Barking and Dagenham Public Space CCTV Strategy

2013 – 2018

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Foreword 1

Barking and Dagenham Council has made significant investment in its CCTV provision across the Borough. We have 117 cameras which are monitored 24 hours a day by a team of experienced, skilled and licensed Operators. Over the years our CCTV has been in place it has proved time and again to be an essential tool in reducing the opportunities for crime and disorder in the Borough and providing evidence to ensure offenders are found and prosecuted.

We want to ensure that our investment continues to make a difference to tackling crime, improving community safety and increasing people's confidence in CCTV. We also need to plan for the future. This means taking into account the Borough's changing landscape, demographics and crime patterns as well as considering the changes to legislation which impact on the use of CCTV, such as the recently introduced Protection of Freedoms Act. Whilst considering all of this, we also need to remain mindful of the Borough's financial constraints to ensure we are using the limited resources we have to best effect within the community.

This strategy sets out our future plans for running an effective public space CCTV service which delivers value for money. We look forward to continuing to work with the Metropolitan Police Service and our other community safety partners to deliver this strategy over the next five years.

Cllr Jeanne Alexander, Cabinet Member for Crime, Justice and Communities

The London Borough of Barking and Dagenham is located at the heart of the Thames Gateway, approximately 11 miles east of central London. The Borough has a vibrant community and significant investment opportunities alongside complex challenges.

Barking and Dagenham has an overarching Community Strategy which clearly defines the issues that partner agencies, including the Council and Police, have agreed to prioritise to enable partners to deliver services consistently. The Community Strategy Vision is;

Encourage growth and unlock potential of Barking and Dagenham and its residents

Underpinning this vision are five priorities, which are:

- Ensure every child is valued so that they can succeed

- Reduce crime and the fear of crime

- Improve health and wellbeing through all stages of life

- Create thriving communities by maintaining and investing in new and high quality homes

- Maximise growth opportunities and increase the household income of Borough residents.

These aims will be supported by the Public Space CCTV Strategy by continuing to work with our partners in the well established Community Safety Partnership to maintain enforcement activity and improve the feelings of safety of those living, working and visiting the Borough.

CCTV has also been the subject of national debate following the introduction of the Protection of Freedom Act 2012 which set out a number of recommendations in relation to CCTV, including the appointment of a CCTV Regulator and publication of a Surveillance Camera Code of Practice. There have also been changes to existing legislation such as the Regulation of Investigatory Powers Act 2000 which have changed the way CCTV is used by local authorities.

Barking and Dagenham already have robust deployment and review processes in place to ensure that CCTV is used to the best effect for the community. However, CCTV alone is not a complete solution to any problem and is only one of the many measures used by the Community Safety Partnership to address issues being experienced by communities. The Council remains committed to ensuring that the limited CCTV resources available are used where appropriate to the best effect for the Borough's residents and visitors.

Vision   3

To enhance community safety, assist in developing the economic well being of the Borough of Barking and Dagenham and encourage greater use of the Town Centres, Estates and car parks.

Aims   4

To achieve this Vision the key aims of the Barking and Dagenham Public Space CCTV Strategy are;

1. To annually review the provision of public space CCTV to ensure it continues to meets the requirements of the community, the Council and partner agencies.

2. To ensure that all fixed and mobile CCTV is being used cost effectively and to its full advantage by reviewing, monitoring and continuing to investigate new and developing technology solutions, including but not limited to vehicle mounted cameras, body cameras and Automatic Number Plate Recognition (ANPR) cameras.

3. To work in partnership with retailers, licensees and businesses to improve the feelings of safety and reduce opportunities to commit crime in shopping areas across the Borough.

4. To ensure CCTV installed in council managed housing estates reduces opportunities for crime and anti-social behaviour and makes residents and their visitors feel safer.

5. To support the development of Council Car Parks to achieve the Park Mark Secure Parking standard.

To enable the delivery of the CCTV Strategy Aims an annual Delivery Plan will be published with the Annual CCTV Performance Review.

Public Space CCTV Objectives 5

Barking and Dagenham have installed public space CCTV cameras across the Borough to achieve the following objectives.
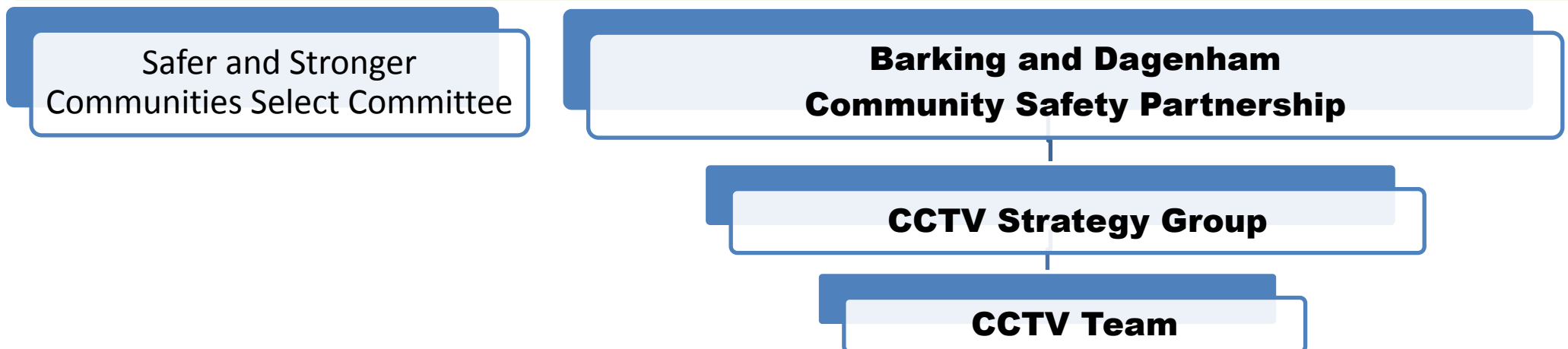
- To help reduce the fear of crime

- To help deter crime

- To help detect crime and provide evidential material for court proceedings

- To assist in the overall management of Barking and Dagenham public space

- To assist the Local Authority in its enforcement and regulatory functions within the Barking and Dagenham area

- To enhance public transport services by deterring misuse of bus lanes and so reducing delays and increasing reliability of time tables

- To reduce the cost of repairs as a result of vandalism, criminal damage or any other consequential indiscretions

- To assist in supporting civil proceedings which will help detect crime

- To provide effective protective surveillance of Council staff going about their lawful business

- To ensure the safe and efficient operation of the road network through the detection of contraventions of traffic and parking regulations

- To detect any acts of anti-social behaviour

Links to other strategies and plans   6

There are a number of national, regional, and local documents that have influenced the development of Barking and Dagenham's Public Space CCTV Strategy. These are identified as follows:

National Policy and Strategy Documents	Regional Policies, Strategies and Plans	Local Policies, Strategies and Practices
The Surveillance Camera Code of Practice The Information Commissioners CCTV Code of Practice	There are no London wide CCTV Strategies. Barking and Dagenham are members of the London CCTV Manager's Group (LCMG) which encourages cross borough working, shared procurement opportunities and the sharing of good practice. The LCMG also have representation at various standards groups, including Skills for Security, to improve technical and personnel standards within the industry.	Barking and Dagenham Community Strategy Anti-Social Behaviour Strategy 2012-2013 Licensing Policy (LBBD) Housing Strategy 2012-17 (LBBD)

CCTV Governance   7

Safer and Stronger Communities Select Committee

Barking and Dagenham Community Safety Partnership

CCTV Strategy Group

CCTV Team

CCTV Background 8

Barking and Dagenham Council currently operate 117 public space CCTV cameras in strategic locations across the Borough. The system uses both fibre optic and wireless methods to transmit images from the cameras to the CCTV Control Room where they are recorded 24 hours a day and monitored by skilled, vetted and licensed CCTV Operators.

In addition to the monitoring of the Borough's CCTV cameras the CCTV service also provides other 24 hour services including;

- Monitor and respond to Intruder, Fire and Panic alarms in corporate and civic buildings and schools.
- Monitor and respond to lone worker alarms
- Out of hours key holding
- Manage the out of hours lift room and roof access to high rise Housing blocks
- Key support service to the Borough's major incidents and emergency response service

For crime and disorder purposes the main partnership exists between the Council and the Police. The CCTV Control Room has direct radio communication with the Police via the AirWave radio which allows the CCTV Control Room to speak directly to the Police Central Command Centre (CCC) and with officers on the ground. The CCTV Control Room can also transmit live CCTV images into the CCC and the local Borough office.

The Council also has a camera sharing agreement with Transport for London which allows the Council to take control of some existing Transport for London (TfL) cameras in areas that do not currently have Council CCTV coverage, such the A12 and A13. TfL also have access to some Council cameras to enable them to see areas during an incident where they do not have coverage

Internal to the Council, Parking Services utilise a third of the public space cameras for enforcement of parking and moving traffic contravention. Parking Services fund the annual running costs for the cameras they use.

The CCTV Service also works closely with other Council departments such as Environment Enforcement to tackle issues such as fly-tipping and the Anti-social Behaviour Team to tackle community issues and assist with the enforcement of Anti-Social Behaviour Orders.

When introducing the new Surveillance Camera Code of Practice to the House of Lords Minister for Criminal Information, Lord Taylor of Holbeach, said:

'The government favours the use of CCTV and automatic number plate recognition systems as a crime fighting and public protection tool. It supports the use of overt surveillance in a public place when it is in pursuit of a legitimate aim; necessary to meet a pressing need; and proportionate, effective, and compliant with any relevant legal obligations.

Like the public, the government expects that where CCTV is deployed it is as effective as it can be in meeting its stated purpose and has appropriate privacy safeguards.'

The Protection of Freedoms Act 2012 set out a number of recommendations in relation to CCTV, and the subsequent Surveillance Camera Code of Practice was published in June 2013. The Surveillance Camera Code of Practice is intended to increase understanding of existing legal obligations in relation to the overt use of surveillance camera systems in public places, promote good practice and provide a single source of bespoke guidance, encouraging system operators to adopt the 12 guiding principles.

1. Use of a camera system must be for a specified purpose and necessary to meet an identified pressing need.
2. The use of a camera system must take into account its effect on the privacy of individuals, with regular reviews
3. There must be transparency, including a published contact point for access to information and complaints.
4. There must be clear responsibility and accountability for all system activities.
5. Clear rules, policies and procedures must be in place.
6. No more than the required images or information should be stored.
7. Access to retained images and information should be restricted with clearly defined rules on who can gain access and for what purpose.
8. Surveillance camera system operators should consider any approved operational, technical and competency standards relevant to a system and its purpose and work to meet and maintain those standards.
9. Images and information should be subject to appropriate security measures to safeguard against unauthorised access and use.
10. There should be effective review and audit mechanisms to ensure legal requirements, policies and standards are complied with in practice, and regular reports should be published.
11. Camera systems should be used in the most effective way to support public safety and law enforcement to evidential standard.
12. Any reference databases should be accurate and kept up to date.

The Surveillance Camera Code of Practice is also reflective of the existing Data Protection Act 1998 "Data Protection Principles" already adhered to by the LBBD CCTV System. These specify that personal data must be:

1. Processed fairly and lawfully.
2. Obtained for specified and lawful purposes.
3. Adequate, relevant and not excessive.
4. Accurate and up to date.
5. Not kept any longer than necessary.
6. Processed in accordance with the "data subject's" (the individual's) rights.
7. Securely kept.
8. Not transferred to any other country without adequate protection in situ

The LBBD CCTV already have in place robust processes to ensure compliance with the relevant requirements set out in the Regulation of Investigatory Powers Act 2000 and Human Rights Act 1998. These are regularly inspected by the Office of the Surveillance Commissioner.

Between 1 April 2012 and 31 March 2013 the LBBD CCTV Service

logged **4,916** incidents

&

completed **1,248** downloads

Whilst it is possible to record and analyse the activity of the CCTV Service and the number of times CCTV has been downloaded to provide evidence it is not possible to assess the direct impact CCTV has on crime. The main barriers to gathering this information are;

- CCTV is usually installed alongside other crime reduction measures as part of a holistic approach, such as changes to the environmental, for example street lighting, engagement with local residents and businesses to improve reporting and information exchange and enforcement activity in relation to prolific offenders. Therefore, it is not possible to establish the direct impact of each individual element of a scheme.

- It is not possible to record the number of offenders who have assessed the risk of being caught by the CCTV cameras and decided not to offend in that location.

- How the Police response and times differ when presented with live CCTV images of a crime taking place instead of telephone notification direct from the public.

- The LBBD does not have control over the use of the CCTV product in the investigation and prosecution of offences.

- The public perception of how effective CCTV is also difficult to accurately measure as the role CCTV has played when responding to an incident is not immediately apparent to the public. For example; CCTV Monitoring Officers may have identified an incident, notified police and captured evidence; however, the CCTV service have no control over the deployment of emergency services to an incident which may lead the public to believe that nothing has happened.

Whilst the primary function of the Council's CCTV Service is to monitor the Borough's public space cameras and respond to incidents it is important to note that the team also provide other 24 hours services. This includes monitoring the intruder, fire and panic alarms in many of the Borough's school, corporate and civic buildings. The activity analysis below relates only to the CCTV function.

Analysis of the incidents reported by the LBBD CCTV Service shows that the trend throughout the week is quite stable. In relation to times of the day that incidents are identified analysis showed that the numbers of incidents started to decline from midnight, with the lowest number of incidents occurring between 00:00 and 07:59, there is then a sharp incline in incidents from 08:00. Graph 1, demonstrates CCTV activity in response to crime and disorder incidents by day of the week and time of the day.

Graph 1
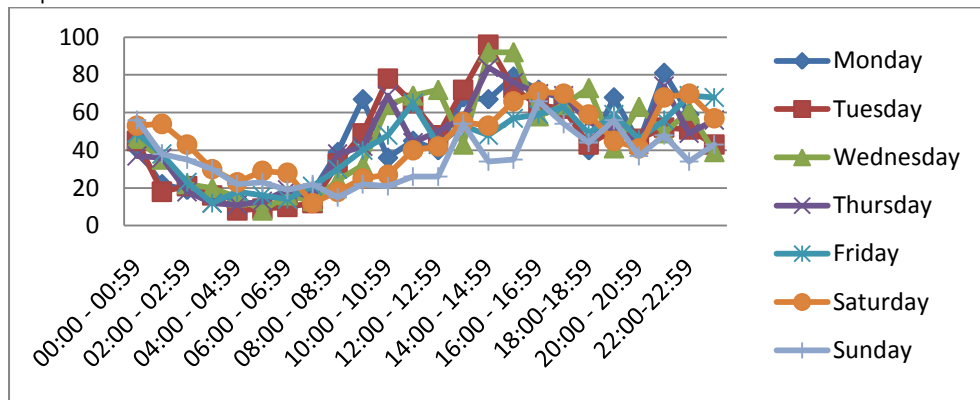
Analysis of the trend of incidents throughout a 12 month period shows that the busiest month is August, the number of reported incidents then decreases reaching the fewest in January. Graph 2 below demonstrates the 12 month trend.

Graph 2
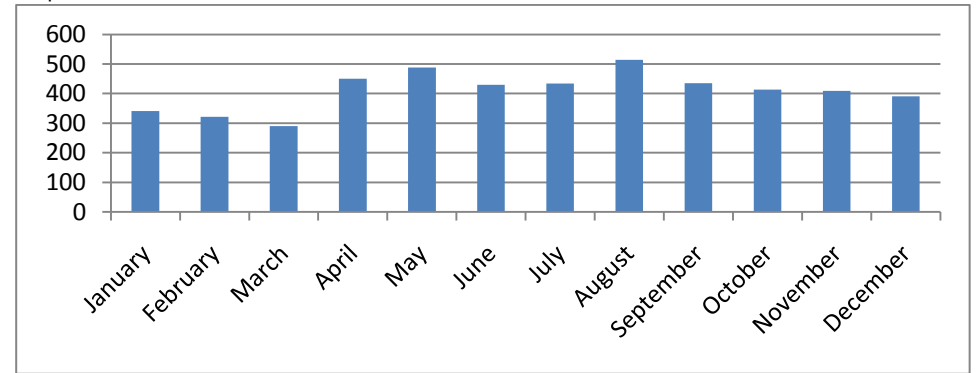
Analysis of the crime and disorder related incidents shows that the main areas of activity relate to monitoring cash and valuables in transit and anti-social behaviour. Violent crime is the area of crime with the highest number of reports. Graph 3 below shows the type of crime and disorder incidents that were reported between 1 April 2012 and 31 March 2013.

Graph 3

CCTV Deployment
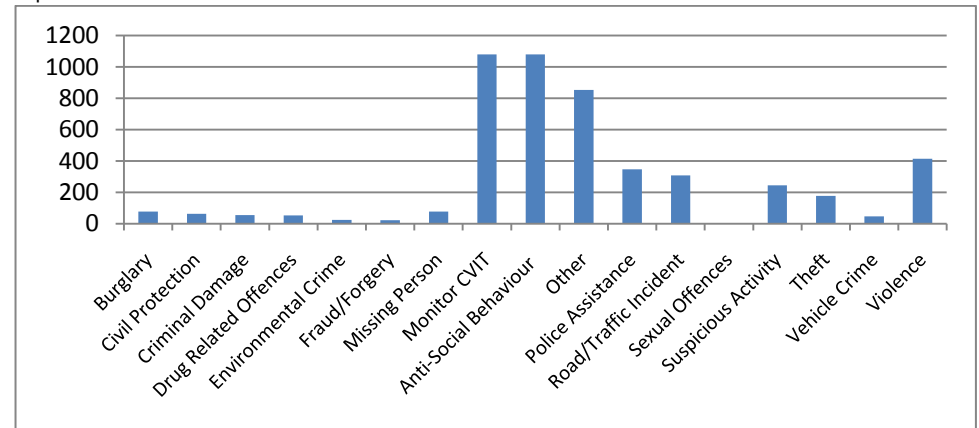
A large proportion of the council's CCTV provision was installed between 10 and 15 years ago, with the majority being installed as a result of Home Office funding. Whilst there is no longer a defined funding stream for CCTV, in the last five years additional cameras have been funded from various sources, including Transport for London and Regeneration projects.

The cost of installing a single CCTV camera is usually £25,000 plus an additional £2,500 per annum in maintenance, electricity and transmission costs. The CCTV Service does not have an established budget to increase the current CCTV provision. However, the CCTV Service is regularly approached by partner agencies, internal council departments and Members to consider installing CCTV at new locations. As CCTV is requested the CCTV Service seeks to identify any funding opportunities which may support an installation and the annual operation costs, this is not always successful.

The process adopted by the CCTV Strategy Group for a potential CCTV installation involves the following four distinct areas of assessment;

Evaluation,
Environment,
Engagement,
Enforcement.

Evaluation

CCTV is a valuable tool for addressing crime and disorder, however, it is not always the most suitable way to address issues that are being experienced in the community. Therefore, it is necessary to establish the type of crime and disorder that is being experienced, the length of time the problem has existing and if this is being reported to the Metropolitan Police as it happens to assist apprehension and prosecution of offender.

Research[1] indicates that CCTV is more effective in tackling crimes that are pre-planned and the offender is able to assess the perceived benefits of committing the offence against the risk of being caught by CCTV. Crimes that are more likely to be spontaneous, particularly when the offender is under the influence of alcohol or drugs, are less likely to be reduced by CCTV cameras as the offender is less able to assess the risks of being caught. However, in areas where CCTV is present and captures offences it can still be used to inform the deployment of emergency services to the scene, potentially reducing the seriousness of the outcome of the offence, and assist in the investigation of offences and prosecution of offenders.

It can take up to 6 months to install a CCTV camera at a new location, therefore, consideration must also be given to crime reduction measures that may need to be put in place during this time.

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[1] To CCTV or Not to CCTV – NACRO 2002

Environment

The physical environment must be assessed to establish whether it would be possible to install a CCTV camera. Key considerations are:

- Is it possible to install a camera in a position that will capture the area experiencing difficulties?

- Are there any physical obstructions to the installation of a CCTV camera, such as underground utilities, pavement width?

- Is it possible to use existing structures to install CCTV, such as street lights?

- What obstructions (natural and built, such as trees and advertising hoardings) will there be to the camera view and can they be managed?

- What is the level of lighting?

- How many cameras would need to be installed to offer effective coverage of the area?

- The likelihood of displacing crime rather than reducing it?

Enforcement

CCTV alone cannot stop crime occurring and must be supported by an appropriate response to identified incidents. Offenders are known to 'test' CCTV by committing minor offences in front of a camera to see what the response is. It may be that the offence is captured by the CCTV Monitoring Officer and the information passed to the relevant enforcement agency, however, if there is no physical response at the scene and no follow up to the offence this can lead to the offender escalating their behaviour. This can also affect the confidence of the victim and community in the CCTV system, and ultimately the authority responsible for it.

If CCTV is a recommended crime reduction measure, enforcement must continue following the installation to ensure sustainability.

Consideration is also given to whether it is possible to undertake parking enforcement via a camera as any income generated can be used to fund the installation and running costs for the camera.

Engagement

Engagement is essential in any area experiencing crime and disorder.

To enable incidents to be reported in a timely way and enable CCTV to respond it is important that incidents are reported proactively by local residents and businesses. Areas where CCTV is installed are encouraged to establish Neighbourhood Watch or Shop Watch schemes to enable communities to work together and in partnership with the Council and Police to address the issues being experiences.

It is also essential to engage with the individuals believed to be responsible for responding to the local issues, for instance Youth Services and the Drug and Alcohol Action Team, to identify and address the reasons the offending may be occurring, therefore, reducing the possibility of displacement.

The LBBD deployment process ensures compliance with the Surveillance Camera Code of Practice.