



**HILLINGDON**  
LONDON

**RESIDENTS' AND ENVIRONMENTAL SERVICES  
POLICY OVERVIEW COMMITTEE**

**2008/2009**

***REVIEW OF CCTV STRATEGY***

**Members of the Committee**

**Cllr Kay Willmott-Denbeigh (Chairman)**  
**Cllr Janet Duncan**  
**Cllr John Hensley**  
**Cllr Graham Horn**  
**Cllr Michael Markham**  
**Cllr Avtar Sandhu**



INVESTOR IN PEOPLE

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## Chairman's Foreword

Close Circuit Television is an emotive subject that has become a necessity in this day and age. As various levels of crime continue to increase, the need for public surveillance has become an essential tool for public safety. This requirement is already undertaken by the Council, with over 90 CCTV cameras and 11 covert CCTV cameras deployed in various areas of the borough. These CCTV cameras are a fundamental instrument used to combat an assortment of crimes in the borough, ranging from community safety to fly tipping.



This report combines not only the public's perception of CCTV but also the views of different users throughout the Borough. During our witness sessions we took evidence from a cross section of the public and were pleased that the general consensus of opinion was in favour of CCTV. A number of Council officers and other interested parties also contributed towards our report and behalf of the review group I would like to thank all witnesses who gave up their time to this review. Their contribution was of great value to the Committee and we are indebted to those who took part in the review.

During our review we also sought advice from Westminster City Council, an exemplar Borough, and investigated how they operate their CCTV strategy. The information learned has given us an insight into improving and modernising our current practise. I would like to thank those at Westminster City Council who accommodated our request.

From these contributions and our own investigations, we have identified a significant number of changes and potential improvements that we recommend to Cabinet for consideration. We believe that our work and the recommendations that flow from it will help to improve service provision in the

borough. We also hope that this report will help to raise public awareness more broadly about the need for CCTV in the borough.

A handwritten signature in black ink, reading "Kay Willmott-Denbeigh". The signature is written in a cursive style with a large initial 'K' and 'D'.

Cllr Kay Willmott-Denbeigh

## **Close Circuit Television (CCTV): Conclusions and Recommendations**

**The following are proposed as conclusions and recommendations to go into the Committee's final report.**

The Committee reviewed the duties, functions, performance of and potential for improvements in the strategy for CCTV services in Hillingdon. A summary of the Committee's conclusions and recommendations are below.

**The Committee concludes:**

### **1. Safety should remain the paramount aim for the CCTV Strategy.**

The Committee endorses the Council's current priorities of CCTV:

- To reduce anti-social behaviour
- To create a safe environment
- To reduce burglary and vehicle crime
- To reduce assaults and hate crime.

### **2. Good public perception of CCTV use should continue to be encouraged to maximize the potential of the system.**

Residents' reactions and feedback to ward Councillors and officers indicates that an increase in the number of CCTV cameras would heighten residents' sense of security. It would also make the area seem a more pleasant and attractive place to visit and live in.

### **3. CCTV cameras in Hillingdon should also be proactively used in dealing with parking offences and environmental crimes.**

Cameras used to combat crime and disorder should also be used to identify vehicle offences and environmental crime in the borough, where this is appropriate.

### **4. Need to clarify roles and responsibilities in relation to the CCTV Strategy.**

Whilst Members set priorities, the management arrangements are not as robust as they should be. There needs to be clear accountability for several bodies, such as the CCTV Steering Group.

**The Committee therefore recommends:**

**Recommendation 1: That the Cabinet consider the following ways to improve the operation of CCTV in the borough. The Committee suggests ways this might be achieved below and recommend that the Cabinet ask officers to progress those they support.**

These are the Committee's proposals to improve the operation of CCTV in Hillingdon:

**1.1 Re-launch CCTV Steering Group with a clear Member lead,** with the aim of bringing the Council and local private and public sector agencies together, to renew its terms of reference and to set out the CCTV Strategy and policy for the borough as a whole. The Steering Group needs to build on existing partnerships with agencies in the borough such as the Police. Its role will be to advise on good practice and strategy and to maintain performance information on the effectiveness of CCTV in the borough.

**1.2 Introduce a Lay Panel** to monitor the Council's CCTV code of practice and ensure it is complied with. This panel would help tackle the image of 'Big Brother' style monitoring by encouraging a good public perception. Members of this Lay Panel will be volunteers and would report to the CCTV Manager.

**1.3 Endorse the work of the Prioritisation Panel.** This panel decides the detailed location of new cameras with local agencies using demographic crime statistics. The panel comprises of officers from the council and the police. Members of this panel would be the CCTV Manager, the Community Safety Manager (Tasking) and Metropolitan Police representatives.

**1.4 Improve communication and consultation** between the partners to ensure the best use of the CCTV system. In order to achieve this, partners must be able to share cameras and images. Regular meetings with partners would initiate better communication. Communication links should be strengthened with local transport and the parking enforcement service.

**1.5 Develop a co-ordinated approach to ensure that all new installations of CCTV cameras in the borough are compatible with the council CCTV control room equipment to have the option of / enable central monitoring.** When developing the CCTV Strategy, the planning informative on CCTV should be included to support this co-ordinated approach.

**1.6 Explore the extent to which the CCTV cameras could be used to detect 'enviro-crimes' including parking offences, moving traffic contraventions, fly tipping, littering, and other environmental issues.**

**1.7 Expand and modernise a multifunctional CCTV control room,** in the Civic Centre to create additional capacity for adding more cameras. Expansion and modernisation will also extend to the further development of wireless technology, where appropriate. A multifunctional room has the potential to eventually become self-funded. For example, additional income from parking contraventions could be used to fund the expansion of the CCTV service. The room is already linked with the police and Uxbridge shopping centres. The potential to link up with public transport, local schools, Brunel University and other local businesses, to enable partners to share information, should be explored further.

The modernisation of the control room should lead the CCTV service to keep abreast of technological advancements and any possible convergences of technology within the CCTV market place. Opportunities for integrating existing and new systems should be encouraged with partner organisations, including other external agencies. All technological developments should be reported to the CCTV steering group.

**1.8 Investigate and develop wireless technology**, where such an installation would be appropriate to the location being considered and a satisfactory business case is put forward.

**Recommendation 2: That the Cabinet ask officers to produce a draft CCTV Strategy for 2009/10, which is annually reviewed commencing one year after it has been published.**

The Committee recommend the Strategy is published early in the council year 2009/10 to give residents, partners and Councillors a better understanding of priorities and future plans for CCTV. The Committee recommends that the Strategy contain details of spending for the past year, as well as plans for the future, so that achievements can also be seen.

The Committee recommend that the Residents' and Environmental Services Policy Overview Committee revisit this report one year after the review is completed.

**The Committee suggests ways this might be achieved and recommend that the Cabinet ask officers to progress the recommendations.**



## **2. Background, Importance and Methodology**

### **Background to the review**

This review is one of two chosen in June 2008/9 by the Residents' and Environmental Services Policy Overview Committee for 2008/9. The choice was made according to set criteria aimed at ensuring Policy Overview reviews focus on matters that are important locally and cover topics that the Committee can add value to and make an impact.

### **Aim of the review**

*To review and improve the Council's CCTV strategy and the arrangements for implementing that strategy. To make recommendations to Cabinet which will improve the service and improve residents' satisfaction.*

### **Terms of Reference (as agreed July 2008)**

1. To identify the reasons why the Council uses CCTV, the potential benefits and drawbacks.
2. To examine the effectiveness of the Council's current CCTV strategy and policy.
3. To investigate opportunities to improve the Council's CCTV services, including any safeguards.
4. To examine best practice elsewhere.

### **Importance**

The Council's duty as a Local Authority under the Human Rights Act 2000 is to maintain a high level of public safety and security. Under the Data Protection Act 1997 the Council has a duty to deal with public surveillance in an efficient and attentive manner.

Ensuring residents are both actually safe and feel safe is a Council priority. This involves working closely with our partners, particularly with the police and with local people in their own neighbourhoods, and investing in things that

help keep our residents safe.

### **Reasons for the review**

*“CCTV requires human intervention to work to maximum efficiency and the problems it helps deal with are complex. It has potential, if properly managed, often alongside other measures, and in response to specific problems, to help reduce crime and to boost the public’s feeling of safety; and it can generate other benefits. What is clear is that all areas need to develop a strategy for using CCTV. Technology is still moving fast, there is likely to be more emphasis on the use of biometrics, on ‘event-led’ CCTV systems rendering them more ‘intelligent’, but these changes need to be matched by appropriate changes in policy”. Home Office Research Study 292 ‘Assessing the Impact of CCTV’, (Gill & Spriggs 2005).*

The following are all reasons for this review into CCTV strategy in Hillingdon.

#### **1. The impact of legislation and national guidance.**

In terms of the Freedom of Information, Regulation of Investigating Powers and the Police and Justice Acts and, also, the National CCTV strategy recently issued by the Home Office.

#### **2. A continuing need to ensure value for money.**

CCTV combined with other interventions or security measures can be a formidable tool in the fight against crime, disorder anti-social behaviour and general community management.

CCTV is believed to be a key contributor to the exercise of Council’s responsibilities under the Crime and Disorder Act 1998. We need to ensure there is clear correlation between the Council’s CCTV activities and changes in the crime detection, reduction and prevention statistics relating to the borough.

### **3. Technological advances**

The increased use of mobile, wireless and 'Internet Protocol' digital CCTV, permitting rapid deployment, requires the Council to reassess the specific value for money of the current hard-wired systems.

### **4. A review of current arrangements for policy development and overall direction for the service area.**

The recent Review of Community Safety in the Borough and development of the Council's Community Safety function has revealed the need to review the current organisational arrangements for both implementing CCTV strategy and developing CCTV policy to ensure they are appropriate and effective.

### **5. Funding**

It is timely to review the most appropriate sources of funding for the CCTV service and the best way to fund future development opportunities.

### **Key issues for the review**

The following issues were taken up in the Committee's enquiries:

1. Are residents' expectations and concerns about CCTV reflected in the Council's service standards?
2. What is the total extent of existing CCTV provision across the Council, including schools – the number, location and ownership of CCTV cameras the Council uses in the borough?
3. Effectiveness of CCTV:
  - a. What is the evidence on the pattern of crimes and incidents in the vicinity of cameras before and after their installation? Has there been displacement to areas outside the cameras' field?
  - b. How many convictions or detections result from CCTV images?
4. Are there greater possibilities for shared use/synergy with the Council's partners in public and private sectors?
5. How have other Councils utilised CCTV successfully?

6. To what extent have the recommendations from the external review carried out in July 2006 (by Perpetuity Consultants) been implemented? Are they still relevant?

7. As revenue and capital funding for CCTV is split across several service areas, are the methods used to assess value for money consistent?

### **Methodology (documents, witnesses, consultation, visits)**

#### **1. Witnesses**

The following people attended the Residents' and Environmental Services Policy Overview Committee meetings when CCTV strategy was being discussed:

- Chief Inspector Maurice Hartnett, Metropolitan Police Service
- Melanie Parrish, Harrow District Crown Prosecutor, Crown Prosecution Service
- David Frost, Street Scene Locality Manager
- Rob McAlister, Westminster City Council CCTV operations manager
- Andy Stubbs, Uxbridge town centre manager
- Steve Beynon, The Pavilions Mall Security manager
- Chris Commerford, Age Concern Chief Officer
- John Thirkettle, Street Champion
- Sue Turner, Street Champion
- Linda McCutcheon, Street Champion
- Akshay Pal, Youth Forum member
- Sheyi Enyosi, Youth Forum member

#### **2. Visit:**

On 13<sup>th</sup> November 2008, the Committee visited Westminster City Council's CCTV control room in the Trocadero Centre, Piccadilly Circus, London, to see London's largest CCTV control centre live. CCTV operations manager Rob McAlister answered questions regarding wireless technology and the use of cameras in the capital city.

## **Background to CCTV**

Investment in CCTV cameras began in Hillingdon in 1998 when the Home Office made available significant capital funds to local authorities around the country, believing CCTV cameras to be a useful tool for preventing and detecting crime.

### **1. CCTV camera uses**

CCTV cameras have many uses. The Council has registered its cameras with the Information Commissioner, in accordance with the Data Protection Act 1998, for the following uses: to

- 1. reduce the fear of crime*
- 2. deter crime*
- 3. detect crime and provide evidential material for court proceedings*
- 4. assist in the overall management of the Borough of Hillingdon*
- 5. enhance community safety, assisting in developing the economic well being of the Hillingdon area and encourage greater use of the town centre, university, shopping mall car parks etc*
- 6. assist the Local Authority in its enforcement and regulatory functions within the Borough of Hillingdon area*
- 7. assist in Traffic Management*
- 8. assist in supporting civil proceedings which will help detect crime, and*
- 9. assist in civil emergencies.*

### **2. Arrangements and types of CCTV camera**

CCTV cameras are arranged either as a 'network', 'stand-alone' or portable/rapid deployment system.

- Those that are 'networked' are hard-wire linked to the Civic Centre CCTV Camera Control Room, have their images monitored '24/7' by CCTV operators and have their images recorded.

- Those cameras that are 'stand-alone' have their images recorded locally and may or may not have those images on real time display, also locally e.g. in a leisure centre.
- Portable, rapid deployment cameras are relatively lightweight and quick to set up. Their images are recorded locally and usually do not have real time display of the imaged. They may be used for purposes such as investigating race hate incidents.

Typical CCTV cameras that are used to monitor public spaces are shown below



PAN, TILT, ZOOM CAMERA



DOME 360 DEGREE CAMERA



STATIC (FIXED) CAMERA



MICI DOME CAMERA

### 3. Numbers of CCTV cameras

Over 90 cameras monitor the public space around the borough, providing real time images to the CCTV operators in the Civic Centre Control Room; their locations are shown in the table below. Some of these cameras are used for parking enforcement purposes, assisting in keeping traffic flowing smoothly around the borough.

| Location                    | No of cameras | Date installed        |
|-----------------------------|---------------|-----------------------|
| Ruislip                     | 4             | July 2001             |
| Cedars & Grainges Car Parks | 18            | February 2002         |
| West Drayton & Yiewsley     | 14            | May 2002              |
| Manor Farm, Ruislip         | 7             | September 2002        |
| Northwood town centre       | 4             | between 2004 and 2007 |
| Northwood Hills             | 1             | October 2007          |
| Cowley                      | 1             | December 2007         |
| Harefield                   | 3             | March 2006            |
| Hayes                       | 20            | between 2001 and 2006 |
| Uxbridge                    | 20            | between 1997 and 2008 |
| Longford Roundabout         | 1             | March 2008            |

In addition, there are over 11 covert cameras used to gather evidence to prosecute fly-tippers and others who illegally dump waste. Any cameras that are used covertly are used in accordance with the Regulation of Investigatory Powers Act 2000.

The CCTV Camera Prioritisation Panel is responsible for assessing member of the public requests made to the Council for the provision of CCTV cameras. The Panel membership comprises the CCTV Manager, the Community Safety Manager (Tasking) and Metropolitan Police representatives.

#### **4. How is CCTV funded currently?**

New CCTV installations are (capital) funded from a number of sources, including

- Home Office (community safety) grants
- Council Section 106 funds
- Council capital funds
- Parking Revenue Account
- Transport for London
- Grants from other Government Departments

In 2008/9 the Council will spend £180,000 on the provision of new CCTV cameras

CCTV camera technology is changing rapidly; for example, the development of Automatic Face Recognition (AFR) technology, 'wireless' cameras and more efficient CCTV cameras offering higher quality images. An unfortunate consequence of this is the speed at which CCTV technology becomes out of date and redundant.

Therefore, money needs to be invested continually in CCTV cameras to keep those operations up to date and effective.



### **3. Summary of findings**

This chapter explains the rationale behind the Committee's recommendations. It draws on the evidence presented to the review, which can be found in appendices:

#### **Close Circuit Television in Hillingdon**

In recent surveys, the percentage of residents who expressed concern about crime' fell from 90% in 2005 to 69% in 2007. Similarly, the percentage of residents who experienced anti-social behaviour (ASB) reduced from 55% in 2005 to 33% in 2007. Studies have shown that CCTV, used in conjunction with other crime interventions and security measures, can be a redoubtable tool in the fight against crime, disorder and ASB.

#### **1. Aims and functions of the service**

Currently, the Council uses CCTV for the following purposes:

- to reduce the fear of crime;
- prevent, deter and detect crime, criminal damage and public disorder, including vandalism and incidents of public nuisance;
- identify, apprehend and prosecute offenders in relation to crime, criminal damage, public order, road traffic accidents involving serious injury and all forms of harassment cases;
- assist the emergency services in all aspects as appropriate, including major exercises relating to criminal activities and public safety;
- provide the Police, Council and other organisations, as authorised, with evidence upon which to take criminal and civil actions in the Courts;
- undertake environmental enforcement activities;
- assist with traffic management; and
- assist, where appropriate, in the general management of the area by identifying issues, such as fly-tipping, graffiti, damaged street signs, litter, etc.

This is delivered using equipment including:

- centrally monitored, 'pan, tilt and zoom' CCTV;
- stand-alone, fixed view CCTV;
- mobile, car-mounted, CCTV; and
- automatic number plate recognition technology.

Looking ahead, the popular demand for CCTV in the Community remains high. To meet this demand, the Council's CCTV activities would need to develop and use opportunities to:-

- increase the numbers of local residents who feel secure – especially improving safety and well-being of older people and vulnerable people and their feeling of security
- support environmental enforcement activities and traffic management; contribute to improving local safety around alleyways, public open spaces and shopping areas.

## 2. Performance

In 2008, LB Hillingdon's Community Safety department created a report using OmniData software to provide basic statistics of crime in Hayes town centre and Uxbridge town centre. The report highlights the 'before and after' analysis of a sample of cameras, with a view to assess whether there is evidence of effectiveness and crime displacement.

The table below shows the number of crimes in the London Borough Of Hillingdon pre CCTV installation and post CCTV installation.

| Locations            | 6months pre           | No. of crimes | 6 months post         | No. of crimes | % + or -    |
|----------------------|-----------------------|---------------|-----------------------|---------------|-------------|
| Hayes Town Centre    | Jan 2001 to June 2001 | 7986          | Aug 2001 to Jan 2001  | 8348          | 5% increase |
| Uxbridge Town Centre | Jan 1997 to Nov 1997  | 7408          | Jan 1998 to June 1998 | 7267          | 2% decrease |

Based upon the findings of the report, Uxbridge town centre witnessed a 2% reduction in crime over a six month period following the installation of CCTV,

compared to a 5% increase in Hayes town centre it could be concluded that the CCTV scheme in Uxbridge town centre has successfully reduced crime, based on the crime categories used for this report. There is evidence that CCTV is more effective in some contexts than others, and certainly more effective against some types of crime than others. The report generally suggests that property crime seems more susceptible to the impact of CCTV especially thefts from and of vehicles, while personal crimes such as assaults are less likely to be influenced, some research found that CCTV had no effect on crimes of violence, but a significant impact on vehicle crime.

In a 2008 Home Office study, a total of thirteen evaluations were made of CCTV installations in city centres and public housing. Seven were in England, five were in the United States, and one was in Scotland. Five of the thirteen were found to have a desirable effect (i.e. a reduction in crime); three were considered to have an undesirable effect; five were considered to have had a nil effect. In car parks, CCTV led to a statistically significant reduction when compared to control areas. Conversely, CCTV was found to have no effect on violent crime (Home Office Research Study 252, Home Office Research, Development and Statistics Directorate).

In September 2008, LB Hillingdon's Community Safety department consulted Members of the Community and Police Consultative Group on their views about CCTV via a questionnaire. The results showed that most people wanted more and better CCTV, rather than an alternative to the technology. Overall, the group believed that CCTV cameras are effective in deterring people from anti-social behaviour and committing crimes, but that there are not enough cameras in the borough.

### **3. Comparisons with another Local Authority**

The Committee visited Westminster City Council's CCTV control centre on 13<sup>th</sup> November 2008. This gave the Committee the opportunity to make useful comparisons.

Points of interest and comparison that the Committee particularly noted are:

- 4 operators monitor the Westminster City Council CCTV control room 24 hours a day, every single day. A team of operators were contracted through a security contract company and the same staff work all the time. 12 hours shifts are worked, with a 15-minute break every hour, and one hour for lunch. 3 operators monitor the Uxbridge Civic Centre CCTV control room 24 hours a day, every single day.
- The Westminster CCTV system will soon be fully digitalized. All images are recorded and kept for a maximum of 31 days after which they are either burnt onto disk if requested for evidence or recorded over. (This is a home office best practice requirement and is the same in LB Hillingdon).
- There is a blend of wireless and non-wireless technology in Westminster. Wireless cameras are predominately used for parking. The Committee was given the example of the Haymarket bombing in 2007, which was picked up on parking cameras. Officers told the Committee it would take a long time and huge amount of funding to make the entire system wireless, and wireless technology is only successful in certain areas though – this is because the signal can drop significantly if the signal is blocked.

#### **4. Residents' views**

The Committee consulted residents' by inviting three Street Champions, two members of the Youth Council and Age Concern Hillingdon Chief Officer to attend the Committee Meeting on 9<sup>th</sup> October 2008 to hear and comment on evidence to the Committee. The Committee noted the following themes from the evidence given:

- Many mentioned the need for better public consultation regarding CCTV use in the borough. They said the public know where the

trouble hot spots are and therefore should be consulted when new cameras are erected. The Committee supports this approach.

- Many mentioned the need to inform the public of CCTV use in areas where cameras are deployed and to encourage a good public perception of CCTV use in the borough. Residents believed that CCTV increases their sense of security and if they were more aware of cameras, they would feel safer. The Committee supports this approach.
- Residents also suggested the need for a better consultation process between the various groups using CCTV in the borough. They believed that better communications between, for example, the police and Council would lead shared resources and a wider area under surveillance. The Committee's recommendation about a better consultation process would help towards improved communication links.