

RUGBY FIRST LIMITED

Closed Circuit Television

Evaluation Report
2016

Presented by

JAS Associates Limited

Rugby First Limited CCTV Evaluation Report
1st January 2016 – 31st December 2016
British Standard 7958

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1.0 METHODOLOGY

In order to comply with the requirements of British Standard 7958, Closed Circuit Television (CCTV) Management and Operation – Code of Practice and the recommendations contained in the Information Commissioners Data Protection Code of Practice for Surveillance Cameras and Personal Information published in 2014 and the Surveillance Camera Codes of Practice, Rugby First Limited commissioned JAS Associates Limited to conduct an evaluation of the Rugby CCTV system that has been monitored in the dedicated CCTV Control Room during the period of evaluation.

Whilst the Information Commissioners CCTV Code of Practice and the Surveillance Camera Code of Practice mention that a review should be undertaken that assesses the effectiveness of the system, British Standards are specific in the criteria required to be covered by such an evaluation. However, the afore-mentioned Codes of Practice agree that the results of the evaluation should be publicly available.

The topics required to be covered by the British Standard are as follows:

- a) a description of the scheme and the geographical area(s) of operation the schemes policy statement
- b) the purpose and scope of the scheme
- c) any changes to the operation or management of the CCTV scheme
- d) any changes that have been made to the policy
- e) any proposals to expand or reduce the operation of the scheme
- f) the aims and objectives for the next 12 months.

The British Standard also requires the following information to be included within the evaluation:

- a) the number of incidents recorded by the scheme
- b) the number of incidents reported to the police and where appropriate other bodies
- c) an assessment of the CCTV scheme's impact on crime levels and types of crime in the area covered by the scheme.

As Rugby First Limited CCTV Control Room is accredited to the above mentioned British Standard, therefore the following evaluation will focus on the content of that Standard as outlined above.

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2.0 INTRODUCTION

2.1 Description of the scheme

There are 62 cameras installed within Rugby, most of which are fully functional. The system has been designed to address the purposes of the scheme outlined later in this evaluation. The system is now being monitored and recorded by Rugby First CCTV Control Room and is recorded throughout 24 hours, 365 day a year.

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3.0 POLICY STATEMENT AND SCHEME DESCRIPTION

3.1 Closed Circuit Television

The scheme initially comprises of cameras located in specific external locations with control, monitoring and recording facilities at a dedicated location. A problem orientated process was utilised to assess the appropriateness of CCTV in the area subject of this evaluation. The cameras have therefore been sited to capture images that are relevant to the purposes for which the scheme has been established. The purposes of the CCTV scheme are outlined later in this report.

3.2 Ownership

The scheme is owned by Rugby First Limited who is responsible for the management, administration and security of the system. Rugby First Limited will ensure the protection of individuals and the public by complying with the Codes of Practice.

Should the public wish to make contact with the owners of the scheme they may write to:

The CCTV System Manager
Rugby First Limited
PO BOX 4481
Rugby
CV21 9DU

The above contact point will be available to members of the public during office hours. Enquirers will be provided with the relevant documentation on request.

3.3 Policy Statement

To promote public confidence by developing a safe and secure environment for the benefit of those employed, visiting or using the area.

To inspire public confidence by ensuring that all public area Closed Circuit Television (CCTV) systems which are linked to Rugby First Limited's CCTV Control Room are operated in a manner that will secure their consistent effectiveness and preserve the civil liberty of law abiding citizens at all times.

4.0 THE PURPOSE AND SCOPE OF THE SCHEME

4.1 Purposes of the scheme

The following objectives have been established for the Rugby First Ltd's CCTV systems:

- a) reducing the fear of crime
- b) deterring and preventing crime
- c) assisting in the maintenance of public order and reducing offences involving vandalism and nuisance
- d) providing high quality evidence which may assist in the detection of crime and the apprehension and prosecution of offenders
- e) protecting property
- f) providing assistance with civil claims
- g) providing assistance with issues relating to public safety and health
- h) providing assistance and reassurance to the public in emergency situations

4.2 Scope of the scheme

The cameras have been sited to capture images which are relevant to the purpose for which the scheme has been established.

The scheme will be operated fairly, within the applicable law and only for the purposes for which it is established or which are subsequently agreed in accordance with the Code of Practice.

Operators are aware of the purpose(s) for which the scheme has been established and that the CCTV equipment is only used to achieve the identified purposes.

The scheme will be operated with due regard for the privacy of the individual.

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Before cameras are placed in residential areas the residents in that area will be consulted concerning the proposed system. The results of the consultation will be taken into account he public interest in the operation of the scheme will be recognised by ensuring the security and integrity of operational procedures.

The system will only be operated by trained and authorised personnel.

An evaluation of the scheme will be made annually and this will be available to the public at specified locations.

Rugby First Limited and partners support the individual's right to privacy and will insist that all agencies involved in the provision and use of Public CCTV systems connected to Rugby First Limited's CCTV Control Room accept this fundamental principle as being paramount.

The scheme aims to provide surveillance of the public areas in order to fulfill the purposes of the scheme. The area protected by CCTV is indicated by the presence of signs. The signs are placed so that the public are aware that they are entering a zone which is covered by surveillance equipment. The signs state the organisation responsible for the scheme, the purposes of the scheme and a contact telephone number. Data will not be held for longer than necessary and disposal of information will be regulated.

The scheme is registered with the Information Commissioner. The registration number is Z8185981. The scheme will be managed in accordance with the principles of the Data Protection Act 1998, Human Rights Act 1998 and all other relevant legislation.

Reviews of Data Protection and Legal requirements are taken annually.

4.3 Personnel

All personnel involved with the monitoring of CCTV have or are in the process of being security screened in accordance with British Standard 7858.

4.4 Training

All employees engaged in the monitoring and operation of CCTV have been trained or are in the process of being trained to the required Security Industry Authority criteria. The training undertaken is a nationally recognised qualification, in accordance with British Standards and is part of continuous development for CCTV operators.

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4.5 Operation of the scheme

The system is operated in accordance with a recognized Code of Practice and Procedural Manual. The scheme is registered with the Information Commissioner, details of which can be obtained from the Information Commissioners web site. The scheme operates within the requirements of the Data Protection Act 1998, Human Rights Act 1998 and relevant legislation.

4.6 Audit

As mentioned in the introduction to this report the scheme is required to be independently monitored this includes a review of the scheme's operation and working practices.

An audit has been undertaken on 3rd April 2017 prior to this evaluation report which considered the following:

- a) the level of attainment of objectives and procedures.

The level of attainment of objectives is covered in the main evaluation. The statistics relate to the 2016 period. Procedures are governed by the Code of Practice and Procedural Manual, these were reviewed and comply with relevant processes and legislation in particular the Data Protection Act 1998 and Human Rights Act 1998.

- b) random audits of the data log and the release of information

All administrative documentation, which incorporate the release of information and incident reports in connection with this scheme were examined and all appear to be completed in accordance with the Procedural Manual.

- c) the review policy

The review policy is outlined within the Code of Practice. Procedures are reviewed on an ongoing basis in order to comply with procedures and legislation.

- d) standard of costs for the release or viewing of material

The cost was set by the Information Commissioner at £10.00 and remains the same. There have been no Subject Access Requests during 2016.

- e) legislation

At the time of the above audit all legislative requirements appear compliant.

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5.0 CHANGES IN OPERATION, MANAGEMENT OR POLICY

As reflected in the Code of Practice, any major changes to the Code of Practice take place only after consultation with the relevant management group and upon agreement of the organisation with a participatory role in the operation of the system.

5.1 Major changes to the code are defined as changes which affect its fundamental principles and shall be deemed to include:

- additions and omissions of cameras to the system
- matters which have privacy implications
- additions to permitted uses criteria e.g. purposes of the scheme
- changes in the right of access to personal data, except statutory requirements
- significant legal implications.

5.2 Minor changes to this Code of Practice are defined as operational and procedural matters which do not affect the fundamental principles and purposes; these include:

- additions and omissions of contractors
- additional clarifications, explanations and corrections to the existing code
- additions to the code of practice in order to conform to the requirements of
- any statutory Acts and changes in criminal legislation

A minor change may be agreed between the manager and the owner of the system.

The Code of Practice is subject to annual review. Regular monitoring may necessitate the introduction of appropriate auditable documentation, procedures, and policies relating to the Data Protection and Human Rights legislation. A copy of the Code of Practice can be obtained by writing to:

The CCTV System Manager
Rugby First Limited
PO BOX 4481
Rugby
CV21 9DU

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6.0 PROPOSALS FOR THE SCHEMES INCLUDING AIMS AND OBJECTIVES

Rugby First Limited's CCTV Control Room utilises the latest technology in Closed Circuit Television. This is seen as being beneficial to all those who visit, reside and work in the area and in particular to those with special needs.

The aims and objectives remain the same and these are the prevention and detection of crime, to reduce the fear of crime and make the area safe environment.

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7.0 STATISTICAL ANALYSIS AND EVALUATION

In order to achieve meaningful evaluation the CCTV scheme must be assessed against specific performance indicators which are relevant to the objectives of the scheme. This can be achieved by utilising baskets of indicators which are divided into the categories of Contextual, Key and Support Indicators.

7.1 Contextual Indicators

Contextual Indicators relate to the circumstances or background surrounding the particular initiative. In this case the purposes of the CCTV are mainly to prevent and detect crime. Indicators will include both British Crime Statistics and Police Recorded statistics for this type of crime.

7.2 Key Indicators

Key Indicators are closely related to the actual objectives of the particular initiative and attempt to measure its effect. This will include the total crime for the police area. Also included in this category will be the number of incidents reported by the Rugby First Limited's CCTV Control Room to police and other agencies.

7.3 Support Indicators

Support Indicators are used to refute or verify the key indicators.

7.4 EVALUATION

7.4.1 Contextual Indicators

The responsibility for the publication of crime statistics transferred from the Home Office to Office of National Statistics (ONS) in April 2012, with the result that the year now starts on 1st July and finishes on 30th June.

The Crime Survey for England and Wales (CSEW) shows an estimated 6.2 million incidents of crime in the survey year ending September 2016; no statistically significant change compared with the previous year's survey.

Following an extension of the coverage of the survey, Experimental Statistics showed there were 3.6 million fraud and 2.0 million computer misuse offences for the first full year in which such questions have been included in the CSEW.

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The inclusion of these new offences yields a new headline estimate of 11.8 million incidents of crime covered by the survey, but it will be another year before a comparable time series is available.

However, trend data on frauds referred to the police showed an annual rise of 3%. Other industry data on financial fraud, the vast bulk of which is unreported to the police, showed there were 1.9 million cases of frauds on UK-issued cards (an increase of 39% from the previous year).

Across all crime types covered, the police recorded 4.7 million offences in the year ending September 2016, an annual rise of 8%. Due to recording improvements affecting comparisons over time, this series is not currently a reliable measure of trends in crime.

CSEW estimates showed no statistically significant change in levels of violence compared with the previous survey, with the underlying trend fairly flat in recent years. While the police recorded an annual rise of 22% in Violence against the person offences, the volume increases were largely driven by changes in recording processes and the inclusion of additional harassment offences within the series.

However, there appeared to be genuine smaller increases in some of the lower volume but higher harm categories of police recorded violence including homicide and knife crime.

7.4.2 Key Indicators

During 2011/2012 Warwickshire saw an increase in recorded crime to 33,891 offences. In 2012/2013 there had been a 13.8% reduction in recorded crime to 29,223 offences. During 2013/2014 there had been a further reduction of 6% in recorded crime to 27,122 offences. During 2014/2015 there was an increase in recorded crime of 4.8%. In 2015/16 there has been an increase in recorded crime of 41% to 48,340 offences.

7.4.3 Analysis of Recorded Crime Levels within Rugby

The type of crimes that CCTV will address are not totally random or isolated events but combine into sets with common features. Such crimes will show patterns and form clusters, these will include times and dates or focus on particular types of property or victims and are committed by a range of methods.

The following table indicates the comparisons over the periods 2010 to 2016 for the types of offences.

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Category	2010	2011	2012	2013	2014	2015	2016
Burglary	28	11	41	21	29	35	31
Vehicle Offences	21	20	15	11	19	17	26
Violence	214	193	176	120	186	164	291
Criminal Damage	75	54	83	47	61	82	86
Other Offences	30	24	29	7	8	14	38
Drugs	41	29	34	21	49	44	39
Shop Theft	144	141	196	258	295	272	241
Other Theft	194	207	236	153	112	130	197
Anti-Social behaviour	425	417	499	432	417	448	415
Public Order			57	32	45	54	70
Robbery			8	7	6	11	7
Total	1172	1096	1374	1109	1227	1271	1441

Table 1: Comparison by category of crime

It can be seen by the above table that within the area covered by Rugby First Limited's CCTV scheme there has been an increase in the recorded crime over the periods under analysis. The predominant increases have been in Criminal Damage, Other Offences, Other Theft, Public Order, Vehicle crime and Violence.

Without a more detailed analysis it is difficult to establish if the CCTV has had a positive effect.

7.5 Support Indicators

7.5.1 Incident Reports

During 2012 there were 4430 incidents recorded by the CCTV operators and this was an increase of 1.1% over the previous period, this equates to 369 incidents per month, compared with 373 in 2011. In 2013 the number of incidents decreased to 4341, however, this has again increased to 4922 incidents in 2014. During 2014 the number of incidents averaged to 410 per month. During 2015 the number of incidents increased to 4999 and the number of incidents averaged to 417 per month. In 2016 the number of incidents increased to 6230 and the number of incidents averaged to 519 per month. The following table shows the categories of incidents and the number recorded:

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Type	2011	2012	2013	2014	2015	2016
Affray	0	0	0	76	54	81
Alarm	113	89	107	149	120	163
Altercation/ Domestic	334	326	283	306	379	271
Animal	20	19	16	33	46	39
Incident Out of town	11	12	0	3	4	13
Anti Social Drinking	41	47	116	89	109	219
Anti Social	332	279	305	320	365	637
Asbo/Bail/Crasbo/Wanted	107	89	144	94	129	209
Assault	174	171	137	134	181	189
Concern/Welfare	138	126	187	211	233	191
Council	67	60	56	36	69	107
Criminal Damage	69	77	75	68	72	83
DIC	48	54	53	45	59	127
Drink	211	320	303	324	375	566
Drugs	67	83	69	63	103	101
Fire	54	20	17	21	16	29
Firearm/Weapon	47	33	21	40	36	49
First Aid	121	134	133	173	175	211
Fraud /Fake/Deception	49	62	80	53	46	101
Fight	0	0	64	0	0	0
Graffiti	5	7	11	5	4	21
Highway	40	55	50	42	65	95
Intel	465	444	316	238	170	369
Lost/Found	48	48	41	64	77	120
Misper Found	185	72	86	87	89	225
Misper	0	0	89	121	127	215
Observation	259	84	142	139	155	157
Other	13	230	19	46	121	117
Police Radio	126	23	17	17	19	19
Public Order	31	23	31	25	30	21
Racial/Religious	14	50	8	8	10	13
Rangers	14	8	0	10	16	15
RTC	58	18	73	71	127	87
Rugby First	324	161	217	135	70	93
Serious Incident	46	68	67	56	26	167

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Sexual	24	196	15	12	42	41
Shoplifting	330	74	462	475	388	349
Suspect Package	4	15	0	5	10	23
Suspect	229	373	226	311	483	240
Test	24	2	31	24	29	19
Theft	143	275	106	97	177	131
Threat to life	19	18	17	21	26	45
Training	10	170	10	8	8	19
Vehicle/Driving Parking	64	15	141	155	259	233
	4478	4430	4341	4922	4999	6230
TOTAL 6230 (4999)						

Table 2: Category of incidents recorded

The most recorded incident category was for 'Anti Social Behaviour', followed by 'Drink'.

7.5.2 Camera Usage

There is a requirement within the Surveillance Camera Code of Practice and the Data Protection Act to justify the continued use of CCTV cameras and the key performance indicator for this are the number of incidents recorded against each camera. The following table provides an indication as to the usage of each camera over the period under review.

Camera Description	2011	2012	2013	2014	2015	2016
1 (Halifax)	465	557	585	931	1092	820
2 (Market Place)	295	291	366	690	344	376
3 (McDonalds)	482	742	822	1290	1694	1140
4 (Drury Lane)	396	436	511	960	1056	744
5 (High St)	718	795	738	1083	1468	800
6 (Sheep St)	269	357	311	804	740	464
7 (Little Church St)	252	277	331	744	500	268

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8 (Church St 8)	748	860	882	1278	1632	1166
9 (Albert/Church St)	669	637	664	1296	1124	762
10 (Church St 10)	517	521	534	1103	968	446
11 (Church/Rail)	361	327	359	1003	588	484
12 (Regent St)	418	1274	324	647	528	426
13 (Chesnut Fields)	152	185	205	534	232	172
14 (Church Walk)	117	105	122	659	288	150
15 (Main Entrance)	4	5	3	27	8	2
17 (James St)	106	105	159	601	184	138
19 (temp60)	555	735	443	Out of use	40	116
22 (High Street)	0	0	0	0	0	62
24 (J Barford roof)	0	0	21	1	0	0
35 (Regent Place)	103	115	115	415	248	158
36 (Albert St)	132	156	158	615	192	144
37 (Railway Terrace Middle)	157	192	156	626	188	58
38 (Bath St)	253	281	270	916	572	376
39 (Wood St)	27	32	69	567	48	30
40 (Masonic Hall)	90	103	131	562	212	126
41 (Hillmorton/Barby Rd)	198	156	186	496	352	182

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42 (Horton Barby)	113	36	65	333	68	38
43 (St Mathew St)	376	275	300	584	464	274
44 (W H Smith)	487	541	640	1088	1464	972
45 (Westway)	20	53	78	324	52	40
46 (Netto)	86	146	192	484	148	154
47 (Newbold Rd)	98	98	96	339	208	174
48/49 (West Way)	42	26	93	279	48	74
50 (ANPR Newbold)	191	201	194	490	364	302
51 (ANPR Everuax Way)	348	293	258	665	648	482
52 (ANPR Railway Terrace)	140	91	138	563	128	104
53 (ANPR Clifton Road)	158	112	138	696	216	182
54 (ANPR Hillmorton Rd)	123	72	73	598	124	98
55 (ANPR Corporation St)	365	350	378	697	584	382
56 (Woodside Park 56)	53	139	912	53	56	46
57 (Woodside Park 57)	109	217	39	71	112	82
58 (Woodside Park 59)	62	132	22	71	76	76
59 (Woodside Park 58)	66	113	32	57	84	58
60 (Library)	3	6	227	919	612	392
61 (Asda C/P)	3	2	19	234	16	16

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62 (Asda Stairs)	3	3	21	238	20	38
63 (Asda/Swan Centre)	3	4	140	646	756	476
65 (Horton Crescent)	5	9	30	428	8	4
66 (A&E)	21	21	18	424	28	6
67 (Middle Entrance)	20	9	21	428	40	14
68 (Far Car Park)	16	18	10	432	28	14
69 (Rear Ken Marriot)	15	11	17	426	28	14
70/71 (Top Entrance)	37	24	28	441	44	22
72 (Door Camera)	0	0	0	34	20	10
73 (Car Park)	0	0	0	149	156	94
81	0	0	0	0	144	110
82	0	0	0	0	144	116
83	0	0	0	0	180	166
84	0	0	0	0	124	122

Table 4: Camera Usage

There were 11,078 uses of the cameras during 2011 and this increased to 12,916 during 2012. In 2013 the number of uses of cameras increased again by 2.5% to 13,241. In 2014 there was a substantial increase to 34,184, however most of this was attributed to the serious incidents mentioned previously and this is now taken into consideration in evaluations. In 2015, number of uses of cameras decreased to 21,970. During 2016, number of uses of cameras decreased to 14,898.

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It should be noted that the number of uses and incidents are different as a number of cameras may have been used on one incident for tracking purposes. The average number of uses for 2011 was 173 incidents, this increased slightly during 2012 to 179 uses followed by 200 uses in 2013. During 2014 the average number of uses per camera increased significantly to 440 and during 2015, decreased to 297. In 2016, number of uses of cameras decreased to 240 uses.

Using a similar principle to that previously adopted with other Local Authorities all cameras registering lower than half the average, this being 120 incidents for the 2016 review are those that require further analysis and have been placed in the 'at risk' list. Those cameras used for specified purposes for example, ANPR, monitoring traffic flows in car parks and special locations which require surveillance for additional reasons, can be excluded from the following list, if appropriate operational requirements exists for the cameras.

Cam No	Incident 2016	Cam No	Incident 2016
15	2	61	16
19	116	62	38
24	0	65	4
37	58	66	6
39	30	67	14
42	38	68	14
45	40	69	14
48	74	70	22
52	104	72	10
54	98	73	94
56	46	81	110
57	82	82	116
58	76		

Table 5: Camera 'At Risk List'

As stated, those cameras that perform a specific task should be removed from the above list. The remaining cameras need to be further assessed.

7.5.3 Reviews

There were 231 police reviews during 2016 compared with 378 in 2015. 351 DVDs were requested by the Police.

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7.5.4 Complaints

A member of the public wishing to make a complaint about the system may do so through Rugby First Limited's complaint procedure. Copies of the complaints procedure are available by writing to:

The CCTV System Manager
Rugby First Limited
PO BOX 4481
Rugby
CV21 9DU

A complaints procedure has been documented. A record of the number of complaints or enquiries received will be maintained together with an outline of the action taken. During the period of evaluation there have been no recorded complaints concerning the schemes in question.

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8.0 CONCLUSION AND RECOMMENDATIONS

8.1 The CCTV Scheme

Whilst it is inadvisable to rely solely on Police statistics to evaluate the effectiveness of CCTV as they are notoriously unreliable due to the complexity of the reporting procedures, it is all that is required to comply with accreditation with the British Standard. More in-depth research would need to be undertaken for a reliable conclusion to be made.

There were 1374 crimes and offences recorded during the 2012 period, however, there was a change in the analytical process. The most predominant offences in all these periods were for anti-social behaviour. In 2013 there were 1109 crimes and offences recorded which equated to a decrease of 19.3%. The most prominent recorded offences were again, anti-social behaviour. In 2014, there was an increase of 9.6% with 1227 offences recorded and anti-social behaviour remained the most prominent. In 2015, there were 1271 offences recorded and anti-social behaviour remained the most prominent. This was an increase of 7.4% compared to the previous period. In 2016, there were 1441 offences recorded and anti-social behaviour remained the most prominent. This was an increase of 11.8% compared to the previous period.

During 2013 there were 4341 incidents recorded by the CCTV operators and this was a decrease of 2.0% over the previous period. During 2014 the number of incidents increased to 4922, with an average of 410 per month. During 2015 the number of incidents increased to 4999, this equated to 297 incidents per month. In 2016 the number of incidents increased to 6230, this equates to 519 incidents per month.

There were 11,078 uses of the cameras during 2011 and this increased to 12,916 during 2012. In 2013 the number of uses of cameras increased again by 2.5% to 13,241. In 2014 there was a substantial increase to 34,184, however most of this was attributed to the serious incidents mentioned previously and is now taken into consideration in evaluations. In 2015, number of uses of cameras decreased to 21,970. During 2016, number of uses of cameras decreased to 14,898.

Using a similar principle to that previously adopted with other Local Authorities all cameras registering lower than half the average, this being 120 incidents for the 2016 review are those that require further analysis and have been placed in the 'at risk' list. Those cameras used for specified purposes for example, ANPR, monitoring traffic flows in car parks and special locations which require surveillance for additional reasons, can be excluded from the following list, if appropriate operational requirements exists for the cameras.

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8.2 Impact assessment

The Information Commissioners CCTV Code of Practice requires makes the following requirements;

“If you are already using a surveillance system, you should regularly evaluate whether it is necessary and proportionate to continue to use it”

“You should review regularly whether the use of CCTV continues to be justified. It is necessary to renew your notification with the ICO annually, so this would be an appropriate time to consider the ongoing use of such systems”

...there should be a periodic review, at least annually of the system’s effectiveness to ensure that it is still doing what it was intended to do. If it does not achieve its purpose, it should be stopped or modified”

Information Commissioners Code of Practice 2014

The purposes and scope of the scheme are detailed in Section four of this report and these include the prevention and detection of offences. Whilst it is not possible to make an assumption that the CCTV system is actually preventing offences it is a component part of the preventative package. To remove or modify the use of the CCTV system may also detract from a further identified purpose, this being to reduce the fear of crime. It is therefore recommended that at present the system is effective in achieving its purpose, however, there appears to be no current research available which indicates the perceptions of the public, residents and those working in the area covered by the cameras and it is recommended that this be addressed in future evaluations.

8.3 Future Evaluations

It is recommended that Rugby First Limited’s CCTV scheme be evaluated on an annual basis as a means of ensuring accountability and compliance with relevant legislation, British Standard 7958 and the Surveillance Camera Code of Practice.