

29 January 2020

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| Report of | Assistant Director of Place & Client Services | Author | Andrew Tyrrell ☎ 282390 |
| Title | Digitalisation of the CCTV Network | | |
| Wards affected | Castle, Mile End, New Town & Christ Church. Old Heath & Hythe, Rural North | | |

1. Executive Summary

- 1.1 This report sets out proposals to replace the existing analogue Closed-Circuit Television (CCTV) system with a modern digital monitoring system. The main objective of the CCTV service is to prevent and detect crime and Anti-Social Behaviour (ASB). It is also in place to support vulnerable individuals, such as those that go missing.
- 1.2 The provision of the CCTV service is currently managed and operated by Colchester Amphora Trading Ltd (CATL), the Council's wholly-owned company, using a team working across both CCTV and the Helpline services. A network of cameras is located across the Town Centre that are monitored day and night by this team of Monitoring Centre Operators.
- 1.3 In their Business Plan (agreed at Cabinet in March 2019), CATL identified that during 2019 they would be actively pursuing opportunities to enhance the CCTV service for the Council and would be developing "a business case to upgrade the CCTV system to a digital platform which will provide additional capability and capacity to monitor areas outside of the Town Centre".

2. Recommended Decision

- 2.1 To approve the upgrading of the CCTV system as set out in the Report and instruct Colchester Amphora Trading Ltd to deliver this project for the Council.
- 2.2 To agree that an additional financial provision be made available in the CCTV capital budget, during 2020/2021, of up to £250,000.
- 2.3 To delegate further decisions related to any related contractual arrangements, legal agreement, financial management, procurement processes, or contract award to the Assistant Director Place & Client Services in consultation with the Portfolio Holder for Commercial Services.

3. Reason for Recommended Decision

- 3.1 The Council supports initiatives that will make our Town Centre cleaner, safer and more welcoming to visitors and residents alike. The investment will provide the Town Centre with a legacy that will provide long term benefits. The new CCTV system will help prevent and detect crime, provide quality evidence to the police for prosecutions and manage emergencies and major incidents.
- 3.2 Colchester's existing CCTV system is an old analogue system that will not remain fit for purpose. The system is experiencing regular breakdowns with repairs proving to be

uneconomic and unsustainable in terms of availability of parts. The analogue system is burdened with the cost of a significant annual service agreement, repairs and replacement of old technology and a significant energy bill all of which can be reduced to partly repay the investment in this much needed upgrade.

4. Alternative Options

- 4.1 Not to upgrade the CCTV system; however, this would miss a once only opportunity to maximised efficiencies in delivery alongside the LFFN Broadband project; it would also mean that the system would not be as good, coverage would not be increased, and the CCTV would remain more expensive to maintain, and would be increasingly prone to failure. This would not realise the economic and social benefits of upgrading the system at this time.
- 4.2 Decommissioning the CCTV system entirely would provide a saving in terms of operational costs and maintenance, but this would be dwarfed by increased costs in other Council services, partner agencies and businesses from removal of this deterrent to crime and ASB. Removal of the service would be likely to have a significant negative impact on Community Safety in the borough and the Council's strategic relationship with key partners, both in terms of loss of coverage in the areas covered by the existing system and the opportunity cost of failing to improve and increase coverage as proposed in this report.

5. Background Information

- 5.1 There is no Statutory Duty to deliver CCTV; however, Section 17 of the Crime and Disorder Act 1998 places an obligation on local authorities to consider the crime, disorder and environmental issues affecting the local area and ensure their activities do all they reasonably can to prevent them. The implementation and monitoring of CCTV is one such activity delivered by Colchester Borough Council that ensures this obligation is met.
- 5.2 CCTV was installed in Colchester based on the needs of the Town Centre at that time and since then we have seen significant development changes. As the requirements have evolved, increasingly that cannot be met by the current system. As it nears “end of life”, the analogue system is burdened with the cost of a significant annual service agreement, repairs and replacement of old technology and a significant energy bill all of which can be reduced to help repay the investment in this much needed upgrade. Picture quality, energy efficiency, and technology generally has moved on.
- 5.3 There are also increasing requests to increase the coverage of CCTV to monitor other areas of the borough, such as Greenstead, Hythe and the emerging Northern Gateway developments on both sides of the A12. Equally, at the heart of the Town Centre there have been requests to provide coverage to Dutch Quarter, Castle Park, Car Park amenity areas as well as connect CCTV at Leisure World to a central monitoring centre. None of the above can be achieved presently, as the current system has no capacity to add additional cameras.
- 5.4 Modern CCTV systems connect cameras to the control room suite using the Internet, rather than by using direct, sometimes lengthy cables (as in the case of the existing assets). The modern IP (internet protocol) cameras can be located in any location where there is internet access (WIFI, copper or fibre access infrastructure). IP cameras could be used to provide coverage of the areas listed in paragraph 5.3.
- 5.5 The deployment of a digital system also means that new areas could have CCTV deployed with a minimum of infrastructure engineering and disruption. Currently, the only way these areas could be connected back to the Town Hall would be by digging the entire distance between them to lay cables.
- 5.6 Modern IP cameras can incorporate PZT (pan, zoom and tilt) functionality, meaning that a single camera can often be used in place of two or more of the older, fixed cameras that did not have this function. Some control room systems also come with the ability to interlink with the Police National Computer for automatic facial recognition of known criminals or sought individuals. In this way, they form an important part of the armoury of dealing with ASB. Equally ANPR can be enabled and send a strong deterrent message to unwanted visitors as well as potentially assisting with future traffic monitoring and management.
- 5.7 The upgrade of CCTV will align to the roll-out of the Local Full Fibre Network (LFFN) programme funded by a grant from DCMS. The LFFN programme, approved by Cabinet on 20 November 2019, will commence in early 2020 with the design of a new fibre network across the town centre and to parts of North Colchester, Greenstead and the Hythe. Installation will take up to a year, with projected completion by the end of 2020. The wider LFFN programme must be completed by March 2021.

- 5.8 Aligning to the LFFN programme will deliver significant cost efficiencies for the CCTV upgrade and without this the upgrade could prove financially unviable. The approach to the upgrade if approved will be as follows:
- Full condition survey – (completed), has highlighted the full scope and condition of the ducting, the need to replace the cabinets and secure safe electrical connections
 - Network and system design
 - Tender, evaluation and appointment of contractors
 - Upgrade of monitoring centre to include working environment and operating system
 - Roll out of LFFN including the installation of new digital cameras on a location-by-location basis making the installation cost effective with one contractor completing all works at each location first time
- 5.9 This approach will enable the system to be operational for longer and the programming of it will be aligned to funding sources from Section 106 (funds from which will go to the purchase of cameras and those works connected with their installation). It is proposed to take the following approach to the phases of the upgrade:
- Upgrade existing system and coverage that covers the Town Centre only
 - Extend coverage across the Town Centre
 - Extend coverage to Northern Gateway to monitor the Sports Park
 - Extend Coverage to Castle Park
 - Connect Leisure World to central monitoring
 - Agree extension to neighbourhoods where there is justification under POFA
- 5.10 There is strict guidance on surveillance system, and this must be considered for the location and use of CCTV cameras. More information is provided in section 6, but examples include the Data Protection Act 1998, the Regulation of Investigatory Powers Act 2000 and the Protection of Freedoms Act 2012 to name but three pieces of relevant legislation.
- 5.11 As the LFFN programme rolls out this will enable the upgrade to become affordable. This upgrade has been estimated by our current service provider at a maximum £449,000. This estimate will be market tested via approaching other suppliers to design and cost a solution and, ultimately, the actual cost would be managed through the approved tender processes.
- 5.11 CATL have agreed “in principle” to provide coverage links with some of the town centre retail areas. They have identified 145 multipurpose locations in the Town Centre that could be used for Broadband, CCTV and potentially 5G in the future. There are 30 additional camera locations currently proposed across the Town Centre, extending coverage to some of the areas highlighted as problem areas. CCTV then helps people feel more protected, whether residents, visitors or business owners.
- 5.12 The cost of CCTV, compared to additional police officer patrols, is also good value for money, especially over the lifetime of the systems. Nationally, councils spend approximately £250m a year on publicly-owned CCTV systems, compared with the national police budget for England and Wales of more than £10bn a year (e.g. CCTV being 2.5% of the budget). However, it is a vital source of evidence and real-time assistance and this year to date, in Colchester town centre, the CCTV has helped in over 1,000 incidents and assisted in the arrest of 113 persons. This is not to say that Colchester is not a safe place, but all towns have crime, and this shows the added social value that CCTV already offers.

6. Equality, Diversity and Human Rights implications

- 6.1 No specific implications on groups with protected characteristics have been identified. The decision will not harm the promotion of equality and has no discrimination in relation to gender, gender reassignment, disability, sexual orientation, religion or belief, age and race/ethnicity.
- 6.2 The use of a surveillance camera system must always be for a specific purpose which is in pursuit of a legitimate aim and necessary to meet an identified pressing need. Section 33(1) of the Public Freedom Act 2012 states that “A relevant authority must have regard to the surveillance camera code when exercising any functions to which the code relates”. It must consider its effect on individuals and their privacy with regular reviews to ensure its use remains justified. This will be an ongoing consideration for each specific location of cameras as a standard part of the delivery of the project, as work continues.
- 6.3 An increase in CCTV capability has the potential to increase the likelihood of intrusion into an individual’s privacy. This is why each specific location will be considered and reviewed continually. The Human Rights Act 1998 gives effect in UK law to the rights set out in the European Convention on Human Rights (ECHR). Some of these rights are absolute, whilst others are qualified, meaning that it is permissible for the state to interfere with the right provided that the interference is in pursuit of a legitimate aim and the interference is proportionate. Amongst the qualified rights is a person’s right to respect for their private and family life, home and correspondence, as provided for by Article 8 of the ECHR. Therefore, each site will need to be carefully considered on its individual circumstances during the improvement works to ensure compliance. This has also been considered in the work undertaken to date.

7. Strategic Plan References

- 7.1 “GROWTH... Ensuring all residents benefit from the growth of the borough”
- Help make sure Colchester is a welcoming place for all residents and visitors
 - Ensure residents benefit from Colchester’s economic growth with skills, jobs and improving infrastructure
 - Work with partners to create a shared vision for a vibrant town centre.
- 7.2 “RESPONSIBILITY... Encouraging everyone to do their bit to making our borough even better”
- Educate those residents who behave anti-socially about the impact of their behaviour
- 7.3 “WELLBEING... Making Colchester an even better place to live and supporting those who need most help”
- Work with Essex Police and partners in the Safer Colchester Partnership to make Colchester an even safer place

8. Consultation

- 8.1 CATL have engaged Safer Colchester Partnership, BID and Council Services.

9. Publicity Considerations

- 9.1 No specific publicity is required in relation to this Report.

10. Financial implications

- 10.1 The project would be significantly more expensive if not carried out at the same time as the LFFN Broadband project. That project will commence shortly, and be completed by March 2021; therefore, the CCTV project cannot wait for more funding to come forwards before starting. A budget provision should be set aside in the capital budget should the current budget gap not reduce during the course of the project delivery stages. If alternative sources of funding are forthcoming then these would be used prior to the use of that “reserve” capital budget provision.
- 10.2 The following funding was previously agreed and therefore “secure”:
- £62,100 assigned for digitalisation of CCTV in the capital allocations
 - £40,000 allocated within the spending priorities
 - s.106 Planning Obligation contributions (see below)
- 10.3 There are then Section 106 contributions that have been agreed, but that fall into two categories at present, based on known information to date regarding funds and trigger points/progress with construction, and can be classified as follows:
- Received and available £18,436 (These are “secure”)
 - Agreed and due within 2020 £70,000 (Estimated to be triggered in time)
 - Total expected to be available £88,436 (not all “secure”)
- 10.4 The estimate budget requirement is then based on a current estimate prior to an open tender process that should give competitive pricing from contractors, which should see bids returned within estimated budgets. It also includes a 10% contingency within the £449k estimates that may not be required to be spent, includes some fees that may be recoverable and includes some assumptions on timings.
- 10.5 CATL’s fee for carrying out this work on behalf of the Council would be in line with Management Agreement and would be confirmed upon tender completion as it is a prescribed percentage of the project costs and would be payable upon successful delivery of the agreed project. Therefore, a figure has been included but this figure should also reduce proportionately to any budgetary savings from the tender process.
- 10.6 To date CATL have not received any indication of financial support to the Council, from partners, on funding (capital or revenue). In particular, the extent to which the Council should upgrade the system to support the Police is to be agreed. Essex Police have indicated that they would like to be involved in scoping the new system and have also requested that the replacement of equipment in the Police Station is factored into the overall cost plans. However, there is no definitive agreement as to any financial contribution and therefore no provision has currently been included in the assumptions. Conversations with the Police, and also the BID, in particular, as beneficiaries of CCTV, should continue throughout the year and may also result in assistance.
- 10.7 On the basis of the above assumptions, whilst the current estimates show a “worst-case scenario” budget gap of £258k, it is thought, prudently, that a request of £250k as an additional capital investment would be sufficient at this time.
- 10.8 For completeness, modern digital systems have increased capability such as fire alarm and intruder alarm monitoring and if the upgrade is approved these contracts should be reviewed to see if additional savings could be realised. The modern technology should also be more energy efficient, and an increase in capability does not translate into a need for additional resources to monitor the system. Any future funding would be outside the scope of this project and need to be found from s.106 obligations, or other alternative sources covering later expansion.

11. Health, Wellbeing and Community Safety Implications

- 11.1 Health and wellbeing is influenced by a number of factors, many of which fall under the responsibility of the council. The council must do all it reasonably can to promote positive health benefits to our residents whilst reducing, removing or minimising any unintended consequences to health that may arise from services or decisions. CCTV can relieve perceived fear of crime and associated anxieties. CCTV service seeks to create safer communities; not only in a sense of feeling safer, but also by reducing the risk of injury and protecting vulnerable members of the community. The new CCTV system will help prevent and detect crime, provide quality evidence to the police for prosecutions and manage emergencies and major incidents
- 11.2 Community safety considerations have been considered and consideration has been given on how the decision will impact upon crime and disorder. CCTV reduces crime and the fear of crime and therefore the decision would have positive impact.

12. Health and Safety Implications

- 12.1 As a result of the decision, there would be positive implications for the health and safety of the general public and would be likely to encourage active travel choices (see also 14.1).

13. Risk Management Implications

- 13.1 As mentioned in 11.1, CCTV service seeks to create safer communities; not only in a sense of feeling safer, but also by reducing the risk of injury and protecting vulnerable members of the community.

14. Environmental and Sustainability Implications

- 14.1 The Council has declared a Climate Emergency and has committed to being carbon neutral by 2030. This decision has no significant implications for this objective, but perceived safety would encourage greater walking and cycling and with modern technologies, power usage should be more energy efficient.