

For General Release

REPORT TO:	Cabinet 21st October 2019
SUBJECT:	Croydon Public Safety CCTV Upgrade
LEAD OFFICER:	Sarah Hayward, Director of Violence Reduction
CABINET MEMBER:	Cllr Hamida Ali, Communities, Safety and Justice
WARDS:	Borough wide
CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON <p>In June 2017 Cabinet adopted the 2017-2020 Safer Croydon Strategy for Croydon. The strategy specified five key priorities that the Safer Croydon Partnership intends to achieve. These priorities include the aim to improve public confidence and community engagement and tackle crime and antisocial behaviour. The upgrade of the Public Safety CCTV network will be an asset in the delivery of these priorities. The successful delivery of this priority is important not only for the wellbeing of the people that live, work and visit Croydon but it clearly links to the Borough's Growth Strategy and the need to make Croydon an attractive place for businesses to invest in and people to come and live.</p> <p>The 2018 – 2022 Council Corporate Plan includes a specific action to “<i>Upgrade our CCTV infrastructure and ensure the control room is operating effectively to reduce crime and protect the public</i>” under the priority “<i>Everyone feels safe in their street, their neighbourhood, and their home</i>”.</p>	
FINANCIAL IMPACT <p>Cabinet approved £1M Capital funding (in Feb 2018) to match an equivalent amount from Growth Zone funding (see 1.1 below), for this infrastructure upgrade programme to procure and install the hardware and software necessary to upgrade the Public Safety CCTV system. The revenue for the maintenance contract comes from the existing CCTV budget.</p> <p>The £1m growth zone funding will be profiled in the Growth Zone Plan to be utilised in 2020/2021. This will be used with existing capital funding to procure the necessary equipment for the infrastructure upgrade including for example Columns, Cameras, Sensors and High speed Wi-Fi routers.</p>	
FORWARD PLAN KEY DECISION REFERENCE NO.: 2319CAB <p>This is a Key Decision as defined in the council's constitution. The decision may not be implemented until after 13.00 hours on the 6th working day following the day on which the decision was taken unless referred to the Scrutiny and Overview Committee by the requisite number of councillors.</p>	

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below:

1. RECOMMENDATIONS

- 1.1 To approve Growth Zone funding of £1M in 2020-21 for this CCTV Upgrade project.
- 1.2 To note change in infrastructure to enable system upgrade for growth, capability and capacity to capture future requirements in urban spaces in line with council requirements.
- 1.3 To note consultation comments: A Public Consultation in accordance with the statutory requirements was undertaken following on from a public consultation exercise from 24th June to 4th August 2019. To upgrade the infrastructure the Council has reviewed recent crime patterns and feedback from the public consultation. The evidence base will inform the methodology for siting of new and replacement cameras to ensure they are placed where they are need to meet these objectives

2. EXECUTIVE SUMMARY

- 2.1 On 26 February 2018 Cabinet approved £1M from the Capital Programme 2018-19 to part-fund the modernisation of the current Closed Circuit Television (CCTV) network and replace the current analogue system with a new digital network, with the understanding that a Growth Zone allocation would provide the remaining funds to ensure a CCTV network that has capability & capacity to enable, support and manage growth in our urban places & traffic and manage their impacts on community safetyThis is the first time that the council has upgraded its entire public CCTV network since the 1990s and is aligned with the aims of the Council Corporate Plan and Safer Croydon Strategy.
- 2.2 The new network will use digital technology to increase capability, provide better quality images and allow the control centre to explore opportunities to provide new smart city services, such as air quality sensors to monitor pollution levels. This will require the replacement and installation of new cameras, poles, sensors and the supporting hardware to enable the system to move from a largely analogue system to a completely digital solution.
- 2.3 To deliver the upgraded network an additional £1m is required from the Growth Zone fund, as a significant part of the network will continue to focus around Croydon Town centre area. This initiative supports the Borough's Growth Strategy and the need to make Croydon an attractive place for businesses to invest in and people to come and live. The £1m Growth Zone funding has been earmarked within the latest Growth Zone Master Document

to be utilised in the 2020/2021 financial year.

- 2.4 To meet the Council's statutory requirements under the Surveillance Camera Code of Conducts a public consultation was completed to test and inform the Council's objectives for the network, public perception about upgrading the network and methodology being used to focus CCTV resources.

3. Croydon Public Safety CCTV Network

- 3.1 Our CCTV control room monitors 96 fixed and 10 mobile cameras that cover the main routes and high-footfall areas across the borough, 24 hours a day, seven days a week. A map of all our cameras is available on the Council website. From April 2018 to March 2019 the service has monitored over 660 incidents and supplied evidence for 598 police investigations.

- 3.2 The service operates to the Home Office Surveillance Camera Code of Practice which sets out 12 principles for the operation of CCTV (available below) and the need to balance cameras in public places with individuals' right to privacy.

- 3.3 Our public CCTV scheme objectives can be summarised as:

- Preventing crime and anti-social behaviour and helping in the detection of criminal offences and anti-social incidents.
- Reducing the fear of crime and anti-social behaviour.
- Improving public protection.
- Assisting the emergency services in the location of missing, vulnerable people.

- 3.4 These priorities support the Safer Croydon partnership's objectives to improve public confidence and community engagement and tackle crime and antisocial behaviour. The successful delivery of this priority is important not only for the wellbeing of the people that live, work and visit Croydon but it clearly links to the Borough's Growth Strategy and the need to make Croydon an attractive place for businesses to invest in and people to come and live. This activity also delivers the 2018-22 Corporate Plan action to "Upgrade our CCTV infrastructure and ensure the control room is operating effectively to reduce crime and protect the public".

- 3.5 The upgrade of the infrastructure supports these strategic aims by delivering

- Replacement of the existing obsolete analogue CCTV Cameras, with digital CCTV cameras and provision of additional CCTV cameras to cover emerging Anti-Social Behaviour and Crime Hotspots.
- Reduction in maintenance costs of the complete Public Space CCTV system.
- Where possible construction of a fixed wireless network to replace the existing data transmission infrastructure taking advantage of the potential

cost savings compared to conventional leased data circuits from BT.

Introduction of greater future innovation and sustainability as Smart CCTV systems can be used for much more than the traditional security and surveillance use cases that CCTV is traditionally associated with. High spec IP network cameras, open smart city platforms and data formats, as well as image processing algorithms combined with other machine learning techniques all allow the council to take full advantage of its Public Space CCTV network. These could include new smart city services in the future such as smart waste, graffiti detection as well as perimeter security services and staff less libraries that could deliver increased revenue generation, cost savings and other benefits to the Public. These will be explored through the development of the Croydon Smart city strategy.

3.6 A Public Consultation in accordance with the statutory requirements was undertaken following on from a public consultation exercise from 24th June to 4th August 2019. To upgrade the infrastructure the Council has reviewed recent crime patterns and feedback from the public consultation. The evidence base will inform the methodology for siting of new and replacement cameras to ensure they are placed where they are need to meet these objectives.

3.7 To ensure that CCTV is deployed where it is needed and will have the most effect based on the resources available to the local authority will focus on reviewing and identifying CCTV sites based on the following criteria;

- Locations with high levels of violent crime.
- Locations with high levels of acquisitive crime that is likely to be committed in the Public domain and is therefore visible to Public Safety CCTV including;
 - Drug related crime
 - Theft from the Person
 - Other Theft
 - Shop lifting
 - Bicycle theft
 - Robbery
 - Theft of and from Motor vehicles
- Crime and disorder incidents recorded by Transport for London on the bus network.
- Areas of high footfall around including Croydon town centre and major transport hubs such as East and West Croydon station.
- Areas around large Public venues such as Selhurst Park stadium and Fairfield Halls including routes to nearby transport hubs.

4. Public Safety CCTV Network Upgrade – Growth Zone Funds

4.1 To carry out the procurement of the new network infrastructure will require £1m from the Growth Zone fund, in addition to existing Capital programme

funding. This will be used to carry out a procurement exercise of up to £2m to procure and install the hardware and software necessary to upgrade the Public Safety CCTV system. The financial basis for this decision is covered in section 6 below.

- 4.2 The procurement process will be subject to Croydon's commissioning and procurement policies. The procurement strategy will be approved by the CCB but is likely to and follow the open tender process, advertised through OJEU, the eportal and industry publications.

5. CONSULTATION

- 5.1 Home Office Surveillance Camera Code of Practice places a requirement on the Council to consult when implementing or upgrading its CCTV network. The code of practice sets out that proportionate consultation and engagement with the public and partners (including the police) is an important part of assessing whether there is a legitimate aim and a pressing need, and whether the system itself is a proportionate response. The consultation and engagement process also provides an opportunity to identify any concerns and modify the proposition to strike the most appropriate balance between public protection and individual privacy.
- 5.2 The Council has conducted a formal 6 week consultation for partners, businesses, residents and visitors to comment and provide feedback. The public consultation ran between 24th June and 4th August 2019. An electronic version of the survey was published on the 'Council website and the consultation was publicised via Croydon bulletins and newsletters to residents and through partners including the Voluntary and Community Sector, Town Centre Business Improvement District and Police. The Youth Engagement Team also carried out additional engagement with young people at a Community League event in New Addington event on 15th August to specifically increase the responses from young people.
- 5.3 The consultation closed with 142 respondents completing the online survey with another 10 paper copies of the surveys also returned. Please note that not all respondents answered every question so the response rate can vary from question to question. The respondents included;
- 87% (110) are Croydon residents with another 14.2% frequent visitors to Croydon (the remainder were representatives from statutory services, VCS partners and elected members).
 - The age of respondents included;
 - 10% (13) aged 24 and under
 - 32% aged between 25 and 44
 - 44% aged between 45 and 64
 - 10% aged 65 and over
 - 43% (53) of respondents identified as female while 48% (59) identified as male.

- 26% (32) identified as BAME, compared to 67% (82) respondents identified as White.
 - 6% (7) of respondents identified as LGBT compared to 75% (92) as heterosexual and 17% (21) preferred not to say.
 - 18% (23) identified as having a disability and 11% (13) preferred not to say,
- 5.4 90% of respondents who answered the question stated they were aware that Croydon Council operates a CCTV camera scheme in public areas across Croydon.
- 5.5 A significant majority of respondents agreed or strongly agreed with the objectives of the Public safety CCTV network set out in section 3.5. This ranged from 80% agreeing that CCTV reduced the fear of crime and anti-social behaviour to 88% agreeing or strongly agreeing that CCTV cameras deter crime and help in the detection of criminal offences. A large majority also agreed with the methodology being used by the Council to focus CCTV surveillance as set out in section 3.6. This ranged between 78% for large capacity venues such as Selhurst Park through to 90% of respondents who agreed or strongly agreed CCTV should be deployed at violent crime hotspots.
- 5.6 74% of respondents said that an upgraded CCTV system would make them feel safer in the day time, whilst 80% said they would feel safer at night. Only 13% of respondents felt that the CCTV network would have any negative impact on their right to privacy. Of those who answered the question, 69% stated they were confident that Croydon Council will use the public CCTV cameras in a fair and responsible way. 18% were not confident and 13% didn't know.
- 5.7 Respondents were also given the opportunity to provide comments through several open questions provided within the survey, including the perceived impacts (positive or negative) of the scheme, whether residents felt safer, the methodology being used to site the cameras, any concerns over the impact of the network on privacy and the Councils appropriate use of the system.
- 5.8 Whilst the majority of respondents did feel that CCTV could positively impact to reducing crime, 7 respondents felt that that public safety CCTV could not substitute for the presence of Police officers on the streets to enforce the law and respond to incident captured by CCTV. When asked to explain why they did not feel safer with the CCTV system present, 7 respondents also responded that this was linked for the need for a Police presence and not just cameras. Four respondents who had also not been very confident in CCTV reducing their fear of crime had responded that the cameras still provided some reassurance that the perpetrators might be caught and emergency services notified of the incident. When being asked to comment on the methodology the most common theme was from four respondents who felt that the cameras should be deployed throughout the borough and not just hotspot locations.

- 5.9 Respondents commenting on the impact on of the network on privacy were most likely to say they were not concerned about monitoring as law abiding citizens (17 respondents) or that they were prepared to accept monitoring by CCTV in public places if it was kept to the stated purposes (10 respondents). Three respondents stated they were concerned that the Council should ensure appropriate controls over the processing of the data captured by CCTV. Two respondents also expressed concerns about the potential introduction of facial recognition systems.
- 5.10 When asked what else the Council could do to address privacy concerns the two respondents suggested clear vetting and appointment processes for staff and better promotion of the positive impact of the CCTV network including the regular publication of the number of incidents it had detected
- 5.11 In response to the consultation the Council will be publishing the number of incidents detected and evidence supplied to the Police on a quarterly basis to raise awareness of the networks impact. An easy read version of the Surveillance Camera code of conduct principles will also be produced and made available on the Council website. The Council has no plans to use a facial recognition system. The current Surveillance Camera code of conduct does state that consideration for consultation would be necessary before any authority subject to the code (such as the Council), could decide to adopt such technology.
- 5.12 The Council takes its compliance duties for Public Safety CCTV very seriously and adheres to the Surveillance Camera Code of Conduct. The Council has undergone the Surveillance Camera Commissioner's third party certification to provide independent assurance that the Council's uses the Public Safety CCTV system transparently, effectively and proportionately. The Council has completed the desktop assessment stage which allows the council to use the SCC watermark. The watermark indicates that the council public safety CCTV network complies with the commissioner's code of conduct. This aims to reassure members of the public and other organisations that we are complying with the Code and use surveillance camera systems and information gathered from them in the appropriate manner. All Public Safety CCTV control room operators have also undertaken Security Industry Authority accreditation, which includes passing a criminal records check.

6 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

Revenue and Capital consequences of report recommendations

Current year	Medium Term Financial Strategy – 3 year forecast		
2019/20	2020/21	2021/22	2022/22
£'000	£'000	£'000	£'000

Revenue Budget available

Expenditure	0	0	0	0
Income	0	0	0	0

Effect of decision from report

Expenditure	0	0	0	0
Income	0	0	0	0

Remaining budget	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
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Capital Budget available

Expenditure	958	1,958	0	0
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Effect of decision from report

Expenditure	958	1,000	0	0
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Remaining budget	<u>0</u>	<u>1,000</u>	<u>0</u>	<u>0</u>
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6.1 The effect of the decision

The CCTV upgrade project is dependent on 2 streams of funding, the already approved Capital Programme funding and the Growth Zone funding of £1m to be approved as per recommendation 1.1 of this report. The maintenance of the current system is becoming increasingly expensive as parts fail, are no longer supported due to their age and obsolescence and cannot be easily replaced as the rest of the network is not compatible with more recent technology. Replacing the current system should reduce the cost of maintenance and network down time due to faults and the completion of repairs.

£42k of expenditure was utilised from the original £1m budget approved by cabinet (Feb 2018) on feasibility work in 2018/2019 financial year. The balance of approved capital funding of £958k has been slipped into 2019/20.

The additional £1m Growth Zone funding has been earmarked to be utilised in the 2020/2021 financial year.

6.2 Risks

The service is high risk as it provides 24 / 7 cover across the borough to identify, monitor and alert the Police and other services to emergency incidents occurring within the borough. The risk of current CCTV infrastructure failing is on the corporate risk register (CS0001) with a score of 16.

Should the £1m growth zone funding not be approved the upgrade of the CCTV system is unlikely to be feasible to proceed further.

6.3 Options

These are detailed in section 16 of this report.

6.4 Future savings/efficiencies

There are anticipated savings in the ongoing cost of maintenance for the initial period of the contract, but this may be balanced out later in the life span of the equipment and the growth in the number of cameras and poles to be maintained. There is also expected to be some savings in the renting of fibre transmission costs from BT as the network makes use of high speed Wi-Fi. These savings however will be reinvested into the service to improve CCTV coverage across the borough, which may for example include increased 4G Wi-Fi costs for cameras where there is no accessible fibre infrastructure.

Approved by: Lisa Taylor, Director of Finance, Investment and Risk (S151 Officer)

7. LEGAL CONSIDERATIONS

7.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance Solicitor to the Council comments that under section 29 of the Protection of Freedoms Act 2012 (POFA), the Council has a statutory duty to comply with a code of practice containing guidance about surveillance camera systems. The Council needs to ensure that the upgrade and operation of the public CCTV network is carried out in a responsible, consistent, appropriate and proportionate manner and comply with the consultation requirements set out within the body of the report.

7.2 Any procurement process must comply with the Council's Tenders and Contracts Regulations within part 4I of the Constitution.

Approved by: Sandra Herbert Head of Litigation and Corporate Law for and on behalf of Sean Murphy, Director of Law and Deputy Monitoring Officer

8. HUMAN RESOURCES IMPACT

8.1 There are no direct workforce implications arising from this report.

Approved by: Sue Moorman Director of Human Resources

9. EQUALITIES IMPACT

9.1 A full Equalities Analysis has been completed, incorporating the findings of the consultation.

9.2 The Equality Analysis found that that the upgrading of the CCTV network is likely to have a positive impact on protected groups by reducing fear of crime and improving the likelihood of detecting crimes included those that are often under reported such as hate crimes (e.g. motivated by ethnicity, sexuality,

religious faith or disability). The surveillance is restricted to public spaces and for the purposes set out in this report.

- 9.3 Whilst the feedback for upgrading the system was positive the service did identify two actions that could help improve awareness of the service and reassurance about its use.
- 9.4 Survey respondents who identified as having a disability were more likely to state they didn't know if how the Council would manage the use of the CCTV network fairly. The Council will produce an easy read version of the 12 principles that underpin the SC code of practice the Council is required to follow in order to follow and will share this through our VCS partners and on our website to increase accessibility of this information and reassure residents. 'Easy read' refers to the presentation of text in an accessible, easy to understand format. It is often useful for people with learning disabilities, and may also be beneficial for people with other conditions affecting how they process information.
- 9.5 Younger residents (aged 24 and under) who responded to the survey were more likely to say they didn't know if CCTV makes residents and visitors in the borough safer – although the majority agreed it reduces the fear of crime and ASB. The Council will raise awareness about the number of incidents detected and evidence supplied to the Police by the CCTV service via appropriate communication channels (including social media) on at least a quarterly basis.

Approved by: Yvonne Okiyo, Equalities Manager

10. ENVIRONMENTAL IMPACT

- 10.1 There is limited impact on the environment as a result of this report. Some environmental anti-social behaviour and crime (e.g. Fly tipping) may be detected and prevented. This may lead to reduced environmental waste, noise or other issues that affect people's quality of life.

11. CRIME AND DISORDER REDUCTION IMPACT

- 11.1 The proposed network upgrade directly supports the Council in discharging its statutory duty under Section 17 of the Crime and Disorder Act 1998 to exercise its various functions with due regard, and the need to do all that it reasonably can to prevent crime and disorder in its area. The upgrade of the CCTV network sustains and improves the Council's ability to work with partners including the Police to prevent and detect crime and disorder.
- 11.2 The new upgrade should improve the coverage and image quality of the system, to prevent crime and provide good quality evidence for detected crimes and helping to secure convictions and assure public safety. Camera

operators can also report crimes as they happen and direct emergency services to emerging incidents. The upgrade will contribute to the Council and its partners in delivering the Safer Croydon Strategy 2017-2020, including the monitoring of issues such as serious violence in the town centre and other public areas.

12. REASONS FOR DECISION

- 12.1 The Council has a duty to do all that it reasonably can to prevent crime and disorder in its area and work towards delivering the objectives of the Safer Croydon Partnership plan, and ensure the CCTV network remains compliant with the Surveillance Camera Code of Practice. The upgrade of the public safety CCTV Network is also an action under the plan's priority "*Everyone feels safe in their street, their neighbourhood, and their home*". The award of £1m of Growth Zone funding will enable the upgrade of the CCTV network to support these aims.

13. OPTIONS CONSIDERED AND REJECTED

- 13.1 The following options have been considered, with the two options highlighted in bold being the preferred options:

14. DATA PROTECTION IMPLICATIONS

14.1 WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?

No the decision to release £1m of Growth zone funding for the procurement of the CCTV network equipment will not involve the processing of personal data. The network itself will process personal data, specifically images of people caught on the network and recorded for the purposes of the service set out in Section 3 of this report. This processing will be managed in accordance with ICO and SCC statutory requirements.

14.2 HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?

No. A DPIA already exists for the CCTV network and is refreshed on annual basis. The DPIA will be updated as part of the installation process and this is a requirement for the service to demonstrate compliance with the SCC code of practice. This is because each CCTV site will need to be assessed for proportionality and privacy considerations (e.g. using privacy filters to block out residential properties).

Approved by: Sarah Hayward, Director Violence Reduction Unit

CONTACT OFFICER: Sarah Hayward, Director, Violence Reduction Network

APPENDICES: Appendix 1 – Equality Analysis Form

BACKGROUND DOCUMENTS: None