working space for new staff.
- We successfully obtained DEFRA Binrastructure funding for a smart sensor dual recycling street litter bin pilot across remote rural areas of the district.
- We are currently consulting on a new Tree Strategy that will be adopted by the Council detailing how we manage the substantial amount of land and trees owned by the Council.

Car Parking:

- Direct Services won the parking enforcement contract tender for Tandridge District Council until 2024.
- With Kent County Council we have tendered for an additional 15 Electric Vehicle Charging Points (EVCP) within our internal offices and off street car parks across the district.
- Parking staff distributed food parcels during the pandemic.

Agenda Item 5

Emergency Planning:

- Emergency planning procedures and policies have been updated with new staff members being trained. Also, a new Activation Duty Officer scheme has been introduced to respond to out of hours civil emergencies.
- Direct Services fully instigated and tested its Business Continuity Plan throughout the entire Pandemic, while maintaining all statutory collection services. We also facilitated a new mobile testing unit for the NHS for covid-19 testing at Otford Road site.

Environmental Health:

- The Environmental Health Team is being decoupled from the partnership with Dartford Borough Council and will be brought back in house from the 1st July 2021. As a result, the team is currently experiencing significant change. Two experienced Environmental Health Officers have chosen to move to Dartford Borough Council, and this may impact upon the ability of the service to fully deliver its priorities in the short term until the vacant positions can be recruited.
- We continue to work upon the delivery of a new Air Quality Action Plan. A report is going to C&G and then Cabinet requesting the removal of 5 AQMA which are no longer exceeding national objectives and agreement to formulate officer/member working groups. It is intended that the Air Quality Action Plan will be completed for adoption at Council later in the year.
- Owing to the Covid-19 Pandemic, Environmental Health Commercial Team have a large number of 'missed food inspections'. The Food Standards Agency has recently set out a prioritisation plan and we will be following this to get back on track. We are intending to re-start visits and inspections to food premises shortly concentrating on those which have been newly registered.
- Environmental Protection is receiving significant numbers of complaints and service requests. Unfortunately, customers are intolerant of delay or the difficulties in undertaking investigation caused by the decoupling and Covid-19.
- We have begun the process of licensing the Zoo at Coolings Nursery and are awaiting DEFRA to appoint a ministry vet.

Facilities Management:

- Provided ongoing additional cleaning to maintain a 'Covid secure' office - including regular touchpoint cleans.
- Installed and maintain supplies of hand sanitiser around the building and in communal areas.
- Cleaning materials provided in all meeting rooms and office spaces, to enable regular cleaning between use.
- Following a recent restructure, created and successfully appointed a new role of FM Team Leader to lead both the FM & Scanning team.
- Currently undergoing a review of cleaning provisions at both Argyle Road & Dunbrik sites and procurement process for a new contract currently underway.

Licensing:

- Have been able to operate and offer near full functionality throughout the pandemic whilst mostly working from home (the only function which could not be provided was conducting knowledge tests for potential new taxi/private hire drivers due to the restrictions on use of the building as they must be done in person - these resumed in May 2021)

- At the beginning of the pandemic, it was clear that the lockdowns would affect two main elements of our customers - the hospitality trade and the taxi trade. In order to help them we introduced a deferred payment scheme for renewal applications to ensure drivers could continue working where they were able, and we also took a more relaxed approach to collecting annual fees for premises licences and didn't suspend for non-payment immediately. This was very much appreciated by the trade.
- Performance across the Partnership has remained high with majority of targets being hit month on month
- We successfully introduced the Pavement Licensing Scheme in July 2020 at very short notice from KCC
- We have sent out regular email updates to the trade (taxi and hospitality) about changing regulations which would have any major impact on them
- We have successfully adopted the new national standards for taxi/private hire introduced by the Department for Transport in July 2020, and did such an outstanding job on this across the partnership that we were invited to speak at the national LGA licensing conference on the subject
- We were instrumental in assisting a pavement licence scheme to be set up in Bank Street, Sevenoaks Town Centre from May to assist the hospitality trade to operate initially during the period where they only were allowed serve outdoors, but the scheme will be kept in place all summer to end of September. It has been warmly received by trade and public alike and has created a nice buzz.

Net Zero:

- The Council have committed to working towards achieving Net Zero emissions by 2030 on Council assets and services.
- It has also been agreed that the Council will be a "community leader" and encourage low carbon measures across the District through education, best practice, incentives, policy and opportunities. This includes working collaboratively with Kent County Council, Parish and Town Councils, Local Interest Group and the Local Government Association.
- The Council agreed Net Zero Actions for 2021-22 as set out in the report to Cabinet in February 2021.
- Good progress has been made to achieve the Net Zero actions including developing a Low Emission and Electric Vehicle Strategy, a communications plan and website, improved partnership working, initial work on a Movement Strategy and a forthcoming family Wildlife event.
- Work continues on the Council's Carbon Reduction Plan which will set out in detail how the Council can achieve Net Zero by 2030. This will follow the completion of the Council's Asset Review.

Cllr M V McArthur
Cabinet Member for Cleaner & Greener

This page is intentionally left blank

PERFORMANCE REPORT

Scrutiny Committee - 13 July 2021

Report of: Chief Executive

Status: For Consideration

Key Decision: No

This report supports the Council Promise to provide value for money

Portfolio Holder: Cllr. Peter Fleming

Contact Officer: Lee Banks, Ext. 7161

Recommendation to Scrutiny Committee:

- (a) Members note the contents of the report; and
- (b) If Members are dissatisfied by actions being taken to improve performance by either Officers, Advisory Committee or Cabinet, they consider areas of underperformance for scrutiny.

Reason for recommendation: To ensure that the performance of services is considered and reviewed by Members.

Introduction and Background

- 1 Scrutiny Committee have requested an update at each of their meetings on any performance indicators which are not meeting their target level. Appended to this report is an exceptions report with a commentary from officers explaining the reasons why performance is not within 10% of target and detailing any actions the service is planning to take to improve performance levels.

Performance Overview

- 2 The table on the following page summarises performance levels as at May 2021.

Agenda Item 6

Status	Current Month	Year To Date
Red <i>10% or more below target</i>	9 (22.5%)	8 (20.0%)
Amber <i>Less than 10% below target</i>	7 (17.5%)	6 (15.0%)
Green <i>At or above target</i>	24 (60.0%)	26 (65.0%)

3 Provided as Appendix A to this report are details of the 10 indicators where performance is 'Red' and missing the target level by 10% or more.

4 Commentary is provided for each of the 'red' performance indicators explaining why target has not been met and the actions that are planned to improve performance.

Portfolio Holder Performance Reports

5 At the Scrutiny Committee meeting held on 14 July 2015 it was resolved for 'Officers to provide key performance indicators relevant to the Portfolio Holders invited to the Scrutiny Committee at each meeting'. The following performance reports are provided as Appendices to this report:

- Appendix B - Cleaner & Greener Portfolio performance report

6 Where performance is 'red' and missing the target level by 10% or more Officers have provided a commentary for Members consideration.

Other Options Considered and/or Rejected

7 None.

Key Implications

Financial

8 Effective performance management monitoring arrangements will assist the Council in diverting resources to areas or services where it is considered to be a greater priority.

Legal Implications and Risk Assessment Statement

9 Robust arrangements are in place to ensure that the risk of inaccurate data being reported to Members is minimised and assurance can be placed on the accuracy of data used to assess performance. By reporting to Members and ensuring all Members are able to access the Council's performance management system the risk of poor performance not being identified or addressed is minimised.

Equality Impacts

- 10 The decisions recommended through this paper have a remote or low relevance to the substance of the Equality Act. There is no perceived impact on end users.

Conclusions

- 11 This report to Members summarises performance across the Council with data that was available at the end of May 2021. Members are asked to consider 10 performance indicators which are performing 10% or more below their target and if the actions being taken by Officers are not deemed sufficient are recommended to refer those indicators to the Cabinet for further assessment.

Appendices

Appendix A - Exceptions Report

Appendix B - Cleaner & Greener Portfolio performance report

Background Papers

None




Dr Pav Ramewal
Chief Executive


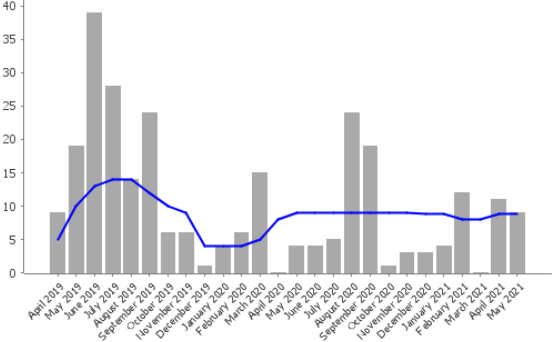

This page is intentionally left blank


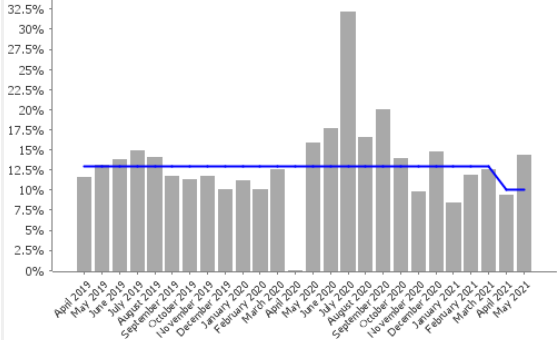


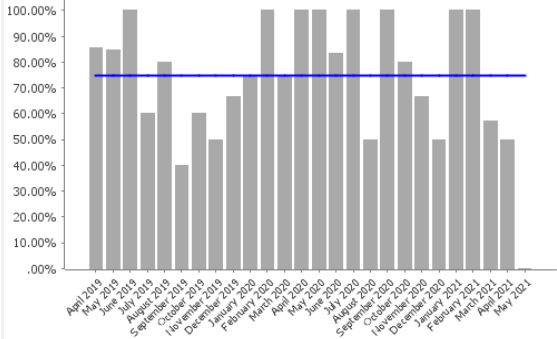

Appendix A


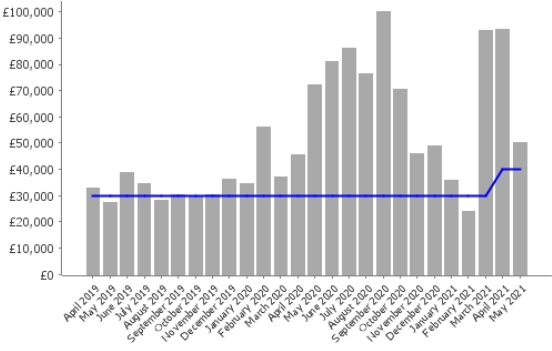


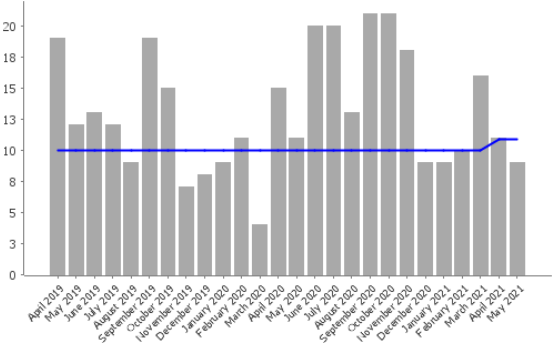

Scrutiny Committee – Exceptions Report


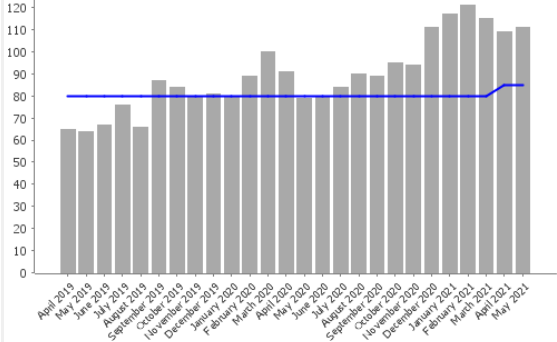


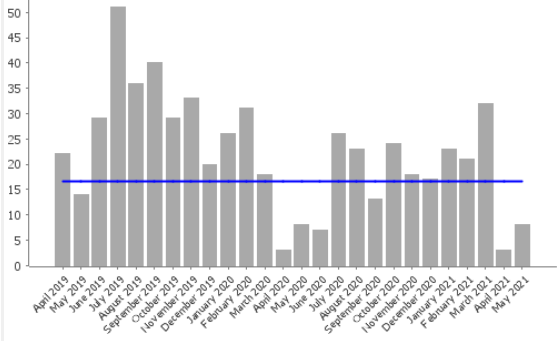

Key:


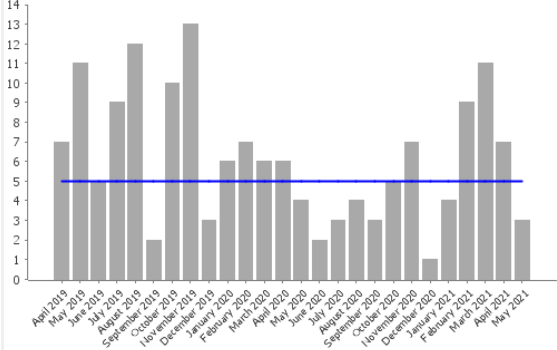

Status	Colour	Details
	Green	At or above target
	Amber	Less than 10% below target
	Red	10% or more below target


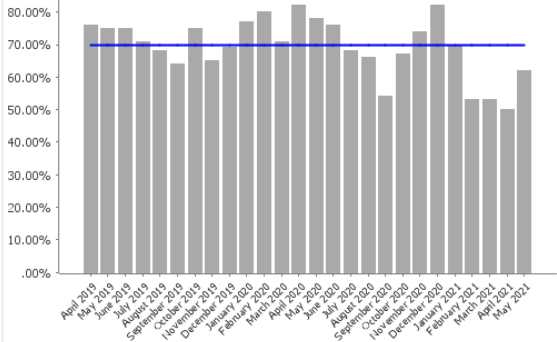


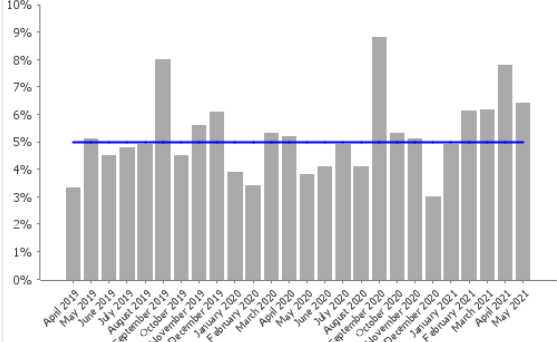

Code	Short Name	Current Value	Current Target	Current Status	Performance Chart	Year to date 2021/22 Value	Year to date 2021/22 Target	Year to date 2021/22 Status	Latest Note
LPI_DS Waste 004	Number of missed green waste collections	9	9			20	18		<p>The green waste service continues to be operating at extremely high levels of paid for collections, with over 1,400 new customers joining the service. Whilst performance has been close to target at the start of this financial year, there are some missed collections at peak times. We are currently looking to re-balance rounds and to introduce an in-cab technology pilot to improve performance for the garden waste service going forward.</p>

Code	Short Name	Current Value	Current Target	Current Status	Performance Chart	Year to date 2021/22 Value	Year to date 2021/22 Target	Year to date 2021/22 Status	Latest Note
LPI_PA002	Percentage of Penalty Charge Notices cancelled	14.29%	10%			11.8%	10%		The percentage of Penalty Charge Notices cancelled continues to be marginally above target due to the more pragmatic and softer approach taken by the Council during the ongoing pandemic and national restrictions resulting in temporarily more cancellations.
LPI_DM009	Percentage of appeals against planning application refusal dismissed	0%	75%			40%	75%		2 of the 5 planning appeals decisions this year have been dismissed. Officers continue to review the outcomes of planning appeals to ensure any learning is used to improve processes and decision making.

Code	Short Name	Current Value	Current Target	Current Status	Performance Chart	Year to date 2021/22 Value	Year to date 2021/22 Target	Year to date 2021/22 Status	Latest Note
LPI_FS 003	Sundry debts outstanding more than 60 days	£50,089	£40,000			£50,089	£40,000		Following Government guidance regarding COVID-19 and financial support SDC did not pursue sundry debts for a proportion of the last financial year. This, combined with the addition of Direct Services sundry debts now being included has led to a high debtor balance. The reminder process has now been reintroduced and will lead to a reduction in the outstanding balances.
Page 19 LPI_HS A 02	Number of households where a positive outcome has been achieved (homeless prevented or secures alternative accommodation)	9	11			20	22		Throughout the pandemic cases in the ability to prevent homelessness and secure alternative accommodation has been restricted. This has been accompanied by an increase in demand for housing support, which is shown by the increase in the use of temporary accommodation in the performance indicator on the next page. Recent recruitments to the Housing Team, will allow the council to increase its focus on preventing homelessness and improving the availability of suitable accommodation

Code	Short Name	Current Value	Current Target	Current Status	Performance Chart	Year to date 2021/22 Value	Year to date 2021/22 Target	Year to date 2021/22 Status	Latest Note
LPI_HS A03	Number of households in all types of emergency & temporary accommodation	111	85			111	85		The need for emergency accommodation remains high due to the number of approaches for homelessness and people being displaced due to the pandemic. An action plan is in place to support people to move on to permanent accommodation as lockdown eases to reduce the number of households in temporary accommodation.
LPI_HS R01	Total number housed through Sevenoaks District Housing Register nomination	8	16			11	33		Social housing lettings, by housing associations, were placed on hold due to the pandemic lockdown, therefore less applicants were being housed during this period. Lettings have now restarted with social distancing measures in place.




Code	Short Name	Current Value	Current Target	Current Status	Performance Chart	Year to date 2021/22 Value	Year to date 2021/22 Target	Year to date 2021/22 Status	Latest Note
LPI_PS H02	Number of Disabled Facilities Grants completed	3	5			10	10		<p>Performance in the first two months of this year is on target. However, COVID-19 continues to have an impact on the ability to deliver disabled facility grant adaptations.</p> <p>The number of referrals has reduced as the County Council Occupational Therapist was reallocated to help in areas relating to the Pandemic. There has also been a number of residents not wanting inspections or works to be undertaken as they were shielding or self-isolating.</p> <p>However, workflow has increased during the early months of 2021 and the Team has prioritised these inspections, with an aim of delivering grants to as many residents as are eligible for support.</p>


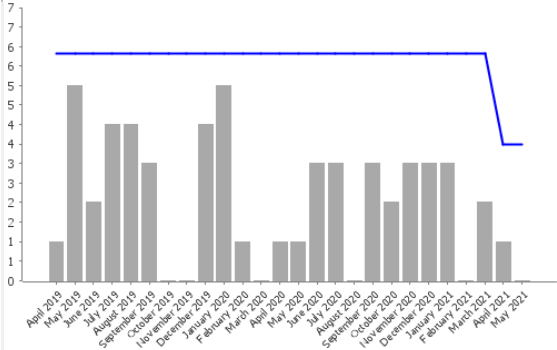

Code	Short Name	Current Value	Current Target	Current Status	Performance Chart	Year to date 2021/22 Value	Year to date 2021/22 Target	Year to date 2021/22 Status	Latest Note
LPI_CS001	Percentage of phone calls answered within 20 seconds by the Contact Centre	62%	70%			56%	70%		<p>Call volumes being received by Customer Solutions continue to remain high as they seek support from our services as a result of the pandemic. In comparison to the same period last year, calls have increased by 14%.</p> <p>Whilst the team continue to work hard to meet the councils high service standards these have not been met during the last two months.</p>
LPI_CS002	Percentage of phone calls to the Contact Centre abandoned by the caller	6.4%	5%			7.1%	5%		<p>Call volumes will continue to monitored and where possible data will be used to identify areas where improvements could be made to our service to the customer.</p>

Appendix B

Scrutiny Committee – Cleaner & Greener Portfolio performance report

Key:

Status	Colour	Details
	Green	At or above target
	Amber	Less than 10% below target
	Red	10% or more below target

Code	Short Name	Current Value	Current Target	Current Status	Performance Chart	Year to date 2021/22 Value	Year to date 2021/22 Target	Year to date 2021/22 Status	Latest Note
LPI_DS Clean 001	Number of justified Street Cleaning complaints	0	4			1	7		Commentary is only required for red indicators.

Page 23

Agenda Item 6

Code	Short Name	Current Value	Current Target	Current Status	Performance Chart	Year to date 2021/22 Value	Year to date 2021/22 Target	Year to date 2021/22 Status	Latest Note
LPI_DS Clean 002	Average number of working days taken to remove fly tips which the District Council has responsibility to clear	2.5	4	✔		2.3	4	✔	Commentary is only required for red indicators.
SID Clean 003	Average number of days taken to remove abandoned vehicles	.00	4.00	✔		.00	4.00	✔	Commentary is only required for red indicators.


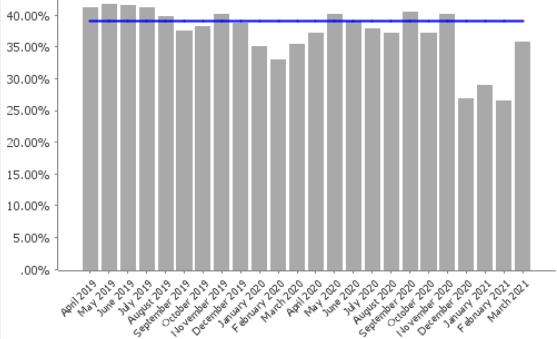

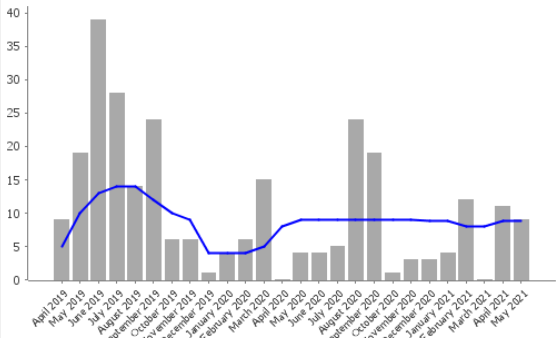

Code	Short Name	Current Value	Current Target	Current Status	Performance Chart	Year to date 2021/22 Value	Year to date 2021/22 Target	Year to date 2021/22 Status	Latest Note
LPI_D S Waste 002	Number of missed collections per 100,000	4.4	8	✔		4.9	8	✔	Commentary is only required for red indicators.
LPI_D Waste 003	Percentage of missed collections put right by the next working day	100%	98%	✔		100%	98%	✔	Commentary is only required for red indicators.


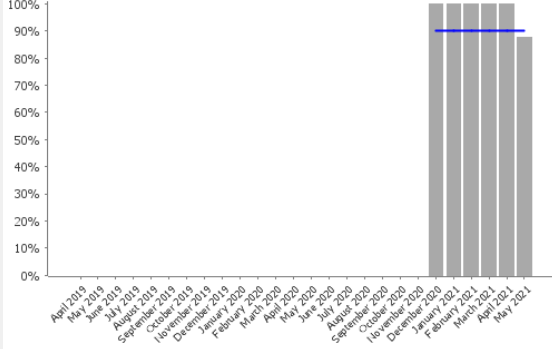


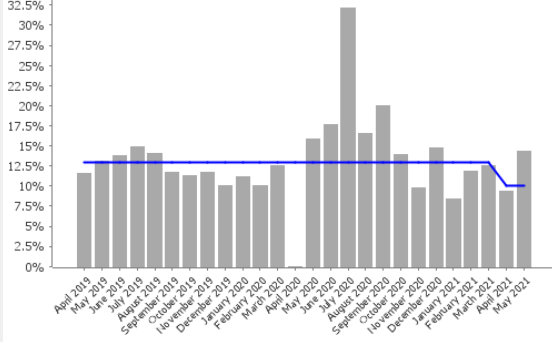

Code	Short Name	Current Value	Current Target	Current Status	Performance Chart	Year to date 2021/22 Value	Year to date 2021/22 Target	Year to date 2021/22 Status	Latest Note
LPI_DS Waste 005	Percentage of missed green waste collections corrected by next working day	100.00 %	98.00%	✔		100.00%	98.00%	✔	Commentary is only required for red indicators.
Page 26 C01(s)	The percentage of renewal invitations sent out by deadline	100%	95%	✔		100%	95%	✔	Commentary is only required for red indicators.

Code	Short Name	Current Value	Current Target	Current Status	Performance Chart	Year to date 2021/22 Value	Year to date 2021/22 Target	Year to date 2021/22 Status	Latest Note
LPI_LI C 02(s)	The percentage of valid personal licences processed within 14 working days (Hub Team)	100%	95%	✔		100%	95%	✔	Commentary is only required for red indicators.
LPI_LI 03(s)	Percentage of unopposed applications for new and variation of premises licences processed within 2 calendar months (from date of validation to issue date) (All)	100%	95%	✔		100%	95%	✔	Commentary is only required for red indicators.

Page 27 of 27

Code	Short Name	Current Value	Current Target	Current Status	Performance Chart	Year to date 2021/22 Value	Year to date 2021/22 Target	Year to date 2021/22 Status	Latest Note
LPI_LI C 04(s)	The percentage of valid temporary event notices processed within one working day of receipt	95%	95%	✔		95%	95%	✔	Commentary is only required for red indicators.
Page 28 5 Clean 004	Percentage of cleaning schedules completed to agreed frequency	88%	90%	⚠		88%	90%	⚠	Commentary is only required for red indicators.

Code	Short Name	Current Value	Current Target	Current Status	Performance Chart	Year to date 2021/22 Value	Year to date 2021/22 Target	Year to date 2021/22 Status	Latest Note
LPI_DS Waste 001	National indicator - Percentage of household waste sent for reuse, recycling and composting	35.72%	39.00%			N/A	40%	N/A	Commentary is only required for red indicators.
LPI_DS Waste 004	Number of missed green waste collections	9	9			20	18		The green waste service continues to be operating at extremely high levels of paid for collections, with over 1,400 new customers joining the service. Whilst performance has been close to target at the start of this financial year, there are some missed collections at peak times. We are currently looking to re-balance rounds and to introduce an in-cab technology pilot to improve performance for the garden waste service going forward.

Code	Short Name	Current Value	Current Target	Current Status	Performance Chart	Year to date 2021/22 Value	Year to date 2021/22 Target	Year to date 2021/22 Status	Latest Note
LPI_LI C 05(s)	The percentage of driver and operator licenses issued within 12 days of validation (Hub Team)	87.5%	90%			93.75%	90%		Commentary is only required for red indicators.
Page 30 LPI_P A 002	Percentage of Penalty Charge Notices cancelled	14.29%	10%			11.81%	10%		The percentage of Penalty Charge Notices cancelled continues to be marginally above target due to the more pragmatic and softer approach taken by the Council during the ongoing pandemic and national restrictions resulting in temporarily more cancellations.

RE-ESTABLISHMENT OF CCTV IN-DEPTH SCRUTINY WORKING GROUP

Scrutiny Committee - 13 July 2021

Report of: Deputy Chief Executive & Chief Officer - Customer & Resources

Status: For Decision

Key Decision: No

Portfolio Holder: Cllr. Margot McArthur

Contact Officer: Emilia Peters, Ext. 7247

Recommendation to Scrutiny Committee:

To re-establish the In-Depth Scrutiny Working Group consisting of Cllrs Pender (Chairman), Ball, Kitchener and Purves

Reason for recommendation: To allow the Members of the Working Group to present their final report on effectiveness of the Council's CCTV service.

Introduction and Background

- 1 The In-Depth Scrutiny Working Group was set up at the meeting of Scrutiny Committee in November 2019 to evaluate the effectiveness of the Council's CCTV service in support the Community Safety theme and privacy impact within the Council's plan.
- 2 The Working Group was set up to consider the number and location of CCTV camera provided across the District and their effectiveness in meeting the aims of the CCTV service; the impact of General Data Protection Regulations (GDPR) and recovery costs.
- 3 Following the meeting of Annual Council, we entered a new municipal year and the Working Group ceased to exist.
- 4 In order to present their final report at this meeting of Scrutiny, the Working Group would need to be re-established.

Key Implications

Financial

None directly arising from this report.

Legal Implications and Risk Assessment Statement

The recommendation is in line with best practice and is to comply with the Committee's terms of reference.

Agenda Item 7

Equality Assessment

The decisions recommended through this paper have a remote or low relevance to the substance of the Equality Act. There is no perceived impact on end users.

Appendices

None

Background Papers

None

Jim Carrington-West

Deputy Chief Executive and Chief Officer - Customer & Resources

Scrutiny Committee Work Plan as at 1 July 2021

Committee Date	14 July 2020	10 November 2020	12 January 2021	23 March 2021
External Invitees	KCC Cabinet Member for Education	Stag Theatre Sencio Leisure Centre	Kent Police	Sevenoaks & District Chamber of Commerce
Scrutiny Committee	Performance Monitoring Lesley Dyball - Portfolio Holder for People and Places Julia Thornton - Portfolio Holder for Development and Conservation	Performance Monitoring Matthew Dickins - Portfolio Holder for Finance & Investment (confirmed)	Performance Monitoring Peter Fleming - Portfolio Holder for Improvement & Innovation	Performance Monitoring Chairman's Annual Report to Council Kevin Maskell - Portfolio Holder for Housing & Health
In-Depth Scrutiny		Stage 1 - Initial Feedback from CCTV Working Group	Draft Report CCTV Working Group	

Page 33

Committee Date	13 July 2021	9 November 2021	20 January 2022	22 March 2022
External Invitees		Kent County Council Cabinet Member for Highways & Transport (confirmed)		
Scrutiny Committee	Performance Monitoring Margot McArthur - Portfolio Holder for Cleaner & Greener (Confirmed)	Performance Monitoring Lesley Dyball - Portfolio Holder for People & Places (Confirmed) Julia Thornton - Portfolio Holder for Development & Conservation (confirmed)		
In-Depth Scrutiny	Final Report CCTV Working Group			

Past In-Depth Scrutiny Working Groups

2015/16

Leisure - Cllrs. Ball, Brown (Chairman), Clack and Kitchener

2016/17

Property Investment - Cllrs. Clack (Chairman), Hogg, Kitchener and Purves

2018/19

Staffing Levels - Cllrs. Brown (Chairman), Ball, Hogg and Purves

Current In-Depth Scrutiny Working Group

CCTV - Cllrs. Pender (Chairman), Ball, Kitchener and Purves

Possible Future Areas for In-Depth Scrutiny

- Housing - accommodation for vulnerable people
- Homelessness
- Recovery from Covid-19

Past External Invitees

2014/15

- 2/10/14 - Sencio Community Leisure (Jane Parish, Chief Executive)
- 2/11/14 - KCC Secondary Schools (Roger Gough, KCC Cabinet Member for Education & Health Reform)
- 3/2/15 - West Kent Clinical Commissioning Group (Ian Ayres, Chief Officer and Accountable Officer)

2015/16

- 14/7/15 - KCC Primary Schools and Apprenticeships (Margaret Crabtree, KCC Deputy Cabinet Member for Education and Health Reform)
- 24/11/15 - Kent Police (Chief Inspector Roscoe Walford)
- 23/2/16 - KCC Highways (Matthew Balfour, KCC Cabinet Member for Environment and Transport) (did not attend)
- 3/5/16 - KCC Commercial & Traded Services (Paul Carter CBE, KCC Leader and Cabinet Member for Business)

Strategy, Audit and Transformation and Commercial and Traded Services)

2016/17

- 5/7/16 - Moat Housing (Elizabeth Austerberry, Chief Executive)
- 5/7/16 - West Kent Housing (Deborah White, Housing and Communities Director)
- 8/11/16 - Kent Police (Chief Inspector Roscoe Walford)
- 7/2/17 - Kent County Council Library Provision (County Councillor Mike Hill; Cabinet Member for Community Services and James Pearson Service Improvement Manager of the Libraries, Registration and Archives Service)
- 30/3/17 - Pembury Hospital (Maidstone and Tunbridge Wells NHS Trust) (Angela Gallagher, Chief Operating Officer and Jim Lusby, Deputy Chief Executive) (Did not attend)

2017/18

- 31/10/17 - Pembury Hospital (Maidstone and Tunbridge Wells NHS Trust) (Angela Gallagher, Chief

Operating Officer and Jim Lusby,
Acting Chief Executive)

- 24/4/19 - Roger Gough - Kent County Council Member for Children, Young People and Education

- 12/1/21 - Kent Police (Chief Inspector Mark Stubberfield)

- 23/3/21 - Sevenoaks & District Chamber of Commerce (Chief Executive, Julie Phillips)

2018/19

- 17/7/18 - Citizens Advice - North West Kent and Edenbridge and Westerham (Chair, Robin Thompson)
- 13/11/18 - Kent Police (Chief Inspector Tony Dyer)
- 5/2/19 - West Kent Housing (Chief Executive, Frank Czarnowski)

Possible Future Invitees

- Dartford, Gravesham & Swanley Integrated Partnership Group (NHS)

Page 35

19/21

- 16/7/19 - Sencio Sevenoaks Leisure Centre (Chief Executive, Jane Parish)
- 30/1/20 - Kent Police (Chief Inspector Jon Kirby)
- 14/7/20 - KCC Cabinet Member, Richard Long (Education and Skills)
- 10/11/20 - Sencio Sevenoaks Leisure Centre (Chief Executive, Jane Parish)

10/11/20 - The Stag Theatre (Chief Executive, Andrew Eyre)

This page is intentionally left blank

REPORT OF THE CCTV IN-DEPTH SCRUTINY WORKING GROUP

Scrutiny Committee - 13 July 2021

Report of: Deputy Chief Executive & Chief Officer - Customer & Resources

Status: For Consideration

Key Decision: No

Executive Summary: This item is for the Committee to receive the report of the Members working group on the effectiveness of the CCTV service in supporting the Community Safety theme within the Council plan, as well as impact on privacy.

Contact Officer: Jim Carrington-West, Ext. 7286

Recommendation to Scrutiny Committee:

That the Scrutiny Committee consider the report and work of the In-Depth Scrutiny Working Group and if necessary, make appropriate recommendations or feedback to Cabinet.

Reason for recommendation: To progress the recommendations of the Member working group.

Introduction and Background

- 1 An In-Depth Scrutiny Working Group was established to evaluate the effectiveness of the Council's CCTV service in supporting the Community Safety theme of the Council's Plan and its impact on privacy.
- 2 The working group considered the number and location of CCTV cameras provided across the District and their effectiveness in meeting the aims of the CCTV Service; the impact of General Data Protection Regulation (GDPR) and recovery costs.
- 3 The working group is made up of the following members of the Scrutiny Committee:
Cllr Pender (Chairman)
Cllr Ball
Cllr Kitchener
Cllr Purves
- 4 The conclusions and recommendations of the working group are set out on page 22 of the report.

Agenda Item 9

Key Implications

Financial

Sevenoaks District Council operates within a balanced, 10 year budget. Any recommendations would therefore need to be subject to further investigation to remain within the current allocated budgets.

Legal Implications and Risk Assessment

No relevant legal implications or Risk Assessment

Equality Assessment

The decisions recommended through this paper have a remote or low relevance to the substance of the Equality Act. There is no perceived impact on end users.

Appendices

Report of the CCTV In-Depth Scrutiny Working Group

Appendix 1 - Briefing Note on Financial Costs of the Service

Appendix 2 - Locations of Sevenoaks District Council Cameras

Appendix 3 - Note from Crown Prosecution Service website on the scope of prosecution costs

Appendix 4 - Note on "Dummy Cameras"

Appendix 5 - New Information on Security of Data Pipeline

Appendix 6 - Report of Criminologist Dr. Emmeline Taylor

EXEMPT - Appendix A - Maps of Security Cameras

EXEMPT - Appendix B - Manning of Cameras

EXEMPT - Appendix C - Case Studies

Background Papers

None

Jim Carrington-West

Deputy Chief Executive and Chief Officer - Customer & Resources

Report of the CCTV working group to the Scrutiny Committee.

Contents

Motivation/Background	2
Aims	3
Overview of CCTV systems	4
Method and findings:	
Paper based enquiries	8
Paper trail of removed cameras	11
Cllr Pender’s visit to control room	12
Examination of Exemplar Footage	13
Audio Recording	16
Report of Dr. Taylor	17
Councils that have reduced use of CCTV	17
Conversations with the Police	18
Discussion with CCTV control room manager	20
Costs query: Attachment to prosecutions?	20
“Missing persons” and “fear of crime” arguments	21
Conclusions and recommendations	22
Appendices	
Appendix 1. Financial Costs of the system	26
Appendix 2. Location of SDC cameras (including maps)	27
Appendix 3. Note from the CPS website	34
Appendix 4. Note on “Dummy Cameras”	35
Appendix 5. New Information on Security of Data Pipeline	37
Appendix 6. Report of criminologist, Dr. Emmeline Taylor	

Agenda Item 9

Motivation/Background to the review and an introduction to privacy concerns and CCTV

The motivation for embarking on this independent review was two-fold. The first was simply that it has been a long time since the last one in 2010. The second motivation emerged from questions raised at Scrutiny committee (in 2019) about the privacy impact of the council's camera systems.

There are some who would suggest that dislike of being kept under electronic surveillance (in public) is limited to thieves and other ne'er-do-wells and, in some jurisdictions, the philosophy of "nothing to hide nothing to fear" clearly is the dominant principle of the rulers¹ however, this is not the dominant philosophy of Sevenoaks District Council.

While, of course, SDC's camera system should at least meet the privacy standards set out in the CCTV code of conduct² and the privacy norms set by the Information Commissioner's office (ICO) and the Surveillance Camera commissioner (SCC) the code itself provides an insufficiently high bar when it comes to privacy assurance. In particular, the code of conduct, the ICO, and the SCC do not provide any principles which, in practice, serve to limit the level of surveillance of public areas. They are, instead, primarily, concerned with how information is stored and transferred³, i.e. The various codes of conduct are focussed on principles of data protection, not data collection⁴.

Nonetheless it should be noted that our system has been accredited by the Surveillance Camera Commissioner up until 2024. In 2016 SDC received two national awards from the CCTV User Group⁵.

This review also considers the financial costs of the system but, to be clear, the financial aspect was not the primary motivation for this review. Nonetheless, the financial aspect is important because the very considerable resources that are applied to running camera systems, could be applied in other ways.

¹ The Chinese Communist Party has an extensive camera network, facial recognition, and social credit system, right down to big screens to shame jaywalkers. It is also true that, at least at one time, the number of UK CCTV cameras exceeded the number in China and, of course, for many decades the UK's national ANPR system has held a database of all vehicle movements, with the police currently considering the addition extra cameras to this system, covering more minor roads, including at least five within the district of Sevenoaks.

² The code applies to the use of surveillance camera systems that operate in (i.e. observe) public places in England and Wales, regardless of whether or not there is any live viewing or recording of images or information or associated data.

³ This review has done relatively little work in the area of "data protection" partly because we probably lack the expertise to do a systematic review of the operational methods of data transfer, storage and deletion etc. and partly because this is the focus of other reviewers, such as the surveillance camera commissioner, and we feel it is better to focus on important areas which are normally missed.

⁴ There is a stated principle which looks, to a lay eye, like it might limit the number of cameras. Principle 1 of the code of conduct states that surveillance cameras should only exist if there is a "pressing need" for them (while principle 2 suggests that regular reviews should check that the need remains) however, in practice, simply stating that a camera is "for the purpose of prevention and detection of crime" is sufficient to satisfy the code (as currently implemented). Clearly such a blanket response should not be sufficient to satisfy SDC.

⁵ www.cctvusergroup.com

Remit/Aims

To Consider:

1. The effectiveness of the service in reducing crime
2. Whether the quality of images needs to be improved
3. The privacy impact of the service
4. Whether the financial resources of the council are being well applied, i.e. the cost effectiveness of the service.
5. The number of convictions arising from CCTV.
6. Whether and/or to what extent CCTV deters crime, and how this might be measured.
7. The positioning of our town centre CCTV systems, "Are they in the right places?"
8. The implications of emerging facial recognition technology.
9. Whether and how a financial contribution to CCTV could be garnered from other agencies (e.g. The police, CPS).
10. What recommendations to make following consideration of the above.

Agenda Item 9

Overview of the surveillance camera system at SDC

Sevenoaks District Council (SDC) maintains a system of 144 cameras⁶. The majority transmit their data, either via cables (owned or hired) or over an encrypted internet connection, to the SDC CCTV control room. This data can be shared by operators, with Police, in real time, via two police monitors (i.e. screens which mirror their feed to the Police)⁷.

The majority of these 144 cameras have Pan Tilt and Zoom (PTZ) capacity, meaning they can be directed over a wide range of angles (often 360 degrees) as well as being able to zoom in or out considerably.

The system's *structure dates back to 1997* when Central Government funding was provided to encourage camera systems nationwide, though most of the original cameras have subsequently been replaced. The number of cameras has also grown by around 50% since that time, and the technical capability of each camera is, in most cases, significantly greater, in both resolution and PTZ capacity. This has sometimes allowed one camera to replace two.

SDC does not use facial recognition on its systems, and no backup of the bulk data is kept. Data which has not been marked for preservation is deleted after 31 days.

While some cameras only see visible light, the CCTV manager reports that most also have infrared sensitivity. We were initially told that no part of the CCTV system undertakes audio recording⁸, which is not allowed under the code of conduct, however that turns out not to be the case and is addressed later in the report.

Official figures show the financial cost of the system⁹ is four hundred and fifteen thousand pound per year (£415,000 p.a.) net and four hundred and seventy-five thousand pounds per year (£475,000 p.a.) gross (i.e. two other councils pay us £60,000 p.a. for our camera operators to man their out of hours telephone line).

The service has 7 full time members of staff.

Closed Circuit Television (CCTV)

For historical reasons we often talk about "CCTV" cameras. This term was presumably coined because "closed circuit" was somewhat reassuring to those with privacy concerns.

There are some who would argue for the correctness of this term today by saying that there is no upper limit on the size of a "closed" circuit and who would, therefore, be happy to call, for example, the national ANPR network a "closed circuit" spanning the entirety of Great Britain.

However, most of us would, I suspect, think this usage of "closed" stretches the meaning somewhat. We would probably only recognise a few of SDC's cameras, those in the Dunbrik storeroom, as "closed circuit" in any meaningful sense. The rest are centrally controlled from the basement of the Council's offices in Argyle Road, meaning that our "CCTV", is a network spanning over a 20 mile diameter.

Arguably we should not, therefore, continue to use the term "CCTV" and instead simply use the term "surveillance camera", or "networked camera".

We will, nonetheless, continue to use the term "CCTV", or just "cameras" throughout the rest of this report.

⁶ Data correct as per November 2019 (likely correct as of today also)

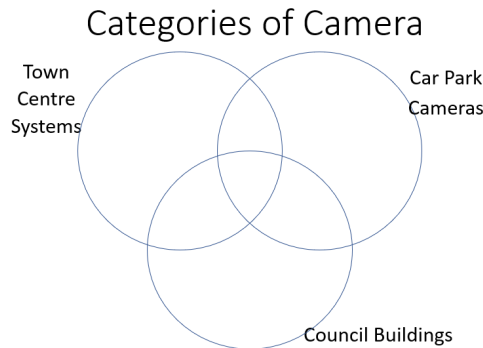
⁷ At any given time something will normally be being played over this link.

⁸ This is addressed on page 17.

⁹ Appendix 1 contains a breakdown of costs (actual and budgeted) for 2019/20, as well as budgeted costs for 2020/21

(Types of) Camera Locations

It is helpful to break down the 144 cameras into three overlapping categories which happen to be almost precisely equal in numerical size¹⁰. These are: Town Centre Cameras, Cameras in Car Parks owned by SDC, and Cameras observing Council property:



More information on these overlapping categories

Town Centre Cameras

There are five “Town Centre” camera systems. These are in:

- Sevenoaks Town
- Swanley
- New Ash Green
- Edenbridge
- and Westerham.¹¹

These are the cameras which are most heavily monitored in real time.

They are probably the most significant category in terms of privacy impact (on the general public, as opposed to SDC employees).

The operation of these cameras also represents the main financial cost of the system, in terms of officer time spent monitoring them, and they are the cameras which the system’s structure is built around (i.e. without at least one town centre system no one would suggest, for example, having a CCTV control room staffed through the night).

Car Park Cameras

A number of SDC owned car parks have CCTV. Most of these cameras are in Sevenoaks Town, including 22 in Sevenoaks town car park¹² and a similar number in other Sevenoaks car parks.

A major privacy impact of car park cameras is that they keep a record (routinely for 31 days) of people’s movements, in a way that is highly searchable – checking of car number plates (even without numberplate recognition software) is a lot easier than checking faces.

¹⁰ 48 in each category is a reasonable estimate although, especially within Sevenoaks itself, there are cameras which observe council building as well as public land, or which observe pedestrianised areas as well as car parks. From a privacy perspective (and, to a great extent, from an operational perspective too) the precise position of a camera is less important than the camera’s field of view.

¹¹ Lists of camera locations can be found in appendix 2, with maps in Gold appendix A.

¹² Also known as “Buckhurst 2”, especially on internal CCTV service documents such in Appendix 2.

Agenda Item 9

One recent example of this is our cameras being used to place a vehicle in Lullingstone Car park as part of a high profile recent criminal inquiry. The question for members will be one of proportionality: Does this undoubtedly positive individual outcome justify the monitoring of all vehicle movements in and out of our numerous car parks over the course of 24 years?

Automated Number Plate Recognition (ANPR) can be used to extract very rich mass data sets from cameras without much human intervention, though, to the best of our knowledge, the only ANPR software used on our systems is in connection with one of the cameras at the Dunbrik depot.

To underline the overlapping nature of these three categories, cameras in relatively open car parks can function in the same way as Town Centre cameras to monitor pedestrians (this is especially the case with PTZ cameras).

Cameras monitoring the Council's own buildings

These include the Council's Argyle road building in Sevenoaks (e.g. in the reception area), cameras at Dunbrik, and at Swanley White Oak Leisure centre (both the car park and publicly accessible indoor areas). There are also cameras which monitor the office of the Dunbrik manager and the CCTV control manager, though these are not fully integrated into the networked system.

This is a complete overview of where our cameras are located, according to the written information we have received¹³.

Camera Numbers, Privacy Impact and Efficacy

One of the first questions people often ask about any CCTV system is how many cameras there are in total, or in a particular location. While this is clearly a useful number to know in rough terms, there is a clear danger in thinking that numbers of cameras can easily quantify the privacy impact of a camera system.

To take an obvious example, consider a large multi-storey car park which could be fitted with no cameras, 2 cameras, or 22 cameras.

Clearly 22 cameras has a significant privacy impact relative to having zero cameras. But consider the privacy impact of just two cameras recording the number plates (and hence time of entry/egress) of every car entering or leaving a car park. Very few people would suggest that these two cameras had less than 10% of the privacy impact that the 22 would have.

Clearly some drivers would prefer to have full privacy while others would prefer cameras to be present, perceiving that this mitigates the small risk of car crime. However, the idea that privacy impact of public space CCTV can be quantified by reference mainly to the total the number of cameras is a commonly made, and often unhelpful, tacit assumption.

¹³ See Appendix 2 for the details of the districts 144 CCTV camera locations.

Monitoring schedule

The control room is currently manned (according to a fixed weekly schedule) 152 hours per week (i.e. there are 16 hours when it is not manned). The manned hours include all hours at weekends, and all overnight hours.

The full weekly monitoring schedule is contained in Gold Appendix B.

Out of hours service

The CCTV control room staff also answer the out-of-hours telephone line for the council. This involves fielding an average of around twenty calls per week for SDC (mainly at weekends) as well as a similar number of calls answered on behalf of others, for which SDC receives a flat fee.

Providing an out of hours telephone answering service, regardless of whether we maintain a CCTV service, is something that residents benefit from. This service could be delivered, as a stand-alone service, in (at least) two ways:

- 1) The out of hours service could be outsourced to another local authority. The average cost of such a service level agreement is approximately £30,000¹⁴ (about 6 or 7% of the cost of the CCTV service). This figure is also in line with the amount we charge other authorities, to provide this service.
- 2) We could provide a stand-alone out of hours contact service, manned by “on-call” SDC staff, either working from home, or working on other office-based tasks, but available to answer the phones. The 2020/21 pandemic has seen our contact centre staff able to operate effectively, in the medium term, by staff working from home. Calls to the council during the night or at weekend could be redirected to existing staff at home in a way which is now fairly commonplace during the daytime. Some, relatively modest, salary increment would probably have to be paid for this. Another possibility could be, for example, that a member of staff might agree to come in to do office work on a Saturday (while being available to answer phones) with a weekday being given as a holiday in lieu.

The benefits of this kind of in-house option would include that we would retain control over the way the out of hours service operates and we could ensure a level of local knowledge amongst those answering calls¹⁵. An in-house option allows us to plan for the long term without the prospect of annual negotiations over a new service level agreement and, finally, we might even be able to retain the current arrangement whereby we generate tens of thousands of pounds of annual revenue, by answering phone lines for other authorities.

¹⁴ Source: Email from the Head of Direct Services (in overall charge of both the CCTV service, and the out of hours contact service).

¹⁵ Indeed, these could potentially be the same people that answer the in-hours phone lines.

Agenda Item 9

Method and Findings:

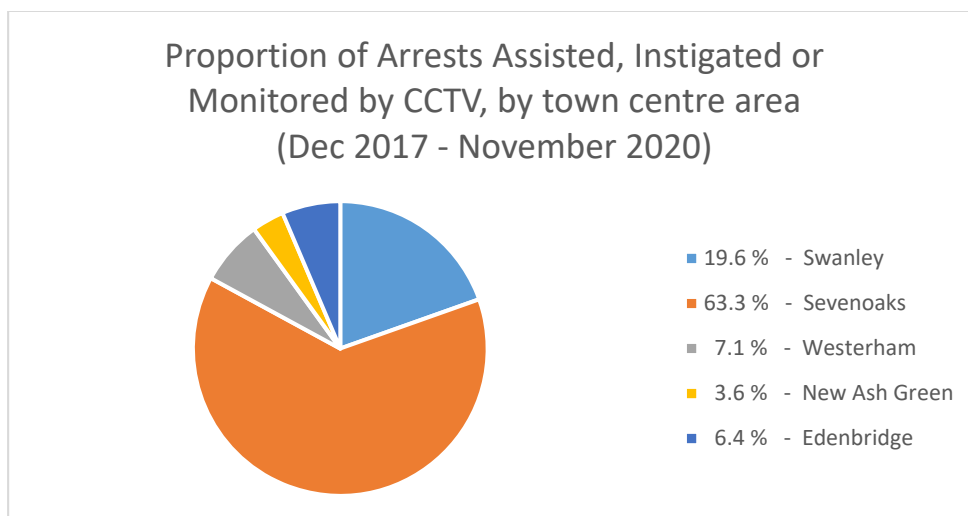
1. Paper based enquiries (Performance indicators)

The CCTV service keeps data for Monitored Arrests, Instigated Arrests and Assisted Arrests for the five town centre areas, on a month-by-month basis.

On the next page we present this data, in full, for the last three years.

This data shows that the vast majority of these arrests occurred in Sevenoaks town itself (63.3%)¹⁶ and, to a lesser extent, in Swanley (19.6%).

At the other end of the spectrum, New Ash Green has seen an annual average of just three individual arrests monitored, assisted, or instigated by CCTV¹⁷.



There are also relatively small numbers of arrests related to CCTV in Westerham and Edenbridge. The following table shows that, in common with New Ash Green, Edenbridge saw 30 of the last 36 months without an arrest either assisted or instigated by CCTV. The picture was similar in Westerham, with 28 out of the last 36 months showing no arrests on the same measure.

Number of months with no arrests "instigated", or "assisted" by CCTV, out of the last 36, by area.

Town Centre under CCTV	Months without a CCTV arrest "instigated or assisted", based on official figures	Months with at least one such arrest	Months in sample
Sevenoaks	19	17	36
Swanley	2	34	36
Westerham	28	8	36
New Ash Green	30	6	36
Edenbridge	30	6	36

¹⁶ The proportion of CCTV arrests which occurred in Sevenoaks Town rises to over two thirds (68.6%) if one only considers arrests "Instigated or Assisted" by CCTV (as opposed to merely monitored).

¹⁷ This is based on three years' worth of data. Two such incidents are detailed in the next section of this report which covers exemplar footage seen by the working group. The one that appears in figures as an "assisted" arrest (rather than merely "monitored") refers to a shop lifter who was detained by an off-duty police officer, before he managed to exit the shop. Only the arm of the arrested person appears, fleetingly, on the (council's) CCTV footage, and, although his accomplice does appear, we ascertained (by following up with the shop) that his accomplice did not face any criminal justice consequence for this crime, nor was he arrested. I.E. We assume that this means he was not identified, despite the presence of extensive shop CCTV footage, and some SDC footage too.

Raw CCTV Impact Data¹⁸ on Arrests involving SDC cameras

CCTV PERFORMANCE (Dec 2017 - Jan 2018)				
MONITORED ARRESTS				
	Dec	Jan	Feb	Mar
Swanley	0	1	0	0
Sevenoaks	0	3	1	0
Westerham	0	0	0	0
New Ash Green	0	0	0	0
Edenbridge	0	0	0	0
TOTAL	0	4	1	0
INSTIGATED ARRESTS				
	Dec	Jan	Feb	Mar
Swanley	0	0	1	0
Sevenoaks	0	0	0	3
Westerham	0	0	0	2
New Ash Green	0	1	0	0
Edenbridge	0	0	0	0
TOTAL	0	1	1	5
ASSISTED ARRESTS				
	Dec	Jan	Feb	Mar
Swanley	0	2	0	0
Sevenoaks	5	3	5	5
Westerham	0	0	0	0
New Ash Green	0	0	0	0
Edenbridge	0	0	0	1
TOTAL	5	5	5	6

CCTV PERFORMANCE (2018/19)													
MONITORED ARRESTS													
	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Total
Swanley	2	0	0	0	0	0	0	0	0	1	1	2	6
Sevenoaks	1	1	0	2	1	0	0	1	4	1	0	0	11
Westerham	0	1	0	0	1	0	0	0	0	0	0	1	3
New Ash Green	0	0	0	0	0	0	0	0	0	0	0	0	0
Edenbridge	0	0	0	0	0	0	0	0	0	0	0	1	1
TOTAL	3	2	0	2	2	0	0	1	4	2	1	4	21
INSTIGATED ARRESTS													
	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Total
Swanley	0	0	0	0	0	0	0	0	0	0	1	0	1
Sevenoaks	0	1	6	3	0	0	1	0	4	2	2	1	20
Westerham	0	0	0	0	0	0	0	0	0	0	0	0	0
New Ash Green	0	0	0	0	0	0	0	0	0	0	0	0	0
Edenbridge	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	0	1	6	3	0	0	1	0	4	2	3	1	21
ASSISTED ARRESTS													
	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Total
Swanley	0	1	1	1	0	0	1	0	0	0	2	1	7
Sevenoaks	6	1	0	1	1	2	1	3	0	1	0	3	19
Westerham	0	0	0	1	0	1	0	0	2	0	0	0	4
New Ash Green	1	0	0	0	0	0	0	0	0	0	0	0	1
Edenbridge	1	0	1	0	3	0	0	0	1	0	3	1	10
TOTAL	8	2	2	3	4	3	2	3	3	1	5	5	41

¹⁸ These are official figures as recorded by the CCTV service. The data on the previous page can be entirely reconstructed using these two pages of arrest data. No data is held on convictions resulting from CCTV.

CCTV PERFORMANCE (2019/20)													
MONITORED ARRESTS													
	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Total	
Swanley	0	1	1	3	1	0	3	0	1	1	1	12	
Sevenoaks	2	1	1	2	1	3	2	1	0	1	0	15	
Westerham	0	0	0	0	0	0	0	1	0	0	1	2	
New Ash Green	0	0	0	0	0	0	0	0	0	0	0	0	
Edenbridge	0	0	0	0	0	0	0	0	0	0	0	0	
TOTAL	2	2	2	5	2	3	5	2	1	2	2	29	
INSTIGATED ARRESTS													
	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Total	
Swanley	0	0	0	0	0	0	0	0	0	1	1	2	
Sevenoaks	2	1	0	0	1	9	1	2	0	2	0	19	
Westerham	0	0	0	0	0	0	2	0	0	0	0	2	
New Ash Green	1	0	0	0	0	0	0	0	0	0	0	1	
Edenbridge	0	0	0	0	0	0	0	0	0	0	0	0	
TOTAL	3	1	0	0	1	9	3	2	0	3	1	24	
ASSISTED ARRESTS													
	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Total
Swanley	0	1	0	1	0	1	4	1	0	2	1	0	11
Sevenoaks	3	1	3	2	2	0	3	0	1	1	2	5	23
Westerham	0	3	1	0	0	0	0	0	0	0	0	0	4
New Ash Green	0	0	0	0	0	1	0	0	1	0	0	0	2
Edenbridge	0	1	0	1	1	0	0	1	1	0	0	0	5
TOTAL	3	6	4	4	3	2	7	2	3	3	3	5	45

CCTV PERFORMANCE (2020 up to November)												
MONITORED ARRESTS												
	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Total			
Swanley	1	0	2	0	0	1	0	1	5			
Sevenoaks	1	0	1	2	1	0	0	1	6			
Westerham	0	0	0	0	0	0	0	0	0			
New Ash Green	0	0	0	3	0	0	0	0	3			
Edenbridge	0	0	0	0	0	0	1	0	1			
TOTAL	2	0	3	5	1	1	1	2	15			
INSTIGATED ARRESTS												
	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Total			
Swanley	0	0	0	0	0	2	0	0	2			
Sevenoaks	4	1	3	4	0	2	0	0	14			
Westerham	3	0	0	0	0	0	0	0	3			
New Ash Green	0	1	0	0	0	0	0	1	2			
Edenbridge	0	0	0	0	0	0	0	0	0			
TOTAL	7	2	3	4	0	4	0	1	21			
ASSISTED ARRESTS												
	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Total			
Swanley	0	0	0	0	1	1	1	2	5			
Sevenoaks	1	2	6	6	1	0	3	7	26			
Westerham	0	0	0	0	0	0	0	0	0			
New Ash Green	0	0	0	0	0	0	0	0	0			
Edenbridge	0	0	0	0	0	0	0	0	0			
TOTAL	1	2	6	6	2	1	4	9	31			

2. Paper trail of removed cameras

The CCTV code of conduct mandates that the presence of cameras be reviewed from time to time, with cameras being removed, in the interests of public privacy, unless there is evidence to show that a **pressing need** for those cameras still exists.

The most recent list of cameras on the system is contained within Appendix 2 but the working group has had sight of this information for each of the last five years.

By looking at these comprehensive lists of cameras, year to year, is it possible to determine if cameras have been removed, when they were removed and, from the context around this data, also to suggest, the likely motivation for their removal.

The total number of cameras on the system has grown from 94 to 144 over the last five years, so clearly, whatever cameras have been removed, many more have been added. However, the CCTV control manager has highlighted three removals of cameras during this time.

Two of these concerned cameras in car parks. In 2017, 3 of 4 cameras were removed from Buckhurst 2 car park¹⁹ on the corner of Buckhurst lane. Senocke Car park also had two cameras removed. However, it is noticeable that 2017 saw a large net addition of cameras to the system (with around 20 added compared to the previous year – many of these for the New Bradborne multi-story Car Park). It therefore seems most plausible that the small number of camera removals was motivated by a desire to redeploy them, or to avoid the cost of replacing broken cameras, or to redeploy their data carrying capacity. I.E. To make do with only one camera covering the entrance of Buckhurst 2, on the basis that this freed up capital to allow many more cameras to be deployed in another car park. We judge that it is unlikely that the motivation was one of privacy and, if the one remaining camera in Buckhurst 2 still caught the numberplate of every car entering or leaving the car park, then the privacy benefit of this removal was not substantial in terms of the addition of un surveilled space.

The third and final example of camera removal is in New Ash Green, where cameras were replaced and upgraded with a net reduction of three cameras (a small proportion of the total). For some of these, one camera replaced the job previously done by two, so there was no privacy benefit. It is also relevant that New Ash Green shopping centre has some upper areas where there once were shops but where, sadly, there are no longer shops and where few people ever go (these areas are perfectly safe, they are just rather empty of people). It is possible that some cameras were removed from these area, either on the basis that they were no longer useful, or to redeploy the resource. Of-course it is right to remove such cameras (and there is a marginal privacy benefit to removing cameras from any public space but, equally, the privacy benefit of de-surveilling almost totally unpeopled space is fairly limited²⁰ – the impetus should be on de-surveilling places where people do go, but where the real crime threat does not merit the presence of cameras).

As such we do not see a clear commitment to remove cameras on grounds of privacy.

¹⁹ Now known as Sevenoaks Town Car Park.

²⁰ It is also possible that some cameras in this area have just been switched off, which, as we discussed in the introduction, would be wrong. There are certainly large numbers of what look like old and non-functional cameras in this area, but it is difficult to know whether these were ever SDC cameras. One issue which members ought to consider is whether ordinary people might, nonetheless, assume that these are SDC cameras (given that we do operate cameras in this area).

Agenda Item 9

3. Cllr. Pender's visit to the control room

Cllr. Pender conducted a visit to the CCTV control room (Evening: Friday 7th February 2020). The control room was staffed during this time by the CCTV manager, as well as two operators (it is likely that, due to Cllr. Pender's visit, this was a higher level of staffing than would be normal for that day and time).

Findings:

- There are two "police monitors" which allow the control room to share data with the police remotely (either recorded or, more likely, live). These are always relaying something, with staff noting, "we wouldn't just leave them blank".
- Cllr. Pender was able to observe the very high-power optical zoom and IR capability available on the PTZ cameras. This allowed the monitoring of people in a pub garden. The people being monitored in this pub garden would not have known they were being monitored - from a distance of, probably, well over 100 yards, although this would still be considered overt surveillance, for regulatory purposes.
- There is a daily "privacy check" on each camera. This consists of checking that the camera is still pointing in the direction that it was set to be pointing by the operator who last used it.
- The time actually spent in the control room passed without event, so the on duty operators were able to show Cllr. Pender some exemplar footage which they had selected, footage he was later able to share with the group.

4. Examination of exemplar footage provided by the CCTV service.

The CCTV service selected five examples of exemplar footage. In watching these clips the group was particularly keen to try and determine what likely benefit the presence of CCTV was providing in effecting a positive outcome, either in terms of prevention of crime, mitigation of harm, or a likely criminal justice benefit (note the CCTV service does not keep data on prosecutions related to their work).

The five videos were taken from events in 2019 and 2020.

Members might prefer to read about these events in slightly more detail, on the gold pages provided. However, in order to allow members of the public into as much of our thinking as possible, we provide here a reduced summary of these events.

Example 1: Lullingstone Castle Public House

This footage related to an offence against the person with the victim and perpetrator likely to be blood relations. CCTV might have added useful evidence of crime (although we were unable to determine what happened in terms of prosecution).

It is clear that the control room did not register this incident until four or five minutes after violence had started (probably after police had received a call from a member of the public). In dealing with this incident, both in terms of defending and then immediately caring for the victim, and, probably, in terms of criminal justice matters also, it was the people on the spot who were the most use here.

Control room staff indicate that this is one of the most useful cameras on the network²¹ and it is the same camera which was used to look from long distance into the garden of this pub (see page 12 above).

Our conclusions from this video were that, while CCTV has produced some vivid footage it is was not clear that the evidence it provided would have been crucial to securing a prosecution, given the number and nature of the independent witnesses.

Example 2: Theft from Co-op New Ash Green

Although more than one perpetrator was involved in this theft, the only person who faced criminal justice consequence here was detained by a member of the public, at the scene. This person barely appears on (SDC) CCTV footage.

This is a clear example of SDC CCTV providing vivid footage which did not, it seems, lead to any particularly positive outcome. Once again, the positive outcome came from the courage and quick thinking of the people on the spot at the time of the incident.

Nonetheless this arrest appears in CCTV service figures as an arrest “assisted” by CCTV.

²¹ We believe this to be either camera 119 or camera 120, see Appendix 2

Agenda Item 9

Example 3: **New Ash Green**

This footage showed arrests being made.

In this and most of the other incidents it is possible to determine when the control room likely appreciated that an incident was occurring, as there is normally a point where the camera view starts to shift in response to a human controller. Based on this heuristic it looks likely that the CCTV team apprehended that this incident was underway about 90 seconds after it had started (likely after it was called in by the police). Given the number of cameras on the system, it should not be considered as any sign of laxness on the part of the operators if they did not see the incident until it was pointed out to them.

Most of this incident includes multiple witnesses, including multiple police witnesses. Much of the incident was videoed by one of the many eye-witnesses (using a mobile phone which, presumably included audio as well as video). All of the incident looks to have been captured on Police Body Camera footage, much of it on multiple body cameras.

Example 4: **Sevenoaks High Street**

This was the one item of footage where we could definitively say that CCTV had proved undoubtedly useful. It shows evidence of theft, and the breaking of a shop window, in the early hours of the morning²². It is likely that the perpetrators would have got away with this crime had the operator not realised that a crime was developing and been able to call police. We know that arrests were made, and can only presume that a conviction was likely based on this evidence.

Example 5: **Sevenoaks**

This footage shows what appeared to be a drunk driver getting into a car, waiting for a few minutes in the driving seat, and then driving home. We are led to understand that the police later followed up with the driver at his home address.

The footage provides reasonably strong evidence of a drunk driving offence, however the driver was still able to drive home, so no risk to the public was prevented. We do not know all of what happened in terms of follow up (though both the driver and the car numberplate are identifiable) however the committee was of the view that the evidence was probably not of the standard where Police would be likely to try to convict the driver, in the absence of a breath test or other measure of blood alcohol level.

Moreover, as the driver made it home without being apprehended, he would have plausibly been able to claim that he had drunk more alcohol after getting home, so to prove that he was over the legal limit when driving would not have been a trivial matter. We judge that it is, therefore, likely that the police intervention here was limited to words of advice (though we do not know for sure).

²² This crime could also have been deterred/prevented by the presence of a security grate on the shop front.

The general themes we were able to conclude from these incidents were as follows:

- Even with these incidents selected by the CCTV team, it is evident that eyes in the sky are rarely a substitute for courage, compassion, or quick thinking on the part of people on the ground at the time of the incident.
- The one example where CCTV had a definite positive effect on the outcome also demonstrated the case (made by the control manager) that a passively monitored CCTV system would be pointless, and would not justify either its financial cost or its negative privacy impact. This is also demonstrated by the cases where the CCTV was not able to notice an incident until some time after it had developed (and the incident been flagged, likely through other channels). Generally speaking, in those cases, we judged that CCTV was unlikely to have provided a significantly improved outcome. The fact that many incidents which happen on camera are missed at their inception²³ is not to cast aspersions on dedication of the operators. With 144 cameras to watch, across five town centres, as well as car parks and council property, even when incidents occur on camera, it is natural that only a small proportion will be spotted at their inception.

It is therefore likely that neither an increase, nor a well targeted decrease, in the number of areas covered by cameras, would lead to a substantially greater, or smaller, number of positive CCTV-led outcomes (since operator attention must be divided across the cameras within the network – and it is their attention, rather than the camera coverage, which is the most relevant scarce resource being deployed).

[In both Sevenoaks Town based incidents the CCTV operator noticed the incident before it was called in on the ground, in all three of the other incidents the reverse was true. Cllr. Pender's visit to the control room led him to believe that significant real-time attention is also given to the cameras in Swanley.]

²³ In both Sevenoaks Town based incidents the CCTV operator noticed the incident before it was called in on the ground, in all three of the other incidents the reverse was true. Cllr. Pender's visit to the control room led him to believe that significant real-time attention is also given to the cameras in Swanley.

Agenda Item 9

5. Audio recording

Initially we were told that there was no audio recording on SDC's CCTV systems although the presence of audio recording was disclosed to us as part of a large spreadsheet. We only appreciated the fact of audio recording at a fairly late stage in the process. The following is an extract from an email from the CCTV manager:

"Yes you are correct the reception cameras do have audio, in the public areas of the reception and the interview rooms, this is for the safety staff and visitors in these areas. The Customer Solutions team have had previous offensive customers and the meeting rooms have had the same sort of issues.

"We do not monitor the audio, this is why I forgot about them. We would only review if there was a problem."

The following is an extract from the CCTV code of conduct (which should be seen as a minimum floor level in the protection of privacy):

"3.2.2. Any proposed deployment that includes audio recording in a public place is likely to require a strong justification of necessity to establish its proportionality. There is a strong presumption that a surveillance camera system must not be used to record conversations as this is highly intrusive and unlikely to be justified."

6. Report of Dr. Emmeline Taylor, criminologist at City University.

A copy of Dr. Taylor's report is appended to this report as Appendix 5. It looks to try and evaluate the evidence for cameras deterring crime and whether it displaces criminal activity (e.g. to other places).

This is seriously detailed piece of work, and it is worth reading in its entirety, both for members of the council, but also more broadly.

Highlights from Dr. Taylor's report

The academic evidence for the effectiveness of CCTV in reducing overall crime is patchy and inconclusive.

CCTV is least effective at deterring violent crimes, and many acquisitive criminals believe they can easily evade CCTV systems.

CCTV is more effective if it is associated with a police or other security response.

There is generally a great level of disagreement amongst academics about the extent to which CCTV can displace crime. Displacement can take numerous forms other than Spatial/Geographic displacement.

In recent years there has been a disinvestment in some CCTV systems with examples given of councils that have removed CCTV altogether and others where (based on camera counting) the reduction has been as much as 50%.

In common with SDC experience Dr. Taylor suggests the main financial cost of CCTV is not the equipment itself but the officer time to monitor cameras (however attempts to automate the monitoring of cameras could have substantial negative impacts in terms of privacy).

From reading Dr. Taylor's report we are able to conclude that a clear evidence-base for the efficacy of CCTV in reducing crime does not exist.

7. Other councils that have reduced or considered discontinuing the use of CCTV

In 2013 the Independent reported²⁴ that one in five councils had reduced the number of CCTV cameras on the streets since 2010. These include Craven District Council in North Yorkshire, Trafford district council, Blackpool, Bolsover and Havant.

Westminster Council voted to decommission its CCTV systems in 2016, however the Mayor of London's office then offered to pay the costs of their system. The result is that Westminster still controls a large CCTV system, but they do not pay towards it – resulting in a saving to the Westminster council tax payer of around £17m p.a.

The report from Dr. Taylor highlighted that Trafford and Greater Manchester, implemented a reduction in CCTV of 53% (based on camera counting) from 2010-2013 and Blackpool reduced their network by 48%.

These networks were of a similar size to SDC's.

²⁴ 10 March 2013 – article by Jane Merrick and Emily Dugan

Agenda Item 9

8. Discussions with police

Discussions with Chief Inspector Jon Kirby at scrutiny committee:

Jon Kirby made clear that the image quality was of a high standard (this also tallies with observations made by Cllr. Pender on visiting the control room, where cameras were able to observe people of order 100m away, in a pub garden). **This substantively answers question 2 from our remit.**

Correspondence with Mathew Scott (in respect of a Police financial contribution) and the position of the working group on police contribution to CCTV costs:

The working group's view is that there are strong moral-economic reasons for the police making some contribution to the CCTV service (if it exists – see i below) while there are strong moral-political reasons for their contributions not rising anywhere near to a majority of the costs incurred (see ii below).

- i. The reasons for asking the police to make a substantial dedicated contribution to the CCTV service, if it exists. Can be summarised as follows:

SDCs camera network is a mass surveillance system (which necessarily involves a certain level of privacy infringement). Some would argue that this alone is enough to warrant its removal while others would argue that its capacity to reduce crime makes the reduction in privacy a price worth paying.

All would agree that, if there were less privacy invasive crime reduction methods which would, for the same financial resources, yield lower (or similar) levels of crime to CCTV, then those things should be funded in preference to CCTV.

Part of the Police and Crime Commissioner's (PCC) role is to allocate scarce resources with a view towards reducing crime. If the PCC's budget does not bear any of the cost of CCTV the PCC (and policing in general) might be minded to support CCTV even if, for example, the resources would be better applied in different ways (e.g. salaries for more police officers, or community interventions with a tendency to reduce crime).

If the police only made a one third contribution then, even here, one might expect the Police to support CCTV even if the full resources allocated to CCTV could be nearly three times as effective applied in different (often less privacy invasive) ways.

- 1ii. On the other hand, the reason that that contribution should not get too close to (or above) 50% is based on the natural power dynamics of any bureaucratic system:

It is said that he who pays the piper calls the tune. We believe that there are strong privacy reasons that the Police should not gain overall control of the district's cameras system and, as such, we would not wish to ask them to make a majority contribution to the costs.

Matthew Scott made it admirably clear in discussions that the police will not be making any specific contribution to the costs of CCTV, despite the police position being broadly supportive of the existence of CCTV and a manned CCTV control room.

Of course, as elected PCC, Matthew Scott is absolutely entitled to decide how funds at his disposal ought to be spent, to bear down on crime in the most cost-effective way, commensurate with his priorities.

Evidence of Acting Chief Inspector Mark Stubberfield:

1. Acting Chief Inspector Stubberfield said that SDC CCTV was useful when it was able to alert Police to possible crime or public disorder, but sending an officer to check depended on resources.
2. Police believe that cameras sometimes displace offending to other areas.
3. Ac. Ch. Insp. Stubberfield concurred with the view, expressed by the CCTV control room manager, that an unmanned or passive camera system would be far less effective in reducing crime, compared to a manned service.
4. Police do not know whether authorities which have got rid of CCTV, or which do not have it, have experienced higher levels of crime as a result (or at all).
5. Police accept that street lighting is also effective, though Ac. Chief Insp. Stubberfield was not able to agree or disagree with the suggestion that effective lighting may be four times more effective than CCTV.
6. Ac. Ch. Insp. Stubberfield clearly thought the main question under discussion was a matter of financial cost on the one hand and effectiveness in crime reduction on the other. When asked whether he could think of reasons beyond matters of cost why people might be opposed to CCTV he reverted to arguments concerning cost. It is fair to say there seems to be little institutional understanding of the privacy impact of CCTV.
7. Ac. Ch. Insp. Stubberfield made clear that, in his work, he often encourages households to use their own CCTV, including covering public areas, as well as dual purpose doorbell/CCTV cameras (citing those made by a well-known subsidiary of a better known international online shopping/delivery company). There seemed to be little understanding that most such cameras observe public space in a way that violates the (broadly unenforceable) CCTV code of conduct.²⁵
8. Ac. Ch. Insp. Stubberfield said he didn't have a particular view one way or another about whether facial recognition software ought to be used with CCTV.
9. It was put to Ac. Ch. Insp. Stubberfield that cameras with zoom lenses were sometimes used to observe people who would not know that they were under surveillance (despite the camera not being an explicitly "covert" camera). Ac. Ch. Insp. Stubberfield responded that, in a "built up area", people should simply assume they are always on CCTV (even, for example, in the pub garden of a pub which may not have its own CCTV).
10. Ac. Ch. Insp. Stubberfield said that the camera network had been useful in the enforcement of Covid restrictions.

Other police correspondence:

In recent months, it has become clear that the police intend to expand the use of ANPR number plate recognition cameras within the district.

²⁵ Official police communications to residents also seem to undertake advertising of commercial CCTV-doorbell systems with, for example, the February 2021 issue of "Your local parish Monthly" describing CCTV-doorbells as "hugely beneficial to us" despite the fact that this "benefit" almost certainly only accrues due to violations of the CCTV code of conduct. This newsletter looks to have been distributed, often via email, to a significant proportion of the residents in the northern wards of the district.

Agenda Item 9

9. Discussions with CCTV control room manager

The main point made by the control room manager during our meeting was that an unmanned control room would be pointless (Ac. Ch. Insp. Stubberfield also seemed to concur with this.).

The control room manager also agreed with the suggestion put to her that, if the same operators were monitoring fewer town centre areas they would probably be able to monitor those cameras more effectively and, conversely, with more cameras they would likely monitor each area less effectively.

10. Query about costs (attachment to prosecutions)

During the course of the review a question was raised in respect of whether prosecution costs could be used to help fund SDC's camera systems.

However, guidance²⁶ on the scope of prosecution costs specifically exclude "the cost of the investigation".

Furthermore, the Criminal Costs Practice Direction states, "Generally it will not be just or reasonable to order a defendant to pay costs of investigation which the prosecutor itself will not satisfy".

It might plausibly be possible to charge defendants for the provision of second copies of footage but this is such a minimal cost compared to running the camera network, and employee time watching live footage (or trawling recorded footage) that the costs recovered in this way would be de minimis (probably limited to the nominal fee of 10 or 20 pounds which an authority is allowed to charge in relation to a subject access request).

Furthermore, much of the time, clearly, defendants would not even be able to make that payment. The interests of justice would, nonetheless, demand that defendants deemed unable to make such a payment, should still be given access to this data, not least because the decision about disclosure would come before any verdict.

Finally, SDC does not maintain figures/information on whether a conviction does or does not result from footage supplied to the Police/CPS.

Overall, therefore, we do not believe we can recover costs from convicted persons.

²⁶ See Appendix 3

Addressing The “missing persons” and “fear of crime” arguments

Arguments in favour of CCTV sometimes pivot from reduction/detection of crime to non-crime uses, in particular to look for missing people (such as missing vulnerable people). We feel that the well-adjusted moral mind will realise that this as an incidental use, rather than a use which justifies the surveillance of public space. CCTV’s distribution is supposed to be tuned to catch/deter the maximal number of criminals while minimising surveillance of innocent people, but finding vulnerable people who have wandered off in non-suspicious circumstances only works precisely because a large number of innocent journeys are being tracked. We think, therefore, that the use of CCTV in certain types of missing person enquiries should be seen in the same way as footprints in muddy paths, or mobile phone data or, indeed, in the way that police currently use cameras on private houses (police will even use camera data which observes public space in a way which would contravene the CCTV code of conduct).

I.E. (Subject to certain safeguards) authorities will use what data they have got, but this should not be turned into an argument for the existence of CCTV, any more than the ability to track people using muddy paths or mobile phone data is an important argument for the use/maintenance of those things.

Another ultimately non-crime argument suggests that CCTV can be justified by a reduction in the fear of crime alone (i.e. even if the presence of CCTV does not reduce crime, people will sometimes argue that the reduction in the fear of crime makes it worthwhile). If fear of crime is reduced, as a result of crime actually being reduced, then that could form the basis of an argument in favour of CCTV in the minds of many members of the council (although no one would talk of fear of crime in these circumstances, since the stronger argument would be the actually reduced crime). However, if legitimate fear of crime is irrationally reduced by CCTV (or if actually irrational fear of crime is reduced by CCTV) that cannot be considered a legitimate argument for CCTV.

Furthermore, it is quite possible that, where CCTV exists, the public might assume that there is a pressing need for the cameras to prevent crime. As such CCTV may, in fact, raise the fear of crime²⁷. However, if our fear of crime has been subconsciously raised by CCTV (because we associate CCTV with dangerous areas) we may well still tell people (and tell ourselves) that CCTV reduces our fear of crime (because we assume that it is only the CCTV that prevents crime getting out of control in an area). If the area has a low intrinsic risk of crime, then our fear of crime could, in fact, be substantially reduced by the realisation that the area is still safe, following the removal of CCTV.

²⁷ One could call this the Ellie Cooper effect, after the seventeen year old daughter of Ed Balls and Yvette Cooper MP who, on September 26, 2019 tweeted *“I am scared when our house gets fitted with panic buttons, industrial-locking doors and explosive bags to catch the mail.”* – Evidently, for Ellie, the presence of these security measures had increased her fear of crime. This was not the thought process of an irrational child, rather she was using the presence of security apparatus as a proxy to judge the risk of being attacked - a risk that she (quite reasonably) assumed that those in charge of her household – i.e. her parents – would have judged correctly. Had she, separately, in a different week, been asked whether these measures reduced her fear of attack she might, nonetheless, have responded that they did. Quite obviously, the household’s test for whether to have these items (none of which, we note, are privacy invasive) would need to be based on whether they actually led to a real reduction in risk.

Like Ellie, our residents may assume that the people in charge of the area (in this case councillors in charge of public space) will have correctly judged the most risky areas of the district, and identified these (and only these) for surveillance. When a resident is, effectively, told that he is standing in a risky area he, naturally, may experience an increased fear of crime, just like Ellie.

Agenda Item 9

Conclusions and Recommendations

We started by identifying ten key questions/areas to consider:

1. Is the service effective in reducing crime?

It is difficult to find any evidence of CCTV reducing crime. Dr. Taylor's review shows that the evidence for CCTV as a deterrent is very limited. In our analysis of exemplar footage, we did see one incident where monitored CCTV was able to bring justice to bear against the perpetrators of a smash and grab²⁸ however this was the exception, not the rule. Mostly, even when vivid CCTV footage was produced, it was of limited practical usefulness²⁹.

Similarly, it is hard to quantify the level of deterrent CCTV provides in terms of reducing crime in the first instance. There is a well-established theory that crime is displaced as a result of the provision of CCTV cameras, but it is difficult to find evidence one way or another to support this theory specifically in an SDC context.

2. Does the quality of images need to be improved?

Image quality is of a very high standard across the board. There are no issues with image quality.

3. What is the privacy impact of the service?

Keeping public space under surveillance necessarily involves a level of intrusion into the privacy of members of the public. For this reason, the presumption should be that at the very most, CCTV should only be present where it is both highly effective, beneficial, and cost-effective in deterring crime and apprehending criminals. The CCTV code of conduct says that CCTV should only be present where it meets an identified "pressing need".

Even if a mass surveillance system were proven to be effective one would still have to weigh the usual considerations which apply to other forms of surveillance such as, whether the harm that necessarily results from placing the innocent under surveillance might not outweigh any benefit derived from the surveillance. In assessing this balance one has to consider both direct harms to various people/kinds of people³⁰ and also the broader harms that can arise when government actions seem to be in conflict with fundamental British values of freedom, personal privacy and limited government.

This could be a difficult judgement, but when there is no clear benefit to weigh against the harm, the question becomes substantially easier.

4. Are the financial resources of the council are being well applied? Is the service cost effective?

We were not able to determine that the service is effective in terms of reducing/deterring crime, let alone whether it was cost effective, given the spending of four to five hundred thousand pounds per year on the service. This finding should not be taken as criticism of the people running the service, who are, after all, just doing the job that councillors, in our wisdom or otherwise, have detailed them to do. Nonetheless,

²⁸ Although in this instance a much cheaper alternative (a metal security grate) would probably have entirely prevented the theft and the property damage.

²⁹ See page 14-16: "Examination of exemplar footage provided by the CCTV service"

³⁰ The service itself would accept that the scrutiny of people in public space which is provided by the CCTV service does not fall equally across all sections of society. Committee members raised this kind of equalities consideration as a concern during internal discussions; others felt that, to focus on CCTV mainly as an equalities issue, was missing the point.

there is little evidence to suggest this is money well spent, or that the costs to the council are beneficial in providing an important service.

5. How many convictions arise as a result of CCTV?

On the evidence we have seen we believe there are, probably, a small number of convictions each year which result from CCTV. We would have liked to track the number of these and compare them to the financial cost of the service, but data on convictions is not held (only arrests). However, there is little evidence that the camera system helps the police in a proactive role in preventing crimes, such as enabling them to respond and intervene to prevent anti-social behaviour escalating into criminal activity.

6. To what extent does CCTV deter crime, and how this might be measured?

The evidence from Dr. Taylor's review is that virtually all studies show either a weak relationship, or alternatively no statistically significant relationship, between the putting in of CCTV and the levels of crime in the area. What is more, where studies do show a statistically significant relationship, some show a small decrease in crime, while others show a small statistically significant increase. As Acting Chief Inspector Stubberfield told us, "SDC CCTV was useful when it was able to alert police to possible crime or public disorder, but sending an officer to check depends on resources." and cameras "sometimes displace offending to other areas".

7. Are our CCTV cameras in the right places?

Given the lack of evidence of efficacy we cannot recommend any cameras in locations where there currently are none. There are, however, clearly wide disparities in the CCTV service arrest data from area to area. A middle ground between removal of town centre cameras, and full retention as per the status quo would, therefore, be to initially remove cameras from New Ash Green, Edenbridge and Westerham, where the data is furthest from supporting the notion of a "pressing need" for cameras. This would mean control room staff were more able to focus on potential crimes in the areas which have shown greater levels of arrests, and it ought to generate an increase in CCTV effectiveness in these areas³¹. The final decision as to what cameras are retained is, of course, ultimately a decision for the council, based upon sound and suitable risk assessments, rather than being a matter for the working group.

8. What are the implications of emerging facial recognition technology?

We do not use facial recognition technology. It is difficult to know whether SDC might ever come under pressure to use facial recognition in relation to our CCTV. Such technology could present an additional threat to privacy and so the group is content that we do not use it. We have identified that the use of audio recording threatens personal privacy and should not be a feature of our systems, on the same grounds.

9. Could and/or should a financial contribution to CCTV be garnered from other agencies such as the police or the CPS?

In so far as the CCTV system is to be maintained we would like the police to bear one quarter of the cost of running the CCTV service. However, this idea has been rejected by the Police.³²

The idea of attachment to prosecutions has been investigated, but found to be impractical.

³¹ This is based on the evidence of the CCTV service manager (as well as being based in common sense principles - needles/haystacks etc.).

³² See page 20 "Correspondence with Mathew Scott (in respect of a Police financial contribution) and the position of the working group on police contribution to CCTV costs". This is also where the broad reasoning behind the idea of a substantial minority financial contribution is contained.

Agenda Item 9

10. What recommendations do the working group make?

The working group has looked at several areas whilst examining the effectiveness of the CCTV system that Sevenoaks District Council runs. Whilst there are some important questions that this investigation has sought to answer, the group has recognised a fundamental principle that the CCTV code of conduct requires any organisation to consider:

CCTV should only be present where it meets an identified “pressing need”.

The system that is in place, is generally well managed³³, and there are examples where it has proved to be useful in supporting police in specific cases. However, both the privacy impact, and financial cost, of providing this service is significant.

The answer to the question of ‘identified pressing need’ for the CCTV system is one that the working group has not been able to identify. The group have not seen proof of where the pressing need has been assessed and identified and, as such, it is felt that this is an area for the council to address.

There is little evidence of a pressing need for cameras anywhere in the district. We particularly question the need for town centre cameras in New Ash Green, Edenbridge and Westerham.³⁴ The group also questions whether there is a pressing need for the current level of car park surveillance and, in particular, whether, in future car parks, CCTV really needs to be installed as standard in the way that it seems to have been up until now. Both the audio and video surveillance provided by the Council’s fourteen “reception cameras”³⁵ should cease. Audio surveillance should never be reinstated and, as with cameras, simply switching off audio surveillance hardware is not acceptable, the hardware itself should be removed.³⁶

No capital spending is budgeted for CCTV in 2020/21, this is the level at which capital spending on CCTV should remain into the future.

More detailed work should be done to fully consider options to provide a stand-alone out-of-hours contact service, though we have confidence in the current estimates provided, which show a very small cost compared to running a monitored camera network. The pandemic has suggested an expanded range of options for maintaining a stand-alone out-of-hours service.

As technology has improved it has become possible to use technically overt CCTV as, effectively, covert surveillance, and we know that our system is used in this way currently. This must cease or, alternatively, court orders should be obtained to allow it³⁷.

Until and unless we decide to remove all town centre CCTV, these systems should be monitored, in real time (which is what happens currently).

The privacy impact of the system increases as the size of the area under surveillance increases. It is also likely that any effectiveness reduces as local knowledge is lost in the scaling up of surveillance systems to

³³ This comment refers to the operational aspects of the system. With the exception of the addition of this footnote the information about the security of the data pipeline, see Appendix 6, has not been taken into account in the drafting of these recommendations.

³⁴ See page 9 “Paper based review (performance indicators)”.

³⁵ This refers to their designation within the internal CCTV service spread sheets and it refers to the 14 cameras detailed on page 36, on the penultimate page of Appendix 2 of this report.

³⁶ It is acceptable (and necessary) for the police interview room to keep the stand-alone tape recorder to record police interviews. Clearly this should only be running when suspects/witnesses/anyone else present will have been alerted that they are being recorded to maintain a record of the interview, and we assume this is the case.

³⁷ If court orders are obtained this would also require effective member scrutiny, in parallel to any court process.

larger areas. As such, while we should continue to ask the police for a minority contribution to the cost of running the service (members thought 25% was reasonable) we should not ask for anything too close to 50%, nor should we ever transfer operational control to the police, or other councils.

There should be no extension of the current deletion timescale (of 31 days), nor should any off-site backup of the data ever be contemplated³⁸.

The CCTV code of conduct should continue to be observed as the minimal acceptable standard of privacy protection. Regard should be given both to the interpretation provided by Surveillance Camera Commissioner as well as the natural language interpretation of the principles, which ought to be a particular consideration where that seems to indicate a higher standard of privacy protection.

Dummy cameras, or cameras which appear to function but do not, should not form part of the CCTV service. If it is ever discovered that a camera under our control/ownership has ceased to function in the reasonably distant past, this camera should be removed (i.e it should neither be brought into operation nor simply left as a supposed “deterrent”). Note: Our current understanding is that we do not have any such cameras. This recommendation is simply made to clarify what should be done if such cameras are discovered.³⁹

SDC’s general policy should be to encourage owners of cameras (dummy or operational) which a reasonable person might mistake for an SDC camera to either remove them or to make clear that they are not SDC cameras, by way of signage indicating the identity of the data controller. SDC has a duty to ensure that an untrained member of the public should be able to look at a camera, and its surrounding, and determine (e.g. from signage in their vicinity) whether the camera is or is not an SDC camera.

Main Recommendations:

The working group hereby recommends the following for consideration by the council:

- 1) The cameras that the council currently maintain and use should be assessed to establish whether there is a clear justification to demonstrate their pressing need (see, in particular, answers to key questions 7 and 10 above).
- 2) Audio recording hardware should be removed from the SDC system (it is currently present in the foyer area of the council offices, and other similar parts of the Argyle Road building). In most of these areas video surveillance should also be removed.
- 3) Other recommendations should be heeded (pages 22-25).

³⁸ As per the status quo.

³⁹ Appendix 4 explains the reason for this in a little more detail and shows that this policy is in line with the norms of over public space surveillance.

This page is intentionally left blank

Appendix 1: Briefing Note on the financial costs of the service.

The following shows the actual cost and budget for the financial year 2019/20 and the budget for the financial year 2020/21.

	19/20 Actuals £	19/20 Budget £	20/21 Budget £
Direct Costs			
Staffing Cost (Including Pension and NI)	222,322.63	227,634.21	228,508.00
Running Costs	19,510.29	15,401.00	16,092.00
CCTV Control Room Costs	75,344.63	107,753.00	90,178.00
Income from Partners	- 44,935.00	- 85,564.00	- 57,674.00
Net Direct Cost	272,242.55	265,224.21	277,104.00
Recharges			
Support Services	75,350.83	72,772.00	79,878.00
Asset Maintenance Recharge	19,778.84	24,867.00	28,095.00
Capital Charges	5,443.00	29,947.00	29,947.00
Total Recharges	100,572.67	127,586.00	137,920.00
Total Net Revenue Cost	372,815.22	392,810.21	415,024.00
Capital Costs (CCTV Equipment)	19,031.37	20,000.00	0

The staffing cost is based on 7 FTE's (1 manager and 6 CCTV operatives.) Income from partners comes from agreements with Tunbridge Wells BC and Tonbridge and Malling BC.

This page is intentionally left blank

Appendix 2: The locations of SDC cameras.

Lists and Maps⁴⁰ of SDC town centre camera systems (from North to South within the district):

For a map of Swanley Camera Locations, as they correspond to these numbers, see Gold Appendix A.

Camera Number	Swanley CAMERA LOCATION	BT VXHS Circuit Numbers	TYPE	Model	Transmission
113	Town Council office and car park	VXHS 200586	PTZ	Samsung SDN-550	Fibre
114	Shopping centre car park and football pitch	VXHS 200588	PTZ	Mici 500	Fibre
115	Bartholomew Way and Asda car park	VSHX 200594	PTZ	Concept pro	Fibre
116	Asda car and High street	VXHS 200595	PTZ	Bosch Dinion	Fibre
117	High street circle and Asda	VXHS 200587	PTZ	JVC	Fibre
118	High street above Superdrug	VXHS 200589	PTZ	Concept Pro	Fibre
119	High street/Station road roundabout	VXHS 200591	PTZ	JVC	Fibre
120	High Street/Godsel Road roundabout	VXHS 200593	PTZ	Samsung SDN-550	Fibre
121	Godsel Road car park	VXHS 200592	PTZ	JVC TK-1200E	Fibre
122	Station Road car park	VXHS 200590	PTZ	Samsung SDN-550	Fibre
101	Whiteoak leisure centre front car park right	VXHS 20233 Multi Link	PTZ	Samsung SDN-550	Fibre
102	Whiteoak leisure centre front car park left	VXHS 20233 Multi Link	PTZ	Concept pro	Fibre
103	Whiteoak Bowls centre car park	VXHS 20233 Multi Link	PTZ	Samsung SDN-550	Fibre
104	Whiteoak Bowls centre car park	VXHS 20233 Multi Link	PTZ	Samsung SDN-550	Fibre
105	Whiteoak Bowls centre car park	VXHS 20233 Multi Link	PTZ	Samsung SDN-550	Fibre
106	Whiteoak leisure and bowls car parks	VXHS 20233 Multi Link	PTZ	Samsung SDN-550	Fibre
107	Whiteoak leisure and bowls car parks	VXHS 20233 Multi Link	PTZ	Samsung SDN-550	Fibre
108	Whiteoak leisure and bowls car park entrance ramp	VXHS 20233 Multi Link	PTZ	Concept Pro	Fibre
109	Whiteoak leisure centre car park	VXHS 20233 Multi Link	PTZ	Samsung SDN-550	Fibre
110	Whiteoak leisure centre reception	VXHS 20233 Multi Link	PTZ	VCL microsphere	Fibre
111	Whiteoak leisure centre café	VXHS 20233 Multi Link	Static	Samsung SDN-550	Fibre
112	Whiteoak leisure centre changing village	VXHS 20233 Multi Link	Static	Samsung SDN-550	Fibre

⁴⁰ Maps have been redacted from the main report but are contained in Gold Appendix A

Agenda Item 9

For a Map of New Ash Green Camera Locations, as they correspond to these numbers, see Gold Appendix A.

Camera Number	New Ash Green CAMERA LOCATION	BT VXHS Circuit Numbers	TYPE	Model	Transmission
301	Upper Street North service yard lower	VXHS 200829-E	PTZ	HIK Vision	Network IP
302	Upper Street North service yard middle	VXHS 200829-E	STATIC	HIK Vision	Network IP
303	Upper Street North service yard near bus stop	VXHS 200829-E	PTZ	HIK Vision	Network IP
304	Shopping area opposite Lloyds Bank / Pet Shop	VXHS 200829-E	PTZ	HIK Vision	Network IP
305	Shopping area above Pizza lands	VXHS 200829-E	PTZ	HIK Vision	Network IP
306	Badger Pub area	VXHS 200829-E	PTZ	HIK Vision	Network IP
307	Village Hall	VXHS 200829-E	PTZ	HIK Vision	Network IP
308	Rear Car Park	VXHS 200829-E	STATIC	HIK Vision	Network IP
309	Rear Car Park	VXHS 200829-E	STATIC	HIK Vision	Network IP
310	Centre Road service yard right	VXHS 200829-E	PTZ	HIK Vision	Network IP

For a map of Sevenoaks Camera Locations, as they correspond to these numbers, see Gold Appendix A.

Camera Number	Sevenoaks CAMERA LOCATION	BT VXHS Circuit Numbers	TYPE	Model	Transmission
201	Corner of High Street & Rockdale Road above Sun-Do	VXHS 200554	PTZ	Videcom dome	Fibre
202	High Street above Lloyds Bank	VXHS 200553	PTZ	Bosch Dinion	Fibre
203	High Street above Specsavers	VXHS 200552	PTZ	Concept pro	Fibre
204	High Street corner of Boots & Buckhurst Lane	VXHS 20244	PTZ	Videcom dome	Fibre
205	High Street beside Tesco Metro	VXHS 201344	PTZ	JVC	Fibre
206	High Street Crossroads Pembroke Road/Suffolk Way	VXHS 200545	PTZ	Samsung SDN-550	Fibre
207	London Road corner of South Park	VXHS 200550	PTZ	Bosch Dinion	Fibre
208	London Road corner of Bligh's Walk	VXHS200546	PTZ	Samsung SDN-550	Fibre
209	London Road intersection near Council Offices	Wireless	PTZ	Mici 400	Wireless
210	London Road Railway Station	VXHS 200793	PTZ	Samsung SDN-550	Fibre
211	Shambles Courtyard	VXHS 200551	PTZ	Videcom dome	Fibre
212	Dorset Street beside Strada Restaurant	VXHS 200549	PTZ	Mici 500	Fibre
213	Bank Street corner of Well Court	VXHS 200548	PTZ	Videcom dome	Fibre
214	Buckhurst 1 car park beside bus station	VXHS 20241	PTZ	Bosch Dinion	Fibre
215	Buckhurst 1 car park back of bus station	VXHS 20093	PTZ	Samsung SDN-550	Fibre
216	Bligh's Court	VXHS 200550	PTZ	VCL microsphere	Fibre
217	Bligh's car park	VXHS 201342	PTZ	JVC	Fibre

218	Council Offices underground car park Eardley Road entrance	Coax Cable	PTZ	Samsung SDN-550	Fibre
219	Council Offices underground car park Eardley Road Rear	Coax Cable	PTZ	Samsung SDN-550	Fibre
220	Council Offices car park Gordon Road	Coax Cable	PTZ	Samsung SDN-550	Fibre
221	Council Offices car park Gordon Road beside stairwell	Coax Cable	PTZ	Samsung SDN-550	Fibre
222	Council Offices reception	Coax Cable	Static	VCL microsphere	Fibre
223	Suffolk way Buckhurst 2 car park behind Tesco Metro	VXHS 200547	PTZ	Bosch Dinion	Fibre
227	Hollybush car park in front of café	VXHS 20430	PTZ	JVC	Fibre
228	Hollybush car park behind café	VXHS 20430	PTZ	Samsung SDN-550	Fibre
229	Hollybush children's play area	VXHS 20430	PTZ	Bosch Dinion	Fibre
230	Hollybush bowls and council depot	VXHS 20430	PTZ	Samsung SDN-550	Fibre
231	Hollybush bowls car park	VXHS 20430	PTZ	Samsung SDN-550	Fibre
232	New Hollybush Gardeners Yard (Install 18/11/2019)	VXHS 20430	Static	Hik Vision Low Light	Radiowave
238	South Park Road car park entry/exit	VXHS 20238	PTZ	Samsung SDN-550	Fibre
239	South Park Road car park middle	VXHS 20090	PTZ	Samsung SDN-550	Fibre
240	South Park Road car park Stag theatre	VXHS 20094	PTZ	Samsung SDN-550	Fibre
241	South Park Road car park above recycle area	VXHS 20095	PTZ	Samsung SDN-550	Fibre
1	New Bradbourne MS Car Park	RS1000D / VXHS 20092	STATIC	Samsung Camera	Network IP
2	New Bradbourne MS Car Park	RS1000D / VXHS 20092	STATIC	Samsung Camera	Network IP
3	New Bradbourne MS Car Park	RS1000D / VXHS 20092	STATIC	Samsung Camera	Network IP
4	New Bradbourne MS Car Park	RS1000D / VXHS 20092	STATIC	Samsung Camera	Network IP
5	New Bradbourne MS Car Park	RS1000D / VXHS 20092	STATIC	Samsung Camera	Network IP
6	New Bradbourne MS Car Park	RS1000D / VXHS 20092	STATIC	Samsung Camera	Network IP
7	New Bradbourne MS Car Park	RS1000D / VXHS 20092	STATIC	Samsung Camera	Network IP
8	New Bradbourne MS Car Park	RS1000D / VXHS 20092	STATIC	Samsung Camera	Network IP
9	New Bradbourne MS Car Park	RS1000D / VXHS 20092	STATIC	Samsung Camera	Network IP
10	New Bradbourne MS Car Park	RS1000D / VXHS 20092	STATIC	Samsung Camera	Network IP
11	New Bradbourne MS Car Park	RS1000D / VXHS 20092	STATIC	Samsung Camera	Network IP
12	New Bradbourne MS Car Park	RS1000D / VXHS 20092	STATIC	Samsung Camera	Network IP
13	New Bradbourne MS Car Park	RS1000D / VXHS 20092	STATIC	Samsung Camera	Network IP
14	New Bradbourne MS Car Park	RS1000D / VXHS 20092	STATIC	Samsung Camera	Network IP
15	New Bradbourne MS Car Park	RS1000D / VXHS 20092	PTZ	Samsung Camera	Network IP
16	New Bradbourne MS Car Park	RS1000D / VXHS 20092	PTZ	Samsung Camera	Network IP
Bh2 1	Buckhurst 2 Car Park Ground Floor / Pedestrian entry north	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 2	Buckhurst 2 Car Park Ground Floor / Pedestrian exit north	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP

Agenda Item 9

Bh2 3	Buckhurst 2 Car Park	Ground Floor / P&D 2	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 4	Buckhurst 2 Car Park	Ground Floor / Ramp up	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 5	Buckhurst 2 Car Park	Ground Floor / P&D 3	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 6	Buckhurst 2 Car Park	Level 1 / P&D 4	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 7	Buckhurst 2 Car Park	Ground Floor / Pedestrian exit north	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 8	Buckhurst 2 Car Park	Ground Floor / P&D 2	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 9	Buckhurst 2 Car Park	Ground Floor / Ramp up	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 10	Buckhurst 2 Car Park	Ground Floor / P&D 3	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 11	Buckhurst 2 Car Park	Level 1 / P&D 4	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 12	Buckhurst 2 Car Park	Level 1 & 2 Ramp	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 13	Buckhurst 2 Car Park	Level 1 / P&D 5	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 14	Buckhurst 2 Car Park	Level 2/ P&D 6	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 15	Buckhurst 2 Car Park	Level 2&3 Ramp up	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 16	Buckhurst 2 Car Park	Level 2/ P&D 7	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 17	Buckhurst 2 Car Park	Level 2 / Pedestrian entry south	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 18	Buckhurst 2 Car Park	Level 2 / Pedestrian exit south	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP
Bh2 19	Buckhurst 2 Car Park	Level 3 / roof central location	RS 1000D / VXHS20086	PTZ	Samsung Camera May 2019	Network IP
Bh2 20	Buckhurst 2 Car Park	Level 3 / roof NW corner	RS 1000D / VXHS20086	PTZ	Samsung Camera May 2019	Network IP
Bh2 21	Buckhurst 2 Car Park	Level 3 / roof NE corner	RS 1000D / VXHS20086	PTZ	Samsung Camera May 2019	Network IP
Bh2 22	Buckhurst 2 Car Park	Ground Level / Cycle store	RS 1000D / VXHS20086	STATIC	Samsung Camera May 2019	Network IP

We have not changed the camera location descriptions from how they appear on the spreadsheets provided by the service. References to “Buckhurst 2 Car Park” should be read as Sevenoaks Town Car Park.

For a map of Westerham Camera Locations, as they correspond to these numbers, see Gold Appendix A.

Camera Number	Westerham CAMERA LOCATION	BT VXHS Circuit Numbers	TYPE	Model	Transmission
501	Darenth car park	VXHS 200833	PTZ	Samsung SDN-550	Fibre
502	Quebec Avenue car park	VXHS 200832	PTZ	Samsung SDN-550	Fibre
503	Market Square corner of London Road	VXHS 200831	PTZ	PTZ H108:V108	Fibre
504	Market Square corner of parish council	VXHS 200830	PTZ	Sanyo	Fibre

For a map of Edenbridge Camera Locations, as they correspond to these numbers, see Gold Appendix A.

Camera Number	Edenbridge CAMERA LOCATION	BT VXHS Circuit Numbers	TYPE	Model	Transmission
401	Station Way opposite Enterprise Way	VXHS 201106	PTZ	Mici 400	Fibre
402	Four Elms Road opposite Fircroft Way	VXHS 201107	PTZ	Siemens CCCDS	Fibre
403	Leisure centre	VXHS 200822	PTZ	Videcom dome	Fibre
404	High Street outside Tesco	VXHS 200823	PTZ	Siemens CCCDS	Fibre
405	Market Square Car park	VXHS 200832	PTZ	VCL microsphere	Fibre
406	High Street opposite Church Street	VXHS 200825	PTZ	Samsung SDN-550	Fibre
407	Roundabout at end of the High Street	VXHS 201105	PTZ	Samsung SDN-550	Fibre

Agenda Item 9

SDC Reception Cameras (including audio!)

RECEPTION Camera Number	Reception CAMERA LOCATION	Circuit	TYPE	Model	Transmission
SDC 1	Back of Reception area*	Coax Cable SDC	STATIC	Hik Vision Mar 2019	Network IP
SDC 2	Staff internal door lift and stair area	Coax Cable SDC	STATIC	Hik Vision Mar 2019	Network IP
SDC 3	Reception front counter and front door*	Coax Cable SDC	STATIC	Hik Vision Mar 2019	Network IP
SDC 4	Internal front door*	Coax Cable SDC	STATIC	Hik Vision Mar 2019	Network IP
SDC 5	Police Reception Area*	Coax Cable SDC	STATIC	Hik Vision Mar 2019	Network IP
SDC 6	Reception PC's and paying in machine*	Coax Cable SDC	STATIC	Hik Vision Mar 2019	Network IP
SDC 7	Interview room 1*	Coax Cable SDC	STATIC	Hik Vision Mar 2019	Network IP
SDC 8	Inerview room 2*	Coax Cable SDC	STATIC	Hik Vision Mar 2019	Network IP
SDC 9	Booth*	Coax Cable SDC	STATIC	Hik Vision Mar 2019	Network IP
SDC 10	Benefits room 1*	Coax Cable SDC	STATIC	Hik Vision Mar 2019	Network IP
SDC 11	Benefits room 2*	Coax Cable SDC	STATIC	Hik Vision Mar 2019	Network IP
SDC 12	Back of both Benifits rooms*	Coax Cable SDC	STATIC	Hik Vision Mar 2019	Network IP
SDC 13	Interview room 5*	Coax Cable SDC	STATIC	Hik Vision Mar 2019	Network IP
SDC 14	Outside Front door to council offices	Coax Cable SDC	STATIC	Hik Vision Mar 2019	Network IP

At the time of writing there is audio recording on all the reception cameras in the above list, with the exception of numbers 2 and 14.

Other Camera Locations

Cameras at Lullingstone Castle

Camera Number	Lullingstone CAMERA LOCATION	Circuit	TYPE	Model	Transmission
601	Visitors car park entrance/exit road	VXHS 20234	PTZ	Samsung SDN-550	Fibre
602	Visitors car park/ Visitors centre entrance	VXHS 20234	PTZ	Samsung SDN-550	Fibre
603	Rear of visitors centre	VXHS 20234	PTZ	Concept pro	Fibre

Cameras at Dunbrik Depot

Camera Number	Dunbrick CAMERA LOCATION	BT VXHS Circuit Numbers	TYPE	Model	Transmission
506	Main Gate		PTZ	Concept pro	Fibre
507	Vehicle wash bays	VXHS 20237	PTZ	Hik Vision	Fibre
508	Back of offices	VXHS 20088	PTZ	Samsung SDN-550	Fibre
509	Work Shop area	VXHS 20089	PTZ	Samsung SDN-550	Fibre

More cameras at Dunbrik Depot

Dunbrick CAMERA LOCATION	Other info	TYPE	Transmission
Dunbrik Store Room	Recorded on site on a DVR and monitor	Static	Network IP
Dunbrik Store Room	Recorded on site on a DVR and monitor	Static	Network IP
Dunbrik Store Room	Recorded on site on a DVR and monitor	Static	Network IP
Dunbrik Store Room	Recorded on site on a DVR and monitor	Static	Network IP
Dunbrik Managers Office	ANPR on front gate recorded on site on a DVR and monitor	Static	Network IP
Dunbrik Managers Office	Recorded on site on a DVR and monitor	Static	Network IP
Dunbrik Managers Office	Recorded on site on a DVR and monitor	Static	Network IP
CCTV Manager Office	CCTV corridor	Static	
CCTV Manager Office	CCTV Control Room	Static	Network IP

This page is intentionally left blank

Appendix 3: Note from Crown Prosecution Service website on the scope of prosecution costs

The screenshot shows a web browser window with the address bar displaying <https://www.cps.gov.uk/legal-guidance/costs>. The page title is "The scope of Prosecution Costs".

Getting Started

The scope of Prosecution Costs

Prosecution Costs exclude the costs of the investigation, which must be met by the police. Investigation costs include:

- Obtaining sufficient evidence either at the initial stage or later at CPS request;
- Re-interviewing witnesses;
- Seeking medical or expert evidence as part of the investigation, (where a witness is required to attend Court, the cost of the attendance falls on the CPS).

This is now set out in the Criminal Costs Practice Direction which provides at paragraph 3.7 that:

"Generally it will not be just or reasonable to order a defendant to pay costs of investigation which the prosecutor itself will not satisfy."

Where police provide assistance in providing items in the Prosecution process, the cost falls on the CPS e.g. although the cost of providing initial material to review the case falls on the police, if they were to provide extra copies for the purpose of court presentation this cost will fall on the CPS.

The CPS can only apply to recover costs directly incurred. It cannot recover costs incurred by any other agency. Fees, costs and other expenditure incurred by the police, including the cost of bringing absconders from bail to the court, must not be included in the CPS application. However where the CPS is going to reimburse the agency concerned and the costs are just and reasonable then they can be included within the scope of the prosecution costs application, see *Balshaw v Crown Prosecution Service* [2009] 2 Cr.App. R (S) 109. In this case the costs order included the fees for an accountancy report commissioned by the police. This report was not part of the initial investigation, but was commissioned after charge and might equally have been commissioned by the CPS rather than the police. Since the CPS acknowledged its obligation to pay the fees to the police, and given that the report formed an important part of the CPS's presentation of the case, it was just and reasonable to include it within the costs order. This case is referred to at paragraph 3.7 of the Criminal Costs Practice Direction, concluding that:

"Where substantial research is required in order to counter possible defences, the court may also award costs in respect of that work if it considers it to be justified."

<http://www.judiciary.gov.uk/publications-and-reports/practice-directions/criminal-practice-directions>

This page is intentionally left blank

Appendix 4 – Note on Dummy Cameras

SDC systems do not contain dummy cameras.

The surveillance camera commissioner, information commissioner, and (implicitly) the CCTV code of conduct, makes clear that dummy cameras, or cameras that have ceased to function, ought to be removed from public space camera systems.

It is a well-known industry norm that dummy cameras are not acceptable as part of local authority surveillance systems¹. To illustrate this fact, we present the following extract from an email sent from the officer of the Surveillance Camera commissioner, Tony Porter and on his behalf (the full email is contained later in this appendix).

“...cameras should be removed if they are not required. On the issue of switching the camera off, the Surveillance Camera Commissioner does not support the use of dummy cameras. Surveillance cameras should be transparent open and well run. Dummy cameras aim to deceive the public and undermine this principle.”

One school of thought suggests the privacy impact of cameras is only in the fact that data collected might be abused by council officers, police, or someone surreptitiously gaining access to data. Such a school of thought (probably the view being alluded to at that initial scrutiny committee) suggests that if a camera doesn't collect data it cannot have a privacy impact, while it still may have a deterrent effect. There are two objections to this. The first is that the existence of some dummy cameras would undermine any deterrence, not just of dummy cameras, but of real cameras too.

The other reason dummy cameras are discouraged is that actively seeking to give innocent people the feeling that they are being watched by an unseen observer does, itself, result in a failure to assure people of their privacy. This applies whether that observer (human or digital) observes in real time, or recorded for the future. Behaviour is altered and, in many, anxiety is raised.

Unsurveilled, low crime, public space is, fundamentally, more valuable to a free society, than space under surveillance.

Agenda Item 9

Email response from the office of the Surveillance Camera Commissioner

Dear George,

Thank you for your email to the Surveillance Camera Commissioner's mailbox.

The Surveillance Camera Commissioner (SCC) regulates the use of surveillance camera systems by relevant authorities (the police and local authorities) pursuant of the Protection of Freedoms Act 2012. He does not regulate the use of domestic CCTV systems or systems operated by other organisations, nor does he have powers which enable him to inspect or audit CCTV systems, enforce laws or otherwise impose a financial or other sanction. The role of the Commissioner is advisory.

Relevant authorities have to pay due regard to the Code. If your organisation is not a "relevant authority" and does not have to comply with the Surveillance Camera Code of Practice, the principles contained in the Code will support you in meeting your data protection and legal responsibilities.

The intrusive capabilities of CCTV means that there will need to be careful consideration of the impact it will have on privacy and how it can be used in a way that is sensitive and transparent. To assist you, Principle 1 of the Surveillance Camera Code of Practice states - surveillance camera systems operating in public places must always have a clearly defined purpose or purposes in pursuit of a legitimate aim and necessary to address a pressing need (or needs).

I would recommend that you complete a self-assessment tool and data protection impact assessment to help you comply with the surveillance camera code of practice and legal requirements. These resources are free and can be found on the Surveillance Camera Commissioner's website:
<https://www.gov.uk/government/news/launch-of-the-online-toolbox>.

Ideally, the cameras should be removed if they are not required. On the issue of switching the camera off, the Surveillance Camera Commissioner does not support the use of dummy cameras. Surveillance cameras should be transparent open and well run.

Dummy cameras aim to deceive the public and undermine this principle.

I trust that you find this to be helpful.

Kind regards

Ola

Ola Akande
Policy Support Officer
Surveillance Camera Commissioner
Home Office/2 Marsham Street/London/SW1P 4DF

-----Original Message-----

From: George Pender
Sent: 17 July 2019 00:41
To: Surveillance Camera Commissioner <scc@scccommissioner.gov.uk>

Dear Tony Porter,

I have a question about what should happen with cameras which are identified as no longer having a pressing need.

Should such cameras be actually removed? Is it acceptable instead to choose to switch the camera off but to leave it up (perhaps as a continuing deterrent)?

Best regards,

George

Appendix 5 - New Information on Security of Data Pipeline

Very late in the process of putting together this report we were able to confirm that, for the last month or so⁴¹, the cupboard housing the CCTV computer in New Ash Green has been left with the door open (i.e. unlocked and somewhat ajar).

This means that any member of the public, with no expertise, could have walked in and turned off the New Ash Green CCTV (for example, by switching off the power to the computers). To be clear, these are the computers which sit in the data transmission chain between the New Ash Green cameras themselves, and the link to Argyle Road.

The group does not have sufficient expertise to determine whether, in addition to being able to turn the NAG system off/on, someone who knew what they were doing could either:

- A. Exfiltrate data from the systems
- OR
- B. Infiltrate false data into the system (such as a loop of “nothing to see here” footage).

When alerted to this the CCTV manager seemed to be inclined to blame the owner of the shopping centre and/or his staff.

While the owner of the shopping centre had put some of his own possessions at risk of theft (the cupboard also contained various tools etc.) there was no indication that any items had, in fact, been taken.

Although we do not, at this stage, wish to open up the whole report we do, nonetheless, think it is worth reporting the existence of a de facto policy delegating the data security of the council’s CCTV systems, to the owner of the New Ash Green Shopping centre.

⁴¹ This was probably from at least mid-January until the 9th of March 2021, at which point Cllr. Pender was able to confirm the facts, and alert the CCTV manager.

This page is intentionally left blank



Understanding the effectiveness of CCTV: Displacement, Deterrence and Detection

**An overview of research prepared for Sevenoaks District Council
June 2020**

Dr Emmeline Taylor
Associate Dean (Research and Enterprise)
School of Arts and Social Sciences
City, University of London
Emmeline.taylor@city.ac.uk



Introduction.

Upon invitation by Councillor George Pender, this document has been prepared to provide an overview of research on closed circuit television (CCTV). The remit is to provide an overview of academic and other credible research into the effectiveness of CCTV, taking into account the privacy implications and alternative crime control measures. Dr Emmeline Taylor, Associate Professor in the Department of Sociology, at City, University of London, has prepared the document and has received no remuneration or other incentive to do so.

The following should be read with the caveat that as visual surveillance technologies have become hugely diversified – to include aerial drones, body-worn cameras, and dashcams, as well as incorporating sophisticated features such as live facial recognition, etc., the intensity of academic research on the role and effectiveness of CCTV (particularly council owned and/or operated CCTV) has reduced. As such, findings from studies are now somewhat dated.

What is CCTV ?

Discussion about ‘CCTV’ often proceeds as if all systems are large the same with similar design, operation and management, but in reality CCTV systems differ hugely to the point that no two are identical. CCTV systems vary greatly from basic schemes, involving a handful of cameras without any ongoing monitoring, to complex integrated networks that can feature automatic zoom, night vision, facial recognition, thermal imaging, automatic number plate recognition (ANPR), tracking devices, ‘talking’ cameras and so on that are monitored continuously. Many systems have now shifted from analogue to digital which has not only changed the way CCTV is operated but also altered its characteristics, providing for higher resolution and frame rates, improved retrievability and increased data retention periods due to greater storage capacity. A



new generation of 'intelligent' or 'smart' cameras, combining visual surveillance with biometrics, for example, is demanding a reconsideration of what CCTV is, whether it 'works' and what the implications are for intruding on personal freedoms. Concurrent to technological advances, an evidence-base is emerging about how CCTV functions. This is informing system design and the conditions under which CCTV is operated (such as improved lighting, the position and number of cameras and quality of image).

A 3D vision of CCTV: Deterrence, Displacement and Detection

It is a pertinent time to reflect upon the use of CCTV. As some areas withdraw funding from their CCTV systems, others are expanding coverage and upgrading to Intelligent CCTV (ICCTV) or 'smart' CCTV supplemented with facial recognition and a range of other capabilities.

The evaluation of CCTV has produced mixed and what often appear to be contradictory findings. There is now a range of studies of the effectiveness of CCTV in different countries and in different settings, and it is only possible to highlight some of the key elements which impact on effectiveness here. However, it is important to stress that there have been relatively few independent evaluations by professional researchers, and many scholars believe the quality of the 'evidence' demonstrating efficacy to be poor. In light of this, a number of systematic reviews have been undertaken to draw together a meta-analysis of evaluations that meet certain prescribed criteria, usually those adhering to a pre-test/post-test control group design. In 2002, a systematic review was produced synthesizing the findings from 22 studies on the effectiveness of CCTV across three main settings: city centres, public transport and car parks. The impact that the CCTV systems had on crime was summarised as follows:



Half (11) found a desirable effect on crime and five found an undesirable effect on crime. Five evaluations found a null effect on crime (i.e., clear evidence of no effect), while the remaining one was classified as finding an uncertain effect on crime (i.e., unclear evidence of an effect).¹

It is evident that the findings from the meta-analysis were clearly inconclusive, similar to previous reviews that had also reported mixed findings. In 2008, Welsh and Farrington conducted a further systematic review, this time including 44 evaluations of CCTV. They provided the following overview:

The results suggest that CCTV caused a modest (16%) but significant decrease in crime in experimental areas compared with control areas ... largely driven by the effectiveness of CCTV schemes in car parks ... Schemes in most other public settings had small and nonsignificant effects on crime.²

While useful for providing an insight into effectiveness, the reviews do little to assist in understanding *why* CCTV can be effective in some contexts but only have limited, if any, impact in others. In practice, there are a number of ways in which CCTV can work; that is, there are a variety of ways in which it can be considered effective or not effective.

Understanding the effectiveness of CCTV can be usefully understood using the '3D model' which examines the deterrence, displacement and detection of CCTV systems.

¹ Welsh, B.C. and Farrington, D.P. (2002) *Crime Prevention Effects of Closed Circuit Television: A Systematic Review*. Home Office Research Study 252. Home Office Research, Development and Statistics Directorate.

² Welsh, B.C. and Farrington, D.P. (2008). *Effects of Closed Circuit Television Surveillance on Crime*. The Campbell Collaboration. London. The full report can be downloaded here: <https://onlinelibrary.wiley.com/doi/10.4073/csr.2008.17>



Deterrence

Deterrence refers to the potential for CCTV to prevent a criminal act from taking place. Quite simply the idea is that a would-be offender decides not to commit a criminal act because there is a CCTV camera in the vicinity and the individual perceives it to heighten the risk sufficiently.

The crux of the deterrence capability lies in the claim that offenders are rational beings that weigh up the benefits and risks of committing crime. If CCTV is interpreted as a risk that cannot be easily overcome, it might prevent a crime from taking place in that location.

Research has shown that CCTV is least effective at deterring violent crimes. Although comparatively rare, it is these crimes that the public report being most fearful of. So called 'expressive crimes', particularly those involving drugs or alcohol, are unlikely to be prevented by cameras because offenders are not in a rational mindset. CCTV can impact on premeditated crimes that involve a certain level of cognition and thought process, usually property crimes, but many studies report that offenders are not overly concerned about the threat presented by CCTV because they believe they can easily evade it.

Clearly the potential for deterrence, and the ability of CCTV to increase feelings of safety amongst the public, is predicated on both offenders and members of the public actually knowing that CCTV is in operation in the first place. In all likelihood those with criminal intention, particularly rational offenders, will have heightened awareness of the cameras as they will feature in their weighing up of the benefits and risks of their chosen offence. Moreover, even when they are aware of the cameras they need to believe that they represent a threat, and even some serious offenders don't view them as a major risk; some thieves for example note that stealing regularly and rarely being caught is an indication that cameras are a risk that can mostly be managed. The key



finding from research with offenders is that CCTV is much more of a threat if it is associated with a police or other security response.

Another important dimension to the deterrence capability is that it is vulnerable to changes over time. Initial deterrence can wane, particularly as offenders familiarise themselves with the location of the cameras and operation of the system, and especially as crimes go undetected or are not followed up.

Detection

Detection refers to the use of CCTV footage after the event has taken place – either bringing an otherwise unreported incident to attention or the footage is used to aide investigations.

It has been argued that since the London bombings in July 2005, the role of CCTV has shifted from being primarily deterrence to data and intelligence gathering. Under some circumstances footage can be used to aide investigations, identify offenders, eliminate suspects and seek witnesses. However, its capabilities as a crime detection tool should not be overstated as many crimes are not solved as a direct result of CCTV, even when relatively clear footage exists. Returning to the idea of rational criminals, offenders can simply evade detection by wearing hats, scarves, glasses; interfering with the cameras; or even damaging them so that they are no longer operable. On the plus side using CCTV as a reactive forensic tool is cheaper as it avoids expensive monitoring costs.

Displacement

Displacement refers to when the introduction of situational crime prevention measures (e.g. lighting, CCTV, alley gates) in one location simply moves the crime problem to another, nearby location.



The displacement of crime has been a pervasive concern in relation to situational crime prevention measures; this centres on the danger that rather than prevent crime it merely moves it and sometimes to less protected targets in poorer areas. Criminologists have long noted that displacement can take a variety of forms, including:

- Spatial/Geographical Displacement—the same crime is moved from one location to another.
- Temporal Displacement—the same crime in the same area but committed at a different time.
- Tactical Displacement—the offender uses new means (*modus operandi*) to commit the same offence.
- Target Displacement—offenders choose a different type of victim within the same area.
- Functional Displacement—offenders change from one type of crime to another, for example from burglary to robbery.
- Perpetrator Displacement—occurs where a crime opportunity is so compelling that even if one person passes it by, others are available to take their place.

Determining whether displacement has occurred is not straightforward. A large problem is that various studies have used different measurements on different types of cameras in different contexts make generalising unwise. Indeed, although early work on CCTV pointed to evidence of crime displacement the outcome from more recent studies is far from conclusive, for example:

CCTV can spatially displace crime but it does not do so frequently or universally across offence types or space. (Waples et al., 2009: 221)

There was no or minimal crime displacement in the surrounding area caused by CCTV operation. (Hyeon Ho Park et al., 2012: 190)



Displacement is directly caused by the installation of the video cameras and not by other factors, since criminal activity has barely changed on the streets that are further away, that is, those in the control area with similar characteristics to the streets adjacent to the area controlled by video cameras in the experimental area. (Cerezo, 2013: 234)³

The evidence, inconclusive as it is, suggests that CCTV may well displace crime, and taking account of this possibility is an important element in the design and operation of any CCTV scheme.

There is one other point on this issue, and that is that sometimes rather than displacement there can be a diffusion of benefits, that is the fact that there are cameras in one area can mean benefits accrue in other areas. Here too there is a need to note that findings are likely to be affected by a range of characteristics of context but the possibility of diffusion is a real one.

Disinvestment and the cost of CCTV

In recent years, there has been a disinvestment in some CCTV systems or a substantive change in their mode of operation. For example, Freedom of Information requests responded to by 209 of 326 local authorities in England found that 46 councils reported a reduction in the number of CCTV cameras in operation since 2010. According to the figures, the Craven District Council in North Yorkshire no longer has any CCTV cameras

³ Waples, S., Gill, M. and Fisher, P. (2009). CCTV and Displacement: Evidence from a National Evaluation. *Criminology and Criminal Justice*, 9(2), May, 207–224.

Hyeon, H.P., Gyeong, S.O. and Seung, Y. (2012). Measuring the Crime Displacement and Diffusion Effects of Open Street CCTV in South Korea. *International Journal of Law, Crime and Justice*, 40(3), September 2012, 179–191.

Cerezo, A. (2013). CCTV and Crime Displacement: A Quasi-experimental Evaluation. *European Journal of Criminology*, 10(2), 222–236.



under its jurisdiction, a reduction from seven in 2010. In Trafford, Greater Manchester, there was a 53% reduction, from 245 cameras in 2010 to 115 in 2013. The third-highest cut was 48% in Blackpool, from 151 cameras to 79.⁴

The vast majority of cameras are privately owned and operated; the BSIA (2013) estimates that just 1 camera in 70 is state owned and so some Local Authorities are opting to rely on the large-scale provision of private systems rather than spend on their own. Some view the amount of private CCTV cameras positively and welcome the additional security function provided by the private sector, whereas others believe the use of CCTV by private entities raises serious issues of regulation and accountability regarding the processing of personal data.

The ongoing costs of CCTV are likely to also form part of the reasons underpinning disinvestment. CCTV is not cheap. In the United Kingdom, it has been estimated that more than £250 million of public money was spent on CCTV over the ten-year period of 1992 to 2002, but this is likely to be a gross underestimate. Government funding was mostly dedicated to the purchase of equipment and infrastructure, and it was largely left to local governments (and to a lesser extent the police) to support substantial ongoing expenditure to operate, monitor, maintain and upgrade systems. Drawing upon a range of available data, Norris et al. (2004: 112) estimated that over the decade 1994–2004 ‘around £4–5 Billion has been spent on the installation of CCTV and maintenance of CCTV systems in the UK, and this excludes the monitoring costs associated with these systems’.

Recognising that one of the main costs of CCTV is monitoring staff, some areas have switched to recording rather than proactively monitoring live camera images. The footage is then only accessed if an incident is detected by another means. This development is stimulating growth in products that can automate the detection of

⁴ Merrick, J. and Dugan, E. (2013). Watch Out – Fewer CCTV Cameras about. *The Independent*. Accessed November 11, 2013, from www.independent.co.uk/news/uk/home-news/watch-out--fewer-cctv-cameras-about-8527928.html



suspicious behaviour. Some believe that this will have a negative impact on effectiveness, whereas others perceive it to be a more efficient use of resources.

Conclusion

Research has begun to untangle the capabilities and limitations of CCTV, and many studies have been important in offering new insights and understanding about how CCTV works and the impact it can have. However, at present, research has neither kept pace with the changing technological possibilities nor tried to seriously take account of them. This limits the ability to be precise about how CCTV can best be deployed to optimize effectiveness while safeguarding privacy and civil liberties. Despite the mass of studies that have been undertaken, we still know relatively little about when and how CCTV works best. Indeed, some of the initial research questions, including, for example, whether CCTV is a deterrent against crime, whether CCTV poses a serious impediment to offenders of common offences, whether CCTV makes people safer, whether CCTV is more effective than the alternatives on a range of criteria, determining the types of measures that best complement CCTV, and the extent to which CCTV poses dangers to civil liberties are still largely unknown, and not least for different types of CCTV systems. As such, arguments for and against CCTV are based on limited evidence.

It is important to chart the progress of security cameras. A key area of growth over the next decade will be in the peripheral products that can be used alongside standard visual systems to aid analytics. Many new types of cameras are emerging, including at the time of writing, different types of point-of-view (POV) or body-worn cameras which are affixed to the head or chest to monitor, for example, interactions between the public and police. Facial recognition is becoming more sophisticated and mainstream, as are cameras with audio capabilities that can record conversations as well as images. Increasingly aerial surveillance from unmanned aerial vehicles (UAVs), commonly referred to as 'drones' is generating new concerns about the ethical



operation of cameras and the personal freedoms they impede. Moving forward CCTV is likely to remain a part of the security landscape. However, despite the huge appetite that appears to remain for visual surveillance, the effectiveness of CCTV should never be taken for granted.

This page is intentionally left blank

Document is Restricted

This page is intentionally left blank

Document is Restricted

This page is intentionally left blank

Document is Restricted

This page is intentionally left blank