



Guide to Developing CCTV for Public Safety in Victoria

A community crime prevention initiative

Community **Crime** **Prevention**

Your Community, Your Say



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Introduction

The growing use of CCTV in public places has resulted in an increasing, but still limited, body of research into its use and effectiveness in reducing and preventing crime.

The research considers the effectiveness of CCTV as a crime prevention tool in public places. Overall, available evidence suggests that CCTV can be an effective situational crime prevention tool at a local level, but the best outcomes appear to be achieved when it is part of a combination of other crime prevention strategies tailored to the specific local issues and context.

This Guide is principally aimed at assisting local councils considering the implementation of CCTV systems to help address local safety issues. The information contained in the Guide may also be useful for any organisation considering a CCTV system.

Key issues for consideration

The Guide places specific emphasis on the responsible use of CCTV systems in public places. It is critical that organisations using CCTV are responsible and accountable for their CCTV systems and are committed to:

- public consultation
- consultation with Victoria Police
- conscientious management and design
- thoroughly researching and identifying the problem and assigning clear objectives to address the issues
- comprehensive evaluation
- the sustainability of the system.

This Guide has been informed by the Victorian Law Reform Commission's Report *Surveillance in Public Places* and should be read in conjunction with Privacy Victoria's, *Surveillance and Privacy Information Sheet 03.12*.¹ The Guide promotes an approach that balances the role of CCTV in helping to provide safe public places against the protection of privacy, autonomy and the dignity of individuals. In order to achieve this balance, obligations in relation to public transparency, collaboration and communication are emphasised in the guiding principles and the recommended steps for the implementation of CCTV systems contained in this Guide.

This Guide outlines:

- Seven guiding principles that underpin the responsible use of CCTV in public places
- A list of responsibilities and accountabilities that are incumbent upon owners of CCTV systems
- The recommended steps local councils and other organisations should follow when implementing and evaluating a CCTV system
- Information regarding the sourcing of technical advice for specifications, installation and implementation of CCTV systems
- Information regarding Victoria Police's commitment to and support of CCTV systems in Victoria
- Information regarding the development of Standard Operating Procedures and Public Codes of Practice to support the use of CCTV and the appropriate storage and release of data.

¹ The Victorian Law Reform Commission, *Surveillance in Public Places*, Final Report 18, May 2010.

This Guide is not exhaustive and does not canvass in-depth all of the technical and legal issues relevant to establishing a CCTV system for public places. It is not a substitute for independent professional advice, and users should obtain that advice in relation to their particular circumstances.

Definitions

CCTV – Includes any physical element of a Closed Circuit Television. It generally consists of several main assets, such as cameras, relay systems like cabling or radio antennas, and video data storage, viewing and printing devices.

CCTV Owner – Legal person or entity, agency or individual designated as having overall responsibility for a CCTV system including all statutory responsibilities under federal and state privacy and surveillance legislation.²

Guide – This Guide to Developing CCTV for Public Safety in Victoria.

Public place – The focus of this Guide is on the use of CCTV in public places. For the purposes of this Guide a public place is defined as:

“any place to which the public has access as of right or by invitation, whether express or implied and where no charge is made for the admission to the place”. A ‘public place’ does not include a private place.

VLRC – The Victorian Law Reform Commission.

The VLRC Report – The Victorian Law Reform Commission, Surveillance in Public Places, Final Report May 2010.

References

Australian Institute of Criminology, *Considerations for Establishing a Public Space CCTV Network*, Research in Practice- Resource Manual No.8 December 2009. www.aic.gov.au/publications/current%20series/rip/1-10/08.aspx

Office of the Victorian Privacy Commissioner, *Surveillance and Privacy Information Sheet 03.12*, Privacy Victoria, March 2012

The Victorian Law Reform Commission, Surveillance in Public Places, Final Report 18, May 2010.

² Standards Australia, Closed Circuit Television (CCTV) Part 1: Management and Operation- AS4806.1-2006, p 6 (1.3.8)





Guiding principles for the use of CCTV in public places

CCTV can bring a number of benefits to local communities. However, benefits need to be considered in the context of the costs of CCTV systems, including in terms of resource requirements and personal privacy. Ownership of a CCTV system creates an obligation for a strict and accountable approach to the use of the system and the data generated from its use. To make an effective contribution, CCTV systems in public places should be installed and operated in accordance with the following principles:

- People are entitled to a reasonable expectation of privacy when in public places
- Owners of CCTV in public places should act responsibly and consider the reasonable expectations of individuals' privacy
- Owners of CCTV in public places should take reasonable steps to inform people of the use of the devices
- The use of CCTV should be for a legitimate purpose related to the activities of the organisation managing it
- CCTV surveillance should be proportional to its legitimate purpose. This means that the use of CCTV in public places must be limited to a set of clearly defined purposes or objectives and identified areas
- Reasonable steps should be taken to protect information gathered through public place surveillance from misuse or inappropriate disclosure
- Owners of CCTV systems must be known and accessible to the public and must be accountable for its proper use.³

This Guide also refers to the development of Standard Operating Procedures and Public Codes of Practice which will specify how compliance with privacy principles and other legislation will be maintained.

³ The Victorian Law Reform Commission, *Surveillance in Public Places*, Final Report 18, May 2010.



Owner's responsibilities

The guiding principles are linked to the following identified responsibilities, which are incumbent upon the owners of CCTV systems.

1. Ownership and acknowledgment of responsibility for CCTV systems

Statement of responsibility – Owners of CCTV systems should have a written policy statement to ensure accountability and compliance with public space surveillance laws and best practice procedures and protocols (see steps 5 & 6).⁴ The policy should also identify the owner and contain details of how they may be contacted.⁵

2. Community consultation

Statement of responsibility – Owners of CCTV systems should develop a comprehensive communications strategy for all phases of establishing and operating a CCTV system. Community consultation actively involves the community likely to be affected (see Steps 1 & 4).⁶

3. Complaints

Statement of responsibility – Owners of CCTV systems have the responsibility for ensuring that complaints are dealt with in an efficient and effective manner.⁷ Well publicised and accessible complaints processes should be included in the communications strategy (see Step 4).

4. Stating objectives

Statement of responsibility – “The objectives of the operation of a CCTV system should be documented, clearly indicating its intended uses.”⁸ Clear objectives will inform each step of the development and evaluation processes, and also ensure that the aims of the CCTV system are aligned to the crime prevention issues identified at the consultation stage (see Steps 1 & 4).

5. Integrated approaches to crime prevention (including Victoria Police)

Statement of responsibility – Owners of CCTV systems should ensure CCTV forms part of a suite of crime prevention and reduction strategies involving police and other community groups. Victoria Police has developed guidelines in relation to supporting CCTV systems (<http://www.police.vic.gov.au/cctv>). The Victoria Police Guidelines detail its commitments and responsibilities with respect to CCTV systems (Steps 1, 2 & 5).

4 Standards Australia, Closed Circuit Television (CCTV) Part 1: Management and Operation- AS4806.1-2006, p 8 (2.2.1)

5 The Victorian Law Reform Commission, *Surveillance in Public Places*, Final Report 18, May 2010 pg 93

6 Ibid

7 Standards Australia, Closed Circuit Television (CCTV) Part 1: Management and Operation- AS4806.1-2006, p 12 (3.6.2)

8 Standards Australia, Closed Circuit Television (CCTV) Part 1: Management and Operation- AS4806.1-2006, p 7 (2.1)



6. Managing and operating CCTV systems (including monitoring and auditing)

Statement of responsibility – Owners of CCTV systems should “take active measures to monitor staff responsible for the use of the CCTV systems and why and how the CCTV system is being used.”⁹ The administrative procedures governing management of a CCTV system should be clearly documented. Procedural manuals should be prepared to cover management and reporting functions including auditing compliance with the documented requirements, and be based on the guiding principles¹⁰ (see Steps 5 & 6).

7. Evaluation

Statement of responsibility – Owners of CCTV systems should conduct “regular evaluation of surveillance practices to determine if they continue to be justified, proportionate” and achieve the stated objectives¹¹ (See Step 7, on page 9).

Public explanation should be provided by the CCTV owner in circumstances where the above responsibilities are not adopted or are modified.

9 The Victorian Law Reform Commission, *Surveillance in Public Places*, Final Report 18, May 2010

10 Standards Australia, *Closed Circuit Television (CCTV) Part 1: Management and Operation- AS4806.1-2006*, p 9 (3.1)

11 The Victorian Law Reform Commission, *Surveillance in Public Places*, Final Report 18, May 2010 pg 93

Steps for implementation, management and evaluation of CCTV Systems

It is important to appropriately plan and set clear measurable objectives for a proposed CCTV system. Failing to do so from the outset can be costly.

This Guide recommends that organisations considering the use of CCTV carry out a practical seven step process. The steps are aligned to the guiding principles and set out a process that provides actionable responses to the responsibilities. The steps include:

1. Establishing a working group to determine the main objectives of your crime prevention or community safety strategy
2. Finding out how CCTV could contribute to your crime prevention or community safety strategy
3. Assigning clear objectives to your CCTV system
4. Consulting with people who may be affected by your CCTV system
5. Finding out about the best type of CCTV system for your needs
6. Determining data management responsibilities and preparing adequate documentation to support the operation of your CCTV system
7. Evaluating your CCTV system against your objectives for crime prevention and community safety.

While these steps are designed to be followed in a general chronological order, some steps – for instance, steps 3, 4, 5, and 6 – may occur concurrently although they describe discrete activities.

The references quoted throughout the Guide are suggested starting points to help you gather evidence to enable well-researched and justifiable decisions about whether CCTV is an appropriate and cost-effective response to the community safety issues you are facing.



STEP 1

Establish a working group to determine the main objectives of your crime prevention strategy

At the outset, it is recommended that you establish a working group of community members, stakeholders, Victoria Police and CCTV experts who can help you determine whether CCTV could assist you. The group should consider what crime-related problems you are facing and should seek tangible evidence of the prevalence of specific types of crime. The group will use this data to form the basis upon which it determines whether CCTV would be useful in addressing identified problems and, if so, what type of CCTV system is appropriate. It is also important for the group to consider what other crime prevention measures have or should be put in place to address these problems, and how the proposed CCTV system fits in with these other measures.

Get advice from different perspectives (establish a working group)

Establishing a working group will enable you to determine the main objectives of your crime prevention strategy and to advise your organisation on whether CCTV could help achieve those objectives. Such a group may already exist, for instance, a local community safety committee, or you may need to establish a whole new group. The following table could be useful in selecting the members of the group.

Organisation	People	Reason to engage
Your organisation	Dedicated project officer	A dedicated project officer is essential to coordinate all stakeholders and partners involved, and ensure the many elements of your crime prevention strategy are integrated and delivered.
	Crime prevention strategists	These people could advise on how CCTV could be integrated into existing, or new, crime prevention strategies that your organisation co-ordinates or operates. Additionally, they will have a good idea about what works in the local area to improve safety and will have an opinion on the usefulness of CCTV to the address the problems you face.
	Researchers	Researchers could be engaged to conduct literature reviews (using, as a starting point, the suggested references in this Guide) and advise on the reported usefulness or otherwise of CCTV to your circumstances. In addition, they could liaise with the Victoria Police working group member to gather relevant statistics or conduct surveys to understand perceptions of crime in your community (see step 2 below).
	Finance officers	Finance staff from your organisation will be able to advise the group on how much money can be allocated to the project. Alternatively, they could assist in putting together a proposal that sets out the anticipated costs of the project to support a business case or funding application. In any case, they should consult with qualified CCTV technicians to obtain preliminary costs for various types of systems.
	Urban planner, and building safety and security advisers	These advisers can provide qualified advice on asset protection measures, the location and design of CCTV systems and their use, in conjunction with other urban planning and public safety measures. These advisers can also help to obtain preliminary CCTV system cost estimates. In all cases, a competitive procurement strategy should be used to acquire CCTV assets.

Organisation	People	Reason to engage
Others	Local police	<p>The involvement of a local Victoria Police member in the project is advisable. Police can assist with:</p> <ol style="list-style-type: none"> 1. The provision of information for, and advice on, the nature and extent of local crime 2. The provision of information on system characteristics suitable for police use 3. Working with CCTV owners to develop Codes of Practice in relation to the conduct of the CCTV system 4. Developing, in consultation with the CCTV owners and or local councils, a Memorandum of Understanding and Standard Operating Procedures between police and CCTV owners in relation to their respective roles in the program 5. Training local police in their responsibilities in relation to the CCTV system as set out in the Memorandum of Understanding, Code of Practice, Protocols and Victoria Police Policies 6. Ensuring compliance with the Memorandum of Understanding, Code of Practice, Protocols and Victoria Police Policies 7. Participating in the evaluation of CCTV system 8. Determining the appropriate level and priority of responses required to incidents identified by the CCTV cameras, according to available resources and existing priorities.
	Local traders	<p>Traders will be keen to ensure that illegal and anti-social behaviour around their places of business is minimised. They may have anecdotal knowledge of how people behave in the local vicinity that is unknown to police.</p>
	Local community groups	<p>CCTV has been criticised for being used to simply 'keep an eye on' marginalised groups, rather than targeting specific crimes or anti-social behaviour. The involvement of representatives from other groups (eg, youth or seniors groups, indigenous or cultural groups, church or welfare groups, civil liberty groups, etc.) should assist in addressing any concerns that certain groups are being singled out for surveillance. Furthermore, consultation with certain at-risk groups who fear crime more than others, will help those groups have a say in how they would like that problem dealt with. In portraying the benefits of CCTV it is important to also state its limitations. Every CCTV camera installed in a system cannot be watched (monitored) 24 hours per day, and not all incidents can be urgently responded to by the emergency services.</p>

The working group will assist you in determining whether CCTV could effectively increase community safety and confidence in your area or increase the success rate of criminal prosecution.

The basis of this group could be an existing crime prevention or community safety group in your organisation. The size and diversity of the group should be determined by the amount of time and resources your organisation is prepared to devote to the project. There may be room in the budget to fund required research to determine whether or not to install a CCTV system. If you decide to pursue a project or if you decide to pilot a system, the membership of this group should be enlarged (this takes place in Step 4). The enlarged group deals with the "how" of the installation and running of the system; the group at this stage will deal solely with "whether".

Executives in your organisation will need to make a decision about whether to proceed with a CCTV system and the working group should provide sufficient advice to enable them to do so.

Final responsibility and accountability for the management and operation of a CCTV system lies with the CCTV owner. The program manager appointed by the local council will have day-to-day management responsibility for the operation of the CCTV system. A Community Safety or specific CCTV Committee should assist the program manager in this role.

Consult your local community to identify problems

Consult the local community about their perceptions of crime. It is important that people feel safe when using public spaces, public venues, and public transport. If the public believes that their safety or welfare could be threatened by using certain facilities, they will not use them and the local economy and community will suffer as a result. It may be that you are not facing an actual crime problem but rather a negative perception of crime. While both should be addressed, you should consider whether the public's perception of crime matches the statistics and other information you have gathered. If it does, then CCTV may be useful in minimising the problem. If the crime statistics do not support the level of concern over public safety, then consideration should be given to whether other strategies would be more effective.

Consult Victoria Police

The establishment of a CCTV program requires careful consideration from a policing perspective. It is recommended that councils engage their Victoria Police Local Area Commander through their working group as he or she will have an understanding of the type and extent of community safety issues and criminal activity in the area. Contact your local police station for a referral to the Local Area Commander.

Victoria Police has a set of templates that will assist prospective local councils to formalise a working relationship with Victoria Police in relation to CCTV systems. These include:

- A memorandum of Understanding (MOU) between Victoria Police and the local council
- Protocols covering communication and liaison between the program operators and Victoria Police
- Protocols for recording, accessing and deleting CCTV footage.

Victoria Police has set out the following principles about its involvement in council owned CCTV systems. These must be considered by councils contemplating Victoria Police involvement in its CCTV system:

- Victoria Police is not responsible for the establishment, repair, replacement, maintenance, or funding of the CCTV system
- Victoria Police involvement in a CCTV program will be to a level that its local resources and priorities allow
- Victoria Police will not constantly monitor a CCTV system. The MOU will describe the circumstances under which monitoring may be conducted
- Victoria Police must have the ability to access and download footage in accordance with Protocols referenced in the MOU

- Victoria Police will coordinate training of local police in their responsibilities in relation to the CCTV program as set out in the MOU, Protocols and Victoria Police Policies.

Consult CCTV experts and get cost estimates

CCTV is expensive to install and can be expensive to operate. A major consideration that you will need to take into account will be whether its expense is justified by the benefits you expect to receive. You should get preliminary advice from a number of providers regarding the different systems that are available, their usefulness to meet your particular needs, and their cost. If your organisation is required to undertake a competitive tender to purchase a CCTV system that is over a certain value, you should brief all members of your working group to ensure they do not indicate to any provider that they could be the supplier until you have gone through the tender process. (See **Step 5 – Finding a Consultant**)

The estimates that you seek should cover both the cost of a trial of the technology as well as the full costs of installation and maintenance of the system, should the trial prove successful.

Operation of the system, including CCTV camera monitoring and video data management, can be expensive. Staffing costs should be incorporated into the budget, even if your organisation's staff will be undertaking monitoring and data management. Staffing costs are in addition to the external costs of CCTV system specification, installation and maintenance.

References

The NSW Attorney-General's Department, (2000), *NSW Government Policy Statement and Guidelines for the Establishment and Implementation of Closed Circuit Television (CCTV) in Public Places* (see sections 1.2, 1.3, 1.5, 4.1 & 4.2): www.lawlink.nsw.gov.au/lawlink/cpd/ll_cpd.nsf/.../cctv.../cctv.pdf

Australian Institute of Criminology, Considerations for establishing a public space CCTV network, Research in Practice, Research Manual No. 8, December 2009: <http://www.aic.gov.au/publications/current%20series/rip/1-10/08.aspx>

STEP

1

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STEP 2

Find out how CCTV could contribute to your crime prevention strategy

Conduct research (review current literature)

Step 2 suggests that you review the current literature on CCTV to determine whether there is evidence that CCTV generally, or a certain type of CCTV system specifically, has proved useful in achieving the particular objectives of your crime prevention strategy.

Consider findings of similar projects and evaluations

Determine whether CCTV has proved useful in preventing or reducing certain crime by assessing evaluative studies. Different methods are required to combat different types of crime. Use the references below as a starting point to see how successful CCTV could be in reducing the types of crime you are concerned about in your target area.

Consider the differences between comparable programs that have been evaluated and how the results may apply to your local environment and circumstances. If you were to follow their example, you should also consider whether there should be any variations to these past programs to suit your specific needs.

Consult with other similar councils or organisations. For instance, if you are a council in a regional area, a similar council in Victoria may already have faced problems similar to yours and have considered CCTV. It maybe useful to contact them to ascertain details of any research undertaken or any conclusions reached. If they are at the same stage as you, perhaps you could work together in reaching a conclusion regarding CCTV: if this seems appropriate, invite them to join the working group you set up in Step 1.

Gather crime statistics

Gather crime statistics relating to the local area from the police:

- **What type of crime is occurring?** Research shows that CCTV is most effective at preventing property crime, for instance, theft from cars. CCTV appears to have less impact on preventing crimes involving violence against other people. However, the severity of crimes against people may be reduced if a crime is detected while in progress, and police are alerted and able to respond quickly. CCTV images may assist in helping to identify and prosecute offenders. An understanding of long term crime trends, locality of crime and sequential crime trends in a local area will assist in providing a comprehensive picture of crime in local areas.¹²
- **Are the costs relative to the crime problem?** CCTV is expensive. If crime rates are low, the cost of its installation and monitoring may not be warranted.
- **When does it occur?** If crime in your area tends to take place on Friday and Saturday nights, following major sporting events or when night clubs close, this may influence decisions on when to monitor CCTV cameras in such places.

¹² Australian Institute of Criminology, *Considerations for Establishing a Public Space CCTV Network*, Research in Practice- Resource Manual No.8 December 2009 p 8

- **Where does it occur?** CCTV may be useful in monitoring a place where people have to pass through in large numbers. For instance, a key retail strip, or streets leading to the local train station.

Crime statistics can be obtained from <http://www.police.vic.gov.au/stats>

A detailed site analysis of the area being considered for the CCTV system may assist in determining or informing the above issues and provide an insight into the potential effectiveness of a CCTV system.¹³

If you decide not to proceed with a CCTV system at this stage, it is recommended that you retain any research undertaken for future use, should circumstances change. For example, if technology improves or becomes more cost effective.

Make the decision whether to proceed or not

Determining whether CCTV is the right response to your problem is the crucial question that you and the working group should consider at this point. If you conclude that CCTV could be beneficial in your circumstances, you may wish to consider a trial at a particular location and evaluate its effectiveness, before making a major cost commitment.

Ideally, the working group should present a report to the senior decision maker within your organisation. The report should include:

- Evidence of the crime you are seeking to reduce
- A summary of the research conducted from comparable projects that show a reduction in crime in circumstances similar to yours
- Results of the consultation with key stakeholders to indicate support for the CCTV system
- The type of CCTV system you are intending to install and its estimated cost (as well as the cost of any trial you are proposing)
- A recommendation about whether CCTV should be pursued as the right option to address your local problem (with or without a trial as the circumstances require).

¹³ Australian Institute of Criminology, *Considerations for Establishing a Public Space CCTV Network*, Research in Practice- Resource Manual No.8 December 2009 p 14

STEP 2

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References

Guidance on Local Safety Audits- A Compendium of International Practice, European forum on Urban Safety, Paris France, October 2007 www.fsu.org/fileadmin/efus/secutopics/EFUS_Safety_Audit_e_WEB.pdf

Considerations for Establishing a Public Space CCTV Network, Research in Practice- Resource Manual No.8, The Australian Institute of Criminology, December 2009: www.aic.gov.au/publications/current%20series/rip/1-10/08.aspx

To CCTV or Not To CCTV by Rachel Armitage for NACRO, a crime reduction charity in the UK, May 2002: www.nacro.org.uk/data/briefings/nacro-2002062800-csps.pdf.

Assessing the Impact of CCTV by Martin Gill and Angela Spriggs of the UK Home Office, February 2005: www.homeoffice.gov.uk/rds/pdfs05/hors292.pdf.

Public Attitudes towards CCTV: Results from the Pre-intervention Public Attitude Survey carried out in Areas implementing CCTV by Angela Spriggs, Javier Argomaniz, Martin Gill, and Jane Bryan from the UK Home Office, October 2005: www.homeoffice.gov.uk/rds/pdfs05/rdsolr1005.pdf.

Understanding Car Parks, Crime and CCTV: Evaluation Lessons from Safer Cities by Nick Tilley, a UK report, December 1992: www.homeoffice.gov.uk/rds/prgpdfs/fcpu42.pdf.

CCTV in Town Centres: Three Case Studies by Ben Brown of the Police Research Group of the UK Home Office, November 1995 www.homeoffice.gov.uk/rds/prgpdfs/fcdps68.pdf.

Assign clear objectives for your CCTV system

Consider the guiding principles

Objectives of CCTV projects should align with the guiding principles set out in this Guide. At this point, your organisation should consider the following two principles:

- That your CCTV project is for a legitimate purpose and relates to the activities of your organisation
- The level of surveillance is proportionate to its legitimate purpose.

A legitimate purpose requires a direct connection between the organisation's operations and the surveillance practice. The connection should not be trivial or incidental. A proportionate response is one that uses the least intrusive means to achieve its purpose.¹⁴

Set clear objectives

It is critical to establish clear and realistic objectives for your CCTV system. The objectives help to inform whether CCTV is likely to assist in addressing the identified crime and community safety issues. The objectives also inform the functional specifications of the CCTV system, including the technical design and cost estimates that you obtain from prospective CCTV providers. Clear and measurable objectives are essential to evaluating your CCTV system, to rigorously assess and report back on its effectiveness. For more information on evaluating CCTV see Step 7.

Step 3 is the distillation of the results of Steps 1 and 2, and assumes that your organisation has concluded that CCTV would be effective in addressing identified crime or community safety issues in your local community. If the collection of evidence is an objective of the CCTV system, professional advice should be obtained as to the requirements for use of CCTV material, to ensure that material is collected in a manner that will allow for its use in legal proceedings.

It is recommended that Steps 4-7 be followed irrespective of whether it is decided to conduct a preliminary trial or to proceed with full installation.

Don't assume CCTV can reduce crime on its own

CCTV's effectiveness in preventing crime and improving community safety is heightened when CCTV is planned and used as part of an holistic crime reduction and community safety strategy, rather than when used alone.

Members of the working group who are involved in existing initiatives that your organisation has developed or is implementing, will be able to advise which initiatives would be suitable to complement or be adapted to include CCTV as a means by which targeted crime can be reduced. Alternatively, you could establish a new crime reduction strategy, in which CCTV plays a part.

Related crime reduction strategies could include, for example:

- Increased lighting
- Urban planning and design initiatives to improve natural surveillance
- Physical protection of property, for instance, greater security in car parks

¹⁴ The Victorian Law Reform Commission, *Surveillance in Public Places*, Final Report 18, May 2010

STEP 3

- Youth diversionary measures, such as increased facilities and organised activities for young people during school holidays, weekends and at night
- Attacking the underlying causes of crime.

References

Considerations for Establishing a Public Space CCTV Network, Research in Practice- Resource Manual No.8, The Australian Institute of Criminology, December 2009: www.aic.gov.au/publications/current%20series/rip/1-10/08.aspx

Guidance on Local Safety Audits- A Compendium of International Practice, European forum on Urban Safety, Paris France, October 2007 www.fsu.org/fileadmin/efus/secutopics/EFUS_Safety_Audit_e_WEB.pdf

150 Tested Strategies To Prevent Crimes From Small Cities, Counties, and Rural Communities: A Resource for Municipal Agencies and Community Groups from the United State National Crime Prevention Council (www.ncpc.org) (Washington, DC, USA, 2000) is a guide to locally-based crime prevention strategies. An example of the use of CCTV as part of a wider-program is found on pages 152-3.

Video Surveillance of Public Places by Jerry Ratcliffe of the U.S. Department of Justice Office of Community Oriented Policing Services. The guide states that its purpose "is to provide an overview of the use of closed circuit television (CCTV) systems as a problem-oriented policing response to a crime problem". It explores the benefits and problems associated with CCTV and summarises the findings of numerous CCTV evaluations: www.popcenter.org/Responses/PDFs/VideoSurveillance.pdf.

NSW Government Policy Statement and Guidelines for the Establishment and Implementation of Closed Circuit Television (CCTV) in Public Places (see section 3): www.lawlink.nsw.gov.au/lawlink/cpd/ll_cpd.nsf/.../cctv.../cctv.pdf

The Victorian Law Reform Commission, Surveillance in Public Places, Final Report 18, p 87, May 2010. www.lawreform.vic.gov.au/wps/wcm/connect/justlib/law+reform/home/completed+projects/surveillance+in+public+places/lawreform++surveillance+in+public+places++final+report

Consult with people

Many people and organisations play a role in community crime prevention and it is important they have an opportunity to have a say in any proposed CCTV system. Of particular importance is engaging the local community that will be directly affected by the proposed CCTV system.

The formation of the initial working group outlined in Step 1 (dealing with whether a CCTV system is part of an appropriate solution to the identified issues) should already have provided an initial skill base but, at this stage, the group should consult with a representative selection of the local community to gather wide input into the initiative and how it should be implemented. Supportive and opposing feedback should be considered equally.

The following table suggests a range of people and groups you may wish to invite to join the working group, or whose opinion should be sought on the proposed CCTV system, even if they have been engaged in earlier stages of the process.

In extending invitations to join your group be mindful of the need for commercial confidentiality of your CCTV procurement process, and of the need to avoid any perception of conflict of interest in any financial decision being considered by the group.

Organisation	People	Reason to consult
Your organisation	Media advisers	Specialist media advice may be necessary to determine the best way to consult with the local community, and to plan how to raise awareness of the initiative, its objectives and planned evaluation of the use of CCTV cameras (see below).
	Equipment purchasers	A thorough analysis of the financial impact of the equipment purchase will be necessary. Consultation with potential suppliers may be appropriate to assist with the preparation of budget estimates and your business case or grant submission. However, it is advisable to seek the advice of specialist CCTV consultants to help you prepare your technical specifications, independent of any suppliers who may enter your competitive tender process for the supply, installation and maintenance of CCTV equipment.
	Project managers	This will include people who may be tasked to write the CCTV operations manual, public code of practice, legal compliance plan or asset management plan. These may include people involved in the choice of the functional or technical aspects of the system, people involved in the evaluation of the CCTV trial, as well as people who will be involved in the day-to-day operation of the program, including monitoring and video data management duties.
	Lawyers	Legal input will be necessary to ensure compliance with Federal, State, and local laws, as well as ensuring that compliance with any internal policies is maintained. Central to this advice will be privacy, freedom of information, evidence and public records laws. The process for procuring the purchase or lease of the equipment may also require legal input.
	Private security advisers	Private security advisers may offer services, including CCTV camera monitoring, video data management, and security patrolling and incident response. You should consider whether they should be involved as part of the overall crime reduction or community safety strategy you are implementing. They may also be able to provide technical advice on the type and usefulness of any specific CCTV system being considered. See Step 5 for locating an appropriately qualified security consultant.

STEP 4

Community Crime Prevention

Your Community, Your Say

Organisation	People	Reason to consult
Local organisations	Local traders and services	Local business and services will be interested to understand how the proposed CCTV may help them.
	Local residents community groups and service organisations	Local residents and community groups, including those representing marginalised or vulnerable groups, such as young people, the Indigenous community, and homeless people, can offer valuable input into how the proposed CCTV system should be managed and evaluated, and how best to communicate with local residents and groups about the proposed initiative.
	Local Infrastructure (Utility companies)	The installation of CCTV often involves the participation and cooperation of agencies responsible for local infrastructure, including telecommunications, water, gas and power companies. These companies frequently operate according to specific technical and safety standards and they should be consulted well in advance about their participation or consent for CCTV projects that may impact upon their infrastructure.

Methods of consultation and issues to be addressed

There are a number of different ways in which you could consult with local businesses and communities including:

- Public meetings
- Questionnaires and mail-outs
- Through your web site
- Posters in the local area
- Media, such as the local newspaper.

It is important that disclosure is made of your CCTV planning during consultation. This will include:

- Specific crime and community safety problems that are facing the local community and how you consider CCTV is going to help address these problems
- Objectives of the CCTV system (Step 3)
- Estimated cost of the system, particularly if new levies or rate increases for residents and businesses are envisaged to help pay for it
- Proposed placement of the cameras and the views they will cover (outlined in Step 5)
- The fact that local people can contribute to the preparation and the public code of practice (outlined in Step 6) so that any local community concerns, such as privacy or marginalisation of particular groups, can be addressed
- The anticipated duration of the operation of the CCTV system
- Any alterations required to the environment for the installation and operation of the CCTV system (i.e. any works required for installation, such as tree trimming or antenna installation etc)

- The relationship between council and local police in the context of the CCTV system
- The manner in which public enquiries about the operation of the CCTV system may be lodged (outlined in Step 6)
- The process by which complaints may be lodged
- How you propose to evaluate the system to assess whether the objectives are being met
- How you intend to share the evaluation outcomes with the local community (Step 7).

References

Considerations for Establishing a Public Space CCTV Network, Research in Practice- Resource Manual No.8, The Australian Institute of Criminology, December 2009: www.aic.gov.au/publications/current%20series/rip/1-10/08.aspx

The Victorian Law Reform Commission, *Surveillance in Public Places*, Final Report 18, May 2010. Chapter 5. www.lawreform.vic.gov.au/wps/wcm/connect/justlib/law+reform/home/completed+projects/surveillance+in+public+places/lawreform+++surveillance+in+public+places+-+final+report

NSW Government Policy Statement and Guidelines for the Establishment and Implementation of Closed Circuit Television (CCTV) in Public Places (see pp 11 & 13): www.lawlink.nsw.gov.au/lawlink/cpd/ll_cpd.nsf/.../cctv.../cctv.pdf

STEP 5

Find out about the best CCTV system for your needs

Finding a consultant

CCTV technology changes rapidly and it is important that you seek expert advice as to the systems currently available, and their capabilities. The Australian Security Industry Association Limited (ASIAL) may assist in identifying a qualified specialist. ASIAL provides a free service on its website to help identify appropriate security consultants and CCTV installation companies (see www.asial.com.au).

Private security contractors should be expected to comply with Protocols, Operating Procedures and Codes of Practice developed to support your CCTV system. It is critical that security consultants are made aware of your priorities for the CCTV system, including:

- The objectives
- Adherence to the guiding principles
- Privacy and other legal compliance requirements
- Data storage responsibilities
- Performance reporting and audit requirements.

Technical considerations

This section is not a comprehensive guide to CCTV technology. It aims to provide a basic understanding of CCTV functionality and background knowledge, which may assist in your discussions with CCTV specialists.

There are many different types of CCTV systems available and new CCTV technologies continue to be developed. The choice of the system will be determined by: (a) its capabilities to address the problem that has been identified in Step 1; and (b) the budget that is allocated for this purpose. Step 5 allows consideration of these factors.

Consider what technical specifications you need for planning, approvals, and procurement. As a guide, you should obtain advice on the following matters:

- Image capture ability
- Camera hardware and its ability to be located in areas where it is required
- PTZ (pan, tilt, zoom) capability
- Housing requirements, such as dome units
- Transmission of images
- Display units, such as computer monitors
- Recording ability
- Image retrieval ability
- If necessary, the location of a control room.

If you plan to use the images to provide evidence of a crime, you will need to ensure that the images captured are sufficiently clear to identify the person suspected of the crime and their actions. If the image is unclear, it is unlikely that it will be useful to

police or admissible in court. You should ensure the technology capability that you invest in is capable of capturing recognisable facial shots. If necessary, ask potential CCTV suppliers to demonstrate the equipment and take the results to police to ascertain whether the images are sufficient for court purposes. Careful planning for the placement and focus of CCTV cameras is essential in this regard. More information regarding Victoria Police technical guidance can be found at: <http://www.victoria.police.vic.gov.au/cctv>.

Type of CCTV

Consider what type of CCTV you need. There are two broad types of CCTV systems:

Type of CCTV	How it Works	Features
Pro-active	Images from camera are actively monitored by a person. Images may also be recorded and stored for review.	<p>May facilitate a response to an incident in progress that has been detected.</p> <p>May be useful as a crime prevention tool.</p> <p>Expensive to operate.</p> <p>Cameras can be fixed or, to allow close-up monitoring, pan tilt zoom (PTZ).</p>
Re-active	No active monitoring, but images are recorded and stored for later review.	<p>Images can be reviewed after the event.</p> <p>May be useful for police investigation purposes.</p> <p>Moderately expensive to operate.</p>

Cabling and transmission platforms

Cabling and transmission requirements are critical in the implementation of CCTV systems. Cabling and transmission provides for the transfer of CCTV camera video data to a video monitor or recording device (database) located at another location. Some common types of CCTV data transfer are the use of fibre-optic cables, wireless transmission systems or internet protocol networks.

Wireless CCTV systems are usually more economical and easier to install than other alternatives. However, wireless systems are vulnerable to line of sight issues between the cameras and the monitoring station, and may produce hit and miss scenarios in the transmission of the signal.

Fibre-optic CCTV systems involve the installation of underground fibre-optic cables, making them more expensive particularly if there is no pre-existing infrastructure support. Once the infrastructure is in place, the integrity and quality of the signal is always there and guaranteed to transmit a signal.

Internet protocol (IP) based systems provide an alternative to fibre-optics and wireless systems. IP systems allow for the streaming of video, data and other associated information across the same network of the current computer or network devices. Viewing video from a network or IP camera is just like viewing images from a website.¹⁵ The effectiveness of IP systems is largely dependent upon the infrastructure available and its compatibility to your surveillance requirements.

¹⁵ Australian Institute of Criminology, *Considerations for Establishing a Public Space CCTV Network*, Research in Practice- Resource Manual No.8 December 2009 p 16.

STEP 5

Community Crime Prevention

Your Community, Your Say

Australian Technical Guidance and Standards

A selection of technical guidance materials for CCTV planning and deployment includes:

- Australian Institute of Criminology, Resource Manual No.8, Considerations for establishing a public space CCTV network, 2009
- Cwllth AG (AIC) National Crime Prevention Program, Tip sheet no.5, CCTV as a crime measure, 2007.
- Cwllth AG (AIC) National Crime Prevention Program, Tip sheet no.6, Establish and implementing CCTV in your local area, 2007.
- Council of Australian Governments, *A National Approach to Closed Circuit Television- National Code of Practice for CCTV Systems for the Mass Passenger Transport Sector for Counter Terrorism*, 14 July 2006
- The Office of Crime Prevention, Western Australia, Closed Circuit Television (CCTV) Technical Advice), [http://www.crimeprevention.wa.gov.au/content.php?page=Western%20Australia%20Closed%20Circuit%20Television%20\(CCTV\)%20Technical%20Advice](http://www.crimeprevention.wa.gov.au/content.php?page=Western%20Australia%20Closed%20Circuit%20Television%20(CCTV)%20Technical%20Advice)

Relevant Australian Standards should also be considered:

- AS4806.1-2006, Closed circuit television (CCTV) Part 1: Management and operation
- AS4806.2-2006, Closed circuit television (CCTV) Part 2: Application guidelines
- AS4806.3-2006, Closed circuit television (CCTV) Part 3: PAL signal timings and levels
- AS4806.4-2008, Closed circuit television (CCTV) Part 4: Remote video monitoring – Code of Practice.

Where to place the cameras

The location of your cameras will be determined by the crime prevention or community safety problem you are seeking to address. The following locations may be examples in your local area where the community holds concerns about public safety:

- Near automatic teller machines
- Near night clubs
- Near train stations, bus stops, taxi ranks and car parks
- Near pharmacies
- Near community facilities, such as local meeting halls, public libraries
- Specific areas where crime has been reported.

When determining where to place CCTV cameras it is important to consider:

- How the camera could get a shot for identification
- How the camera can capture the actions of a suspect
- How the camera should be protected from theft, vandalism, interference, weather, dust
- The amount of lighting the camera will need to capture pictures of adequate quality (particularly for recognition).

Other considerations for the location of cameras include:

- Whether private spaces may be unintentionally monitored or whether cameras will need to be affixed to private property (in which case affected persons should be directly consulted and appropriate permissions sought)
- Where signs will be located to warn people of the presence of CCTV surveillance, who the owner is and details about its operation
- Whether access to a power supply is required
- Whether there is any environmental impact, such as the pruning of trees needed to create a clear camera view
- Cabling routes and distances
- Availability of existing cables and conduits
- Trenching and reinstatement costs
- Minimum height requirements for equipment, including consideration of minimum clearance heights for roads and for deterring possible vandalism of the equipment
- Affixing of equipment onto private property, including access for maintenance, supply of electricity, costs, etc
- Access for the installation and ongoing maintenance of the CCTV system.

Monitoring your CCTV system

Monitoring may involve ongoing personnel costs, including training costs, and these will need to be factored into your budget. However, effective monitoring of CCTV cameras is fundamental to its use as a tool for public safety. You can use your own employees to undertake the monitoring or you could contract out to a service provider, such as a security firm, to do it for you. Persons who monitor CCTV video will need to be appropriately trained and adhere to the owner's approved Standard Operating Procedures (see Step 6).

Standard Operating Procedures should set out clearly the guidelines and protocols for communicating with police if a crime in progress is detected, or if video footage is being reviewed at a later time, and how that footage is to be secured for use as evidence in a court. Ideally, you would aim for the early identification of an emerging incident and the timely initiation of an appropriate response.

The type of monitoring

There are three primary modes of monitoring – 'active', 'passive' and 'retrospective'. Active monitoring refers to operators systematically using the camera system to conduct dedicated video patrols. Operators remain alert to potential incidents and/or respond to reported incidents by searching for relevant images.

Passive monitoring is where monitors are in view and are casually observed by operators (or other appointed staff), who may react if an alert is received or an incident in progress is observed. Those responsible for monitoring in a passive situation will normally carry out administrative or other duties while the screens display a preset camera tour.

Restrospective monitoring is where CCTV footage is reviewed after the event to identify any potential offences or offenders.

STEP 5

Community Crime Prevention

Your Community, Your Say

Police access to CCTV equipment

An effective CCTV program requires that police be alerted to incidents in a timely manner. The benefit of having police access live CCTV vision is that police may more easily assess the incident that is being reported and define the appropriate response. This also relieves the pressure on civilian operators to make operational assessments on behalf of the police. An effective CCTV program also provides police with the ability to quickly access and obtain footage of incidents for investigation and prosecution according to agreed processes.

Financial considerations

In matching the system with available finances, you should take the following considerations into account:

Financial consideration	Comment
Hardware costs	This will include the cost of the cameras, any stands or brackets used to affix them, any wiring or wireless hardware, video monitors, computers used to review the video data, and portable memory or hard drives used to store or transfer the images. Equipment can be expensive and it may make more sense to lease it rather than purchase it outright, particularly if you are considering upgrading it.
Software costs	This will include the cost of the software to run the system including any other software required to transmit, store, and retrieve the video data.
Installation costs	This will include possible lighting upgrades, removal of physical obstructions to the cameras, installation of cabling costs associated with placement of cameras, utility connections and erection of CCTV signage.
Maintenance costs	This will include any hardware or software upgrades, any data transmission fees, any service costs, as well as any standard maintenance that may be required or any repairs that may be required, for example following a vandal attack.
Employee costs	This will include the cost of training employees or others you engage on how to use the system, how to monitor it, and how to retrieve images from it. Staff turnover can result in this being a significant cost.
Monitoring costs	This will include the fees or wages payable for the monitoring of the CCTV cameras, or review of the video data to manage the day-to-day operation of the system, and the compliance and reporting obligations. This could be very expensive.
Publicity costs	This will include costs relating to public consultation and community education, including advertising costs.
Evaluation costs	This will include the periodic cost of any independent audit of system performance and the formal evaluation of the system's effectiveness in achieving the crime prevention and community safety objectives.

References

Australian Institute of Criminology, *Considerations for Establishing a Public Space CCTV Network*, Research in Practice – Resource Manual No.8 December 2009. www.aic.gov.au/publications/current%20series/rip/1-10/08.aspx

Australian Institute of Criminology, Trends and Issues in Crime and Criminal Justice, No. 271 (Open Street CCTV in Australia), Nov 2003

The Australian Security Industry Association Limited (see:<http://www.asial.com.au/FindASecurityProvider>).

The Office of Crime Prevention, *Western Australia, Closed Circuit Television (CCTV) Technical Advice*, [http://www.crimeprevention.wa.gov.au/content.php?page=Western%20Australia%20Closed%20Circuit%20Television%20\(CCTV\)%20Technical%20Advice](http://www.crimeprevention.wa.gov.au/content.php?page=Western%20Australia%20Closed%20Circuit%20Television%20(CCTV)%20Technical%20Advice)

The Victorian Law Reform Commission, *Surveillance in Public Places*, Final Report 18, May 2010. www.lawreform.vic.gov.au/wps/wcm/connect/justlib/law+reform/home/completed+projects/surveillance+in+public+places/lawreform+-+surveillance+in+public+places+-+final+report

STEP

5

Community

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STEP 6

Data management and documentation to support your CCTV system

Supporting documentation

Step 6 ensures that technical, administrative and legal considerations are taken into account prior to and during the implementation of a CCTV system. It recommends the development of standard operating procedures covering CCTV system operation and data management, and that a code of practice be made publicly available.

The importance of data management

One of the guiding principles requires “reasonable steps to be taken to protect information gathered through public place surveillance from misuse or inappropriate disclosure”. If properly drafted and adhered to, the standard operating procedures and code of practice should demonstrate how the CCTV system will achieve its objectives while reasonably protecting the privacy of users of the public space.¹⁶

Standard Operating Procedures Manual

A detailed manual containing Standard Operating Procedures should be developed to provide technical instructions for the operation and maintenance of the CCTV system. The organisation that supplies, installs and maintains the system may be able to assist with the development of Standard Operating Procedures. You may wish to add certain elements from this documentation to your Standard Operating Procedures to assist with training new staff or contractors, and minor technical problem solving.

Standards Australia has published a document entitled *Closed Circuit Television (CCTV) – Management and Operation*. The standard provides recommendations for the management and operation of CCTV systems with respect to:

- Principles of management
- Procedures
- Personnel
- Control room design
- Incident response
- Privacy and disclosure
- Management of recorded material
- Documentation, licences and signage.

The Standards Australia document can assist and inform the development of your Standard Operating Procedures (see references below).

Professional advice should be obtained to ensure that the Standard Operating Procedures Manual comprehensively addresses the legal requirements for establishing and managing the CCTV system. Guidance on the key legal considerations is set out below.

If the collection of evidence is an objective of the CCTV system, professional advice should also be obtained as to the requirements for use of CCTV material as evidence

¹⁶ The Victorian Law Reform Commission, *Surveillance in Public Places*, Final Report 18, May 2010. www.lawreform.vic.gov.au/wps/wcm/connect/justlib/law+reform/home/completed+projects/surveillance+in+public+places/lawreform+-+surveillance+in+public+places+-+final+report+p+85

in legal proceedings to ensure that material is collected in a manner that will allow for its use. Failure to meet the legal requirements relating to evidence may mean that the CCTV footage material cannot be used in court.

Professional advice should be obtained to ensure that the Standard Operating Procedures Manual comprehensively addresses the legal requirements of the CCTV system.

Legal considerations

Consider the law that will apply to the system and ensure that all operations, policies and procedures comply with the relevant law. The following laws apply to the use of a CCTV system:

Legislation	Application to public place Surveillance	Users covered
Information Privacy Act 2000 (Vic)	Regulates the collection, use and disclosure of 'personal information' (other than health information) about individuals, including surveillance-captured information that is recorded and in which a person is potentially identifiable.	Victorian Govt, Local Councils Agencies & contracted service providers
Surveillance Devices Act 1999 (Vic)	Prohibits, in different circumstances, listening and optical surveillance devices to monitor private conversations and activities, and the use of tracking devices. Establishes exceptions, for example, for authorised law enforcement activities. Prohibits the use of data surveillance devices by law enforcement officers in most circumstances unless a warrant is obtained.	Everyone, other than Australian Federal Police and some other Commonwealth agencies
Liquor Control Reform Act 1998 (Vic) s 18B	Provides that installation of security cameras may be a condition for a liquor licence, and that standards on their quality and operation may apply.	Liquor venues
Private Security Act 2004 (Vic) s 25 (3)	Provides that a requirement of being granted a private security licence is the successful completion of training in relation to each activity for which the licence is granted.	Private security individuals and businesses
Charter of Human Rights and Responsibilities Act 2006 (Vic), in particular ss 7, 13	Makes it unlawful for public authorities to act in a way that is incompatible with human rights listed in the Charter, including the right not to have privacy arbitrarily interfered with. Requires any interference (such as through surveillance, recorded or unrecorded) to be demonstrably justified.	Victorian Govt, Local Councils, agencies & contracted service providers
Public Records Act 1973 (Vic)	Provides requirements for the capture, access to, control, records management, storage and disposal of data.	Victorian Govt, local councils, agencies & contracted service providers.
Freedom of Information Act 1982 (Vic)	Provides the community with the right to request information about the activities of government agencies, including CCTV data held by a CCTV owner operator.	Victorian Govt, local councils, agencies & contracted service providers.
Evidence Act 2008 (Vic)	Establishes the legal standard for the admissibility of evidence, including CCTV data.	All

STEP 6

Public Code of Practice for the Management of CCTV Evidence Records

A high-quality code of practice for the management of CCTV evidence records should consider the following:

Issue	Comment
Scope of responsibilities	<p>Clearly state who is responsible for overseeing the management, security and preservation of CCTV data for use in criminal and civil proceedings.</p> <p>Identify staff or positions that are responsible for operation, extraction, viewing, storage and analysis of the data.</p>
The principles	<p>Clearly state the principles adopted in relation to management of the CCTV system and commitments to:</p> <ul style="list-style-type: none"> • Confidentiality • Appropriate use of CCTV equipment • Maintaining a secure CCTV work area • Management of media enquiries • Appropriate storage and disposal of CCTV data • Avoid the inappropriate release of data • regular monitoring and review of the use and management of the CCTV system.
Work procedures of staff	<p>Clearly set out the procedures for those responsible for the operation of the CCTV equipment, including procedures for:</p> <ul style="list-style-type: none"> • Visitors to the work area • Logging of incidents • The processing of CCTV data requests from police, stakeholders and FOI applicants • Viewing and copying CCTV data • Storage and disposal of CCTV data • Maintaining records of requests, and the process by which complaints may be lodged and how they will be managed • Dealing with any breach of privacy, or breach of the standard operating procedures or the code of practice.

The above considerations for a public code of practice are based on those adopted by the Victorian Department of Transport (DOT). DOT's *Policy & Procedures for the Management of CCTV Evidence Records* document was the subject of review by the VLRC and also received accreditation from the National Association of Testing Authorities. On this basis, it is a useful guide. Councils may request a confidential copy of the document from the Department of Justice.

Training and staff

Ensure all staff and contractors who use the system are properly trained from both a technical and ethical perspective. The basis of this training could usefully follow the operating manual and the public code of practice. Training competency assessment is normally required as a component of a legal compliance audit. To pass an audit, staff will need to be trained and assessed as competent using a recognised training and assessment methodology.

Staff should be properly trained in:

- The Standard Operating Procedures Manual and the Public Code of Practice for the Management of CCTV Evidence Records
- The use of the CCTV system
- The terms of any Memorandum of Understanding with local police and the local agreement for incident reporting and emergency response procedures.

Staff should also have a comprehensive understanding of the area under surveillance, the objectives of the CCTV system, and the type of crime and community safety issues the CCTV system is designed to address.

Staff using CCTV equipment must be subject to appropriate criminal records checks.

References

Closed Circuit Television (CCTV) – Application Guidelines (AS 4806.2-2006) available for purchase from Australian Standards. The standard provides recommendations for the selection, planning and installation of closed circuit television systems comprising cameras, monitors, video recorders, switching, control and ancillary equipment for use in security and surveillance applications: www.saiglobal.com/shop/Script/Details.asp?DocN=AS0733775721AT.

Closed Circuit Television (CCTV) – Management and Operation (AS 4806.1-2006) available for purchase from Australian Standards. www.saiglobal.com/shop/Script/Details.asp?DocN=AS0733775659AT.

Closed Circuit Television in Public Places: Its Acceptability and Perceived Effectiveness by Terry Honess and Elizabeth Charman of the UK Home Office, May 1992: www.homeoffice.gov.uk/rds/prgpdfs/fcpu35.pdf.

Guide to privacy law in Victoria: www.victorialaw.org.au/PrivateLives/ (this is a website produced by the Victorian Law Foundation).

Example of operating procedures: NSW Government Policy Statement and Guidelines for the Establishment and Implementation of Closed Circuit Television (CCTV) in Public Places (go to Appendix 2): www.hempembassy.net/hempe/resources/cctv.pdf.

Example of a code of practice: www.iwight.com/closed_circuit.asp (this is the *Code of Practice for the Operation of Closed Circuit Television* published by Isle of Wight Council in partnership with Isle of Wight Healthcare Trust and Hampshire Constabulary, November 2002).

Example of a code of practice: Victorian Department of Transport, *Policy & Procedures for the Management of CCTV Evidence Records*

The Victorian Law Reform Commission, Surveillance in Public Places, Final Report 18, May 2010. www.lawreform.vic.gov.au/wps/wcm/connect/justlib/law+reform/home/completed+projects/surveillance+in+public+places/lawreform++surveillance+in+public+places++final+report

STEP 7

Evaluate your CCTV system

The importance of evaluation

A commitment to the rigorous evaluation of your CCTV system is essential in the context of:

- Inconclusive research findings into the effectiveness of CCTV systems in particular situations or to reduce particular crimes
- The significant investment required to establish and maintain a CCTV system and the need to publicly account for impact of that investment
- Promoting public confidence in the responsible use of CCTV for surveillance in public places.

Step 7 assumes that CCTV has been, or is shortly to be, installed. In most circumstances, an organisation will conduct a trial before committing itself to further expense. If, at the conclusion of the trial, the organisation decides to install more cameras, a periodic evaluation should be undertaken to ensure that the on-going financial and social costs of the system remain justified, having regard to its effectiveness in achieving its objectives. The discussion in this step assumes that you are evaluating a CCTV trial, but similar considerations will apply for any on-going evaluation of a fully operational system.

Evaluation framework

A comprehensive evaluation framework of your CCTV system will incorporate the following elements:

Measures of CCTV effectiveness	Considerations for assessment
Objectives	<p>Whether:</p> <ul style="list-style-type: none"> • The system is producing evidence of crime reduction or crime detection • Video data is supporting police investigations or criminal prosecutions • The cost of this initiative has been justified or the outcomes could have been achieved via a less expensive solution (see Step 3).
Community outcomes	<p>Comparison of pre-trial and post trial outcomes including:</p> <ul style="list-style-type: none"> • Results from public surveys measuring community confidence and perceptions of crime • Crime statistics (changes in types of crime or displacement of crime) • The number of reported incidents • CCTV's contribution to other community crime prevention strategies.
Public confidence in use	<p>Consider:</p> <ul style="list-style-type: none"> • The number of reports of crime made by the public • The number of requests for video data • The number of FOI applications • The number of complaints made by the public.

Measures of CCTV effectiveness	Considerations for assessment
Project management	Consider: <ul style="list-style-type: none"> • The level of access to technical expertise • The sustainability and self sufficiency of the project • The appointment of a suitable project manager, and effective communication/reporting to community safety committees • Whether there was an appropriate level of engagement with police (compliance with MOU's and appropriate sharing of video data).
Density, camera coverage and positioning	Consider: <ul style="list-style-type: none"> • Whether areas with higher density of camera coverage produce greater reduction in crime • Whether the cameras were positioned in the best way to achieve the objectives.
Technical characteristics	Consider: <ul style="list-style-type: none"> • Whether the type of camera used and the way it was mounted influenced its effectiveness • Whether the camera was able to cope with differing levels of lighting • The camera's capacity to transmit consistent images of high quality.
Operations and control room	Consider: <ul style="list-style-type: none"> • Whether the level of monitoring was adequate • Whether incidents in progress were detected during monitoring • Whether the communication between stakeholders (public and police) and the operators was timely and effective • Outcomes of an audit of data storage and compliance with SoPs and public code of conduct • The number staff trained and the effectiveness of training.

STEP
7

**Community
Crime
Prevention**

Your Community, Your Say

STEP 7

Community Crime Prevention

Your Community, Your Say

Integrity of evaluation

In order to ensure the integrity of your evaluation it is important not to draw simple conclusions that solely attribute reported outcomes to CCTV, and that you take account of other activities which may impact on statistical outcomes.

Good evaluation methodology would include collecting comparison data for an area adjacent to the area where your CCTV system is focused, and for a control area that has similar crime and community safety issues to the CCTV area. This will help to assess whether there has been any displacement of crime from the CCTV area to adjacent areas, and to strengthen your evaluation findings.

You may also wish to consider contracting a consultant with appropriate evaluation expertise to ensure independence of evaluation and enhance public confidence in the process.

Guidelines concerning evaluation published by the Department of Planning & Community Development Victoria and the Australian Institute of Criminology are in the below references.

CCTV owners should commit to making the results of evaluation public. This serves to increase the integrity of the system and adds to the body of evidence about the effectiveness of CCTV as a crime prevention and community safety tool.

References

UK Home Office Research Study 292, *Assessing the Impact of CCTV*, February 2005.

Australian Institute of Criminology, *Considerations for Establishing a Public Space CCTV Network, Research in Practice- Resource Manual No.8* December 2009. www.aic.gov.au/publications/current%20series/rip/1-10/08.aspx

For project performance information, see: *Evaluation Step-by-Step Guide*, Department of Planning & Community Development, Melbourne, Victoria, viewed 3 June 2011,

<http://www.dpcd.vic.gov.au/web14/dvc/dvcmain.nsf/HeadingPagesDisplay/Research+and+Publications+Evaluation?opendocument>.

See also: *Guidelines for Evaluating Community Crime Prevention Projects*, Australian Institute of Criminology, Canberra, viewed 3 June 2011,

<http://www.crimeprevention.gov.au/agd/www/Ncphome.nsf/Page/RWP4A7E9FB71531D36ECA256E44000C8AF?OpenDocument>.

Welsh and Farrington, *Closed-Circuit Television Surveillance and Crime Prevention- A Systemic Review, A Report to the Swedish Council for Crime Prevention*, 2007
