



Scrutiny Committee
9th September 2015

**Report from the Chief Operating Officer
Department**

For Information

**Proposed Scope for Scrutiny Task Group on
Close Circuit Television (CCTV) in Brent**

1.0 Summary

1.1 This report sets out the proposed scope for the Scrutiny task group on Close Circuit Television (CCTV) in Brent. This task group has been requested by the Scrutiny Members in response to Brent residents' requests for increased levels of CCTV in the borough.

1.2 The purpose of the task group will be to focus on analysing four key areas:

1. Public perceptions of CCTV:

- Why do so many residents groups campaign for CCTV?
- What impact do residents think CCTV on their street will have?
- Does CCTV make people feel safer?

2. The effectiveness of CCTV:

- Is CCTV an effective deterrent, what actual impact does it have?
- How many offenders are caught and prosecuted through CCTV footage?
- How can CCTV be benchmarked?
- What is the best cost/benefit analysis of CCTV available (e.g. cost of installing, monitoring, maintaining and upgrading versus cost of crimes)?

3. The current systems in Brent:

- What are the current council processes in place for installing (and removing) cameras and monitoring their footage, how can this be improved?
- Does the Council have the right policies in place to work with partner organisations such as the police?
- Which other local authorities have excellent practice and how do we compare?

4. Working innovatively, involving the community and securing alternative funding sources:

- Are the community integrated into our CCTV policies and systems as much as they should be and how could this be improved?
- How can the Council support community initiatives around “Citizens CCTV” and what is the current legislation in place concerning such schemes?
- What sources of alternative funding are in place for CCTV, and is the Council accessing these as fully as it should be?

1.3 The task group will review the local arrangements of the council and its partners, national research and guidelines and the views and opinions from local residents and businesses. The task group will also consult with experts in this field and other London boroughs which have been awarded and identified as leaders in CCTV. The task group will review a number of concerns in the use of CCTV; which we will seek to look at in the context of Brent, these are:

- Effectiveness of CCTV in Brent and how can we evidence this?
- Impact is CCTV making in reducing anti social behaviour crime
- CCTV camera placement within Brent and how do we decide this
- Crime deterrents for Brent communities
- Current resources available
- Residents attitudes toward CCTV (in support or against)

1.4 Making sure that we continue to reduce crime, especially violent crime, and making people feel safer is an objective within the Council’s Borough Plan. Improving the use of CCTV in the borough is one element within the context of our “Better Place” priority.

2.0 Recommendation

2.1 Members of the Scrutiny Committee are recommended to agree the scope, terms of reference and time scale for the task group on CCTV in Brent, attached as Appendix A and B.

3.0 Detail

3.1 With member consensus on crime reduction and community safety, Members of the Scrutiny Committee requested a time-limited task group undertake a focused piece of work on potential actions to improve the use of CCTV in Brent. The proposed scope and terms of reference for this work is attached as Appendix A and B.

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**Close Circuit Television (CCTV) in Brent
Proposed scope for Scrutiny Task Group
August 2015**

Task Group Chair: Cllr Matt Kelcher

Task Group Members: Cllr Liz Dixon, Cllr Janice Long, Cllr Lloyd McLeish, Mike Wilson and Sandria Terrelonge

Time frame: Provide report to the Scrutiny Committee meeting on Thursday 5th November 2015

1. What are we looking at?

Close Circuit Television (CCTV)

Across the developed countries of the world today surveillance is part of everyday life and this has led to the acknowledgement that the UK is part of a surveillance society. The UK has experienced a massive growth in Close Circuit Television (CCTV) since the 1980s and this was initially based on the assumption that CCTV was a solution for crime and disorder. The earliest usage of Closed Circuit Television (CCTV) actually dates back to 1942 when it was first used by the military in Germany. The military used remote cameras with black and white monitors to observe the launch of V2 rockets. In the years since that time CCTV has become very common in non government and military sites. In the 1970's and 1980's CCTV was commonly used as an added security measure in banks. Many other retailers also began to use these CCTV's in their shops as a method to both prevent and record any possible crime. There is no proof that CCTV's decreased crime rates, but they have been very successful in helping to apprehend criminals who were recorded in the act.

CCTV's also became very useful in monitoring traffic. Britain first started using them for this purpose and thousands of cameras were placed all over the city to monitor traffic and to see if there were accidents. Since that time they have been placed in vehicles such as taxis, buses and trains. They have also been placed in private areas such as parking lots to attempt to decrease instances of vandalism.

Today CCTV's are very common in the home. Many homes with security systems have these installed as an added security feature to prevent break-ins or unwelcome intruders. They are also used in many public areas including schools and airports to record any suspicious activity.

2. Why are we looking at this area?

After a number of Brent residents requested CCTV cameras to be installed in their communities, scrutiny members feel that it was the right time to conduct a review into the effectiveness of CCTV in Brent. The review will focus on the prevention of anti social behavioural crimes, apprehending offenders, costs and alternative funding and the levels of reassurance given to residents.

The use of closed circuit television cameras for the purposes of tackling crime has greatly increased over the last decade. There is no official figure for how many cameras are in use, although a figure of 4.2 million, based on academic research, is often cited. Although the rationale for CCTV use is that it “prevents crime”, a number of studies have questioned the assumptions underlying this claim and drawn attention to a complex range of factors that should be taken into account when assessing CCTV’s effectiveness. A 2007 report by the Campbell Collaboration claimed that CCTV has a “modest but significant desirable effect on crime” but that its use should be “more narrowly targeted” than at present.

Overall, the impact of CCTV has been variable, it is important to remember that the characteristics of areas and the crime problems generated in them varies considerably, and the suitability of CCTV will depend, at the very least, on the nature of those problems, the presence of other measures, and the commitment and skills of management and staff to making CCTV work. The belief that CCTV alone can counter complex social problems is unrealistic in the extreme. At best CCTV can work alongside other measures to generate some changes, but it is no easy panacea, and there is a lot still to be learnt about how to use it to best effect.

- The total UK cost of installing, operating and maintaining CCTV cameras between 2007 and 2011 was £515 million.
- Britain's crime rate is not significantly lower than comparable countries that do not have such vast surveillance.
- Cost of CCTV versus extra police officer on our streets

Local Context

In Brent we use CCTV to assist with efforts to combat crime and disorder, enforce bus lane offences, moving traffic contraventions and manage events around Wembley Stadium. We keep an eye on dangerous situations, locate suspects of crime and provide valuable support to the police, emergency services and other organisations because our CCTV recordings may be used as evidence for court cases.

We have 183 cameras in key locations throughout Brent with the majority in the following locations:

- 19 Neasden
- 21 Harlesden
- 43 Kilburn
- 69 Wembley

Brent cameras are monitored 24 hours a day by staff in our CCTV control room. There is an agreement with Transport for London to allow Brent access their cameras during emergencies. Brent is not responsible for private CCTV cameras.

Brent’s CCTV team will:

- report incidents to the emergency services
- provide evidence for criminal or civil proceedings
- help detect crime by working in partnership with the Police and other law enforcement agencies

- keep traffic moving in lanes through effective monitoring
- work with the Police to disrupt potential incidents

In early 2015 a Brent CCTV operative received a Certificate of Appreciation at the first Metropolitan Police CCTV Awards ceremony. He was nominated for his excellent work in spotting two crimes on CCTV at the end of last year.

National Context

The origins of CCTV provision for public space in this country lie in the early 1980s. Since then the use of CCTV systems has expanded gradually but significantly. The earliest systems were funded in a small number of cases by the police or local businesses, but in the majority of cases by local authorities through what were then known as City Challenge or Safer Cities Initiatives. Subsequent Government funding took the form of the CCTV Challenge Competition between 1994 and 1999, under which £38.5 million was made available for some 585 schemes nationwide.

In turn, between 1999 and 2003, major investment was made in public space CCTV through the Home Office-funded Crime Reduction Programme (CRP). A total of £170 million of capital funding was made available to local authorities following a bidding process. As a result of this funding, more than 680 CCTV schemes were installed in town centres and other public spaces. The end of the Crime Reduction Programme signalled the end of a dedicated central funding regime for public space CCTV. However, local areas continued to have access to Home Office grant monies in the form of general funding for crime reduction.

Most public space CCTV is now owned, monitored and managed by local authorities, many of whom have procured different systems at different times and with a range of different specifications, leading to a mix of schemes across the country. Although the Government has invested heavily in public space CCTV schemes, so too have local authorities and local partnerships. Local authorities also continue to carry much of the burden for the ongoing costs of running and maintaining their schemes.

3. Legislation and Government Policy

The Information Commissioner's Office (ICO) issued its first code of practice under the Data Protection Act 1998 (DPA) covering the use of CCTV in 2000. The code was developed to explain the legal requirements operators of surveillance cameras were required to meet under the Act and promote best practice. The code also addressed the inconsistent standards adopted across different sectors at that time and the growing public concern caused by the increasing use of CCTV and other types of surveillance cameras.

The unwarranted use of CCTV and other forms of surveillance cameras has led to a strengthening of the regulatory landscape through the passing of the Protection of Freedoms Act 2012 (POFA). The POFA has seen the introduction of a new surveillance camera code, which focuses on the 12 guiding principles of surveillance issued by the Secretary of State since June 2013 and the appointment of a Surveillance Camera Commissioner to promote the code and review its operation and impact. The ICO has contributed to this tougher regulatory landscape by taking enforcement action to restrict the

unwarranted and excessive use of increasingly powerful and affordable surveillance technologies.

Surveillance Commissioner

The Surveillance Camera Commissioner, (the commissioner), is a statutory appointment made by the Home Secretary under Section 34 of the 2012 Act. The commissioner's statutory functions are:

- Encouraging compliance with this code;
- Reviewing the operation of this code; and
- Providing advice about this code (including changes to it or breaches of it).

4. What are the main issues?

- Effectiveness of CCTV in Brent and how can we evidence this?
- Impact is CCTV making in reducing anti social behaviour crime
- CCTV camera placement within Brent and how do we decide this
- Crime deterrents for Brent communities
- Current resources available
- Residents attitudes toward CCTV (in support or against)

5. What should the review cover?

The review will address the following key areas:

Public perceptions of CCTV

- Why do so many residents groups campaign for CCTV?
- What impact do residents think CCTV on their street will have?
- Does CCTV make people feel safer?

The effectiveness of CCTV

- Is CCTV an effective deterrent, what actual impact does it have?
- How many offenders are caught and prosecuted through CCTV footage?
- How can CCTV be benchmarked?
- What is the best cost/benefit analysis of CCTV available (e.g. cost of installing, monitoring, maintaining and upgrading versus cost of crimes)?

The current systems in Brent

- What are the current council processes in place for installing (and removing) cameras and monitoring their footage, how can this be improved?
- Does the Council have the right policies in place to work with partner organisations such as the police?
- Which other local authorities have excellent practice and how do we compare?

Working innovatively, involving the community and securing alternative funding sources

- Are the community integrated into our CCTV policies and systems as much as they should be and how could this be improved?
- How can the Council support community initiatives around “Citizens CCTV” and what is the current legislation in place concerning such schemes?
- What sources of alternative funding are in place for CCTV, and is the Council accessing these as fully as it should be?

6. How do we engage with the community and our internal and external partners?

As part of this review the task group will invite relevant partners to get involved; through workshops, public group discussions and one-to-one interviews.

Partners: Group 1

- Relevant Council Departments:
 - Crime and Community Safety Team
 - CCTV Team
- Police
- Brent partners:
 - Brent Housing Partnership (BHP)
 - Wembley Stadium
 - Wembley Arena
 - Transport for London
- Local Groups:
 - Brent Neighbourhood Watch Association
 - Local Joint Action Group
 - The Junction Residents Association
 - Mapesbury Residents Association (MAPRA)
 - NorthWestTWO Residents' Association
 - Queens Park Residents Association
 - St Raphael's Residents Association
 - Sudbury Town Residents' Association

Partners: Group 2

- Home Office
- The Surveillance Camera Commissioner
- Best Practice Local Authorities:
 - LB Enfield
 - LB Islington
 - LB Hammersmith & Fulham
 - LB Hackney

7. What could the review achieve?

The review is expected to deliver a number of outcomes as listed below:

- A more focused use of current CCTV resources
- Better understanding of the CCTV needs for Brent
- More deterrent evidence linked to CCTV operations
- Stronger partnership working, with partner such as the Police and TFL

- Residents feeling safer in Brent communities

Appendix B

Close Circuit Television (CCTV) MEMBERS TASK GROUP TERMS OF REFERENCE

A. CONTEXT

The origins of Close Circuit Television (CCTV) provision for public space in this country lie in the early 1980s. Since then the use of CCTV systems has expanded gradually but significantly. The earliest systems were funded in a small number of cases by the police or local businesses, but in the majority of cases by local authorities through what were then known as City Challenge or Safer Cities Initiatives. Subsequent Government funding took the form of the CCTV Challenge Competition between 1994 and 1999, under which £38.5 million was made available for some 585 schemes nationwide.

In turn, between 1999 and 2003, major investment was made in public space CCTV through the Home Office-funded Crime Reduction Programme (CRP). A total of £170 million of capital funding was made available to local authorities following a bidding process. As a result of this funding, more than 680 CCTV schemes were installed in town centres and other public spaces. The end of the Crime Reduction Programme signalled the end of a dedicated central funding regime for public space CCTV. However, local areas continued to have access to Home Office grant monies in the form of general funding for crime reduction.

Most public space CCTV is now owned, monitored and managed by local authorities, many of whom have procured different systems at different times and with a range of different specifications, leading to a mix of schemes across the country. Although the Government has invested heavily in public space CCTV schemes, so too have local authorities and local partnerships. Local authorities also continue to carry much of the burden for the ongoing costs of running and maintaining their schemes.

B. PURPOSE OF GROUP

A Council Members' task group chaired by an elected member and coordinated by a council Scrutiny officer was set up in August 2015. Sponsored by the Scrutiny Committee, the aim of task group is to collate, review and evaluate evidence gathered from various sources; which include Brent's Crime and Community Safety and CCTV Teams, Local groups, Brent Police and partners such as Registered Social Landlords (RSL's), Transport for London and Wembley Stadium and Arena. The task group will also engage with central government organisations which include the Home office and the Surveillance Camera Commissioner.

The objectives at the time were:

1. Liaise with stakeholders to gather evidence.
2. Use reviewed evidence to inform findings and recommendations for fully utilising current resources to improve the use of CCTV in Brent.

C. AIM & OBJECTIVES

Aim of the task group is to gather and review evidence; once the evidence is reviewed the task group will produce a paper with their finding and recommendations. Areas that the review will cover:

- **Aims**

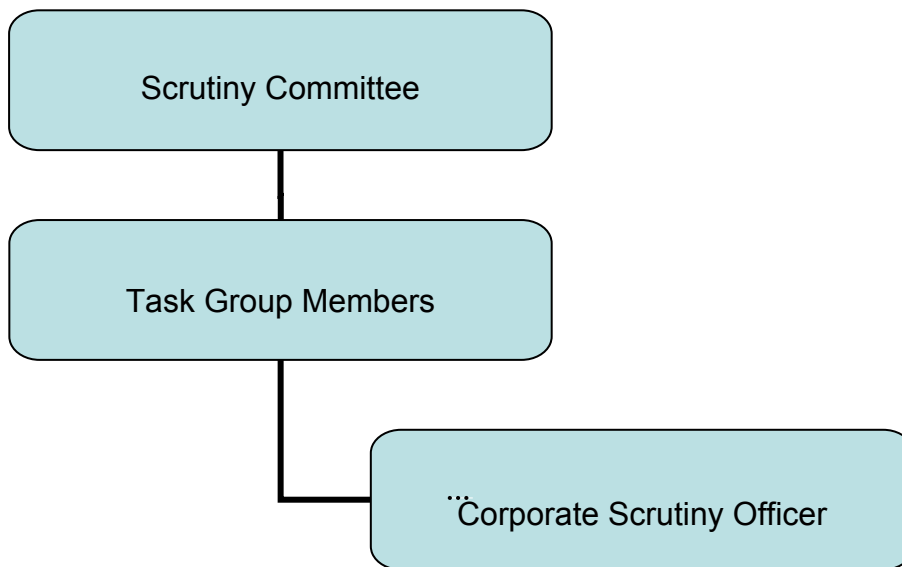
The aims of the task group form four main themes

- Public perceptions of CCTV
 - Why do so many residents groups campaign for CCTV?
 - What impact do residents think CCTV on their street will have?
 - Does CCTV make people feel safer?
- The effectiveness of CCTV
 - Is CCTV an effective deterrent, what actual impact does it have?
 - How many offenders are caught and prosecuted through CCTV footage?
 - How can CCTV be benchmarked?
 - What is the best cost/benefit analysis of CCTV available (e.g. cost of installing, monitoring, maintaining and upgrading versus cost of crimes)?
- The current systems in Brent
 - What are the current council processes in place for installing (and removing) cameras and monitoring their footage, how can this be improved?
 - Does the Council have the right policies in place to work with partner organisations such as the police?
 - Which other local authorities have excellent practice and how do we compare?
- Working innovatively, involving the community and securing alternative funding sources
 - Are the community integrated into our CCTV policies and systems as much as they should be and how could this be improved?
 - How can the Council support community initiatives around “Citizens CCTV” and what is the current legislation in place concerning such schemes?
 - What sources of alternative funding are in place for CCTV, and is the Council accessing these as fully as it should be?

- **Objectives**

- A more focused use of current CCTV resources
- Better understanding of the CCTV needs for Brent and its residents
- More deterrent evidence linked to CCTV operations
- Stronger partnership working, with partners such as the Police and TFL, Brent Housing Partnership (BHP), and other Registered Social Landlords (RSL's)
- Residents feeling safer in Brent communities

D. GOVERNANCE & ACCOUNTABILITY



E. MEMBERSHIP

1. Cllr Matt Kelcher (Chair)
2. Cllr Liz Dixon
3. Cllr Janice Long
4. Cllr Lloyd McLeish
5. Mike Wilson (Co-opted Member)
6. Sandria Terrelonge (Co-opted Member)

Kisi Smith-Charlemagne – Scrutiny Officer

Other key stakeholders would be invited as appropriate.

F. QUORUM & FREQUENCY OF MEETINGS

There should be at least 2 members present at each meeting. A minimum would be the Chair, and another member of the task group. The task group will meet twice per month or approximately every two weeks with sub meetings held between the chair and the Scrutiny Officer as required.

G. DATES OF REVIEW

Start: August 2015

End: Scheduled for presentation to the Scrutiny Committee on 5 November 2015