

LONDON BOROUGH OF HAMMERSMITH & FULHAM

Report to: Social Inclusion and Community Safety PAC

Date: 24 July 2024

Subject: CCTV service update and the Annual Report on the Councils use of Investigatory Powers (RIPA and IPA)

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SUMMARY

This report provides the PAC committee with three updates:

The first, an update on the work and progress of the Closed Circuit Television (CCTV) service.

The second, detail on the work and progress of the boroughs £5.4m capital investment programme for CCTV which is at its midpoint with two years' work completed, we are in year three with a completion at the end of 2025/26

For the purposes of the investment programme the PAC committee are asked to note that locations of key infrastructure cannot be shared due to security considerations. Where we cannot give specific locations the broader town centre area will be referenced.

The third, to provide the committee with the opportunity to scrutinise the council's conduct in relation to directed surveillance, covert human intelligence sources (CHIS) in accordance with the Regulation of Investigatory Powers Act (RIPA) and council policy.

There are no decisions required from this report.

RECOMMENDATIONS.

For the Committee to note and comment on the report

Wards Affected: All

Our Values	Summary of how this report aligns to the
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	H&F Values
Building shared prosperity	<p>We are investing in technology to help protect our residents via the capturing of crime and ASB.</p> <p>A safer borough is a more prospective borough</p>
Creating a compassionate council	<p>The safety of our residents is our number one priority. The work of CCTV is intrinsic to that with our work leading to arrests removing offenders from the streets</p>
Doing things with residents, not to them	<p>The service responds to residents needs by looking at concerns, looking at intelligence and tasking operators accordingly.</p> <p>Where residents experience crimes and there are no cameras, we seek to deploy our temporary asset to these areas as often as possible</p>
Being ruthlessly financially efficient	<p>We operate a traded service agreement with two other boroughs increasing efficiencies and value for money within this service area</p>
Taking pride in H&F	<p>We are proud to have the most comprehensive CCTV offer with the most cameras per head of population in the UK</p>
Rising to the challenge of the climate and ecological emergency	<p>Our upgrade programme seeks to minimise landfill waste by re-using and/or re-cycling materials wherever practicable and as we replace equipment, we do so with more energy efficient assets.</p> <p>We embrace new technologies to share data electronically saving the use of DVDs and other items that cannot be recycled or reused</p>

Background Papers Used in Preparing This Report

1. CCTV Capital Investment Strategy, approved on 07/03/22 cabinet.
 2. [Issue details - CCTV Capital Investment Strategy | London Borough of Hammersmith & Fulham \(lbhf.gov.uk\)](#)
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DETAILED ANALYSIS

CCTV SERVICE UPDATE

Service headlines and performance:

1. The Councils CCTV Service is one of the largest and most substantive systems in the UK. We are proud to have the highest number of cameras per head of population

in the country and, with our upgrade programme now at its midpoint, our previously advertised camera number of circa 1,800 cameras across the borough has increased further to over 2,000 cameras in the public realm and across our housing estates.

2. The service is provided 24/7, 365 and contributes to identifying, reducing, and tackling crime and ASB (Anti-Social Behaviour) alongside supporting our residents, visitors, business community, housing estate tenants alongside internal and external partners through the provision of monitored cameras alongside broader functionality.
3. The purpose of any good control centre is to be at the heart of tackling crime and our stated priorities that we use the CCTV system for are:
 - Deter anti-social behaviour.
 - Disrupt and prevent street crime.
 - Look for illegal waste dumping.
 - Observe unlicensed activity in entertainment premises.
 - Observe fraudulent behaviour.
 - Gather evidence for court proceedings.
 - Identify persons wanted by the police.
 - Emergency planning.
 - Supporting public safety
 - Gathering evidence for highway collisions.
4. We benefit from a stable and settled workforce who, through their longevity, commitment and dedication know the boroughs which we serve very well and offer the highest standards in customer service and investigatory skills.
5. The service is hosted, and staff employed by, Hammersmith and Fulham Council with all operators working within our buildings and to our terms and conditions.
6. The service runs a traded offer with two neighbouring boroughs:
 - The first is a long-established partnership with Royal Borough Kensington and Chelsea
 - The second, launching in summer 2024, with Westminster City Council (WCC).
7. By bringing WCC on board we will be the first Borough Command Unit (BCU) to have all Council cameras monitored through the same control room and we will have greater opportunities to track, deter and investigate criminality across borough boundaries.
8. The work and remits for all three boroughs are principally the same. The times of operation vary slightly with both LBHF and WCC operating 24/7 with RBKC operating 15:00-01:00. All service provision runs 365 days a year.
9. The service structure sees the service lead by Adrian Rutkowski as our CCTV Manager and he is supported by a team of supervisors and officers.
10. The service currently operates on a minimum staffing level of two officers at any time. Minimum staffing levels will increase once the WCC contract comes into effect.
11. The service has much to be proud of. Some of our 2023/24 highlights:
 - £1.9m spent on the second year of our upgrade programme (more below).

- Our officers work directly assisted the Met to secure arrests of 535 people.
- Operators captured 4,896 incidents.
- Ten new solar powered cameras have been installed in our parks (Ravenscourt, Hurlingham, Wormholt and Bishop Park alongside Furnivall Gardens)
- 79 deployable cameras were managed allowing for cameras to be installed in areas of need for specific reasons.
- Some 45 businesses within the Hammersmith BID area have direct access into the control room, and vice versa, via the Radio scheme.
- Working in partnership we provide, and receive, direct access to, and from, our football clubs on match days.
- Officers work and support internationally recognised events such as the Notting hill Carnival, the Boat race, Queens Tennis, Hammersmith Apollo etc.
- CCTV operators provide additional help and support to our LET officers ensuring that they are supported and protected when addressing challenging matters.
- Compliments received regularly from Police and others in regard the professionalism of the service.

Future ambitions

12. The ambitions of the service are to constantly evolve and become better.
13. With the upgrade programme at its midpoint, we are entering into an exciting new era where the control room can become multi-disciplinary and add further benefits to others as will be explained below.
14. We are keen to add further functionality and offerings for traded services of the CCTV whether via business, regeneration, commercial or local authority contracts. When our upgrade is complete, we will see and feel real tangible differences for all.
15. The service will also seek to achieve accreditation which would further recognise the work and the standards to which service delivery is achieved.

CCTV UPGRADE PROGRAMME – A MIDPOINT REVIEW

16. In March 2022 the Council announced its £5.4m investment into the CCTV service.
17. This investment, the largest in a generation for CCTV, further evidenced the authority's commitment to investing in, and tackling, crime and ASB.
18. The funding, to run over four financial years (2022/23 through to 2025/26) is designed to improve and grow our CCTV offer alongside improving the services resilience and enhancing the use of new and/emerging technologies to place Hammersmith and Fulham at the forefront of innovation and service delivery.
19. The upgrade has been, and remains, a long and complex project to deliver but we are proud of our achievements and proud to state that the capital work programme is both on track and on budget.
20. This section of the report seeks to highlight key workstreams and achievements to the PAC committee and to the residents of the borough.

How did we understand need, and evidence where works were to take place in a priority order?

21. At the start of the project a comprehensive survey report was undertaken of the entire CCTV assets across the whole borough. This survey focused on the infrastructure - rather than the cameras - as infrastructure and security aspects underpin the service provision and our operational integrity.
22. Our key deliverables for the programme included work to deliver:
- The consolidation of several service platforms (ICT systems) resulting in a single, secure, and fully auditable system.
 - Improving security and reliability of the CCTV network
 - Improving security and functionality of the ways in which CCTV footage is released to increase efficiency and maximise regular security upgrades.
 - Replacing critical fibre routes and wireless links where issues regarding type or functionality have been proven to be substandard.
 - Maximising technological advances to maximise wider council benefit.
 - Not initially included but being delivered installation of smoke detection to all CCTV equipment areas.

Key progress/success for years 1-2:

23. Working within clear project management frameworks we established a CCTV Board to oversee delivery and to bring the authority, and partners, fully into the workstreams.
24. The main outcomes for years one and two can be summarised as follows:
- Complete replacement of power lines and power supply to the CCTV equipment areas in the Shepherds Bush area
 - Completed 50% replacement of power lines and power supply to the CCTV equipment areas within the Hammersmith area.
 - The main CCTV equipment room in Shepherds Bush has been fully replaced - old equipment removed and upgraded to our new Genetec equipment.
 - All CCTV sites in the North of the borough, which feed into our Shepherds Bush hub, have also been upgraded.
 - All main equipment hubs across the borough have smoke and fire suppression systems installed which are appropriate for their environment.
 - Sensors for fire and power have been installed within all the main equipment areas and are connected back to the Control room. The technology within the equipment rooms will provide early alert motivation to the control room in case of any issue allowing for a swifter response.
 - We have successfully implemented a new way of sharing footage with police. Our "Clearance" system provides secure and fully auditable data sharing and removes the need to excessively store data, burn DVDs, host numerous visits from Police etc ensuring that the service can function more efficiently and that our partners receive footage safely.
 - Upgraded and increased CCTV coverage in Shepherds Bush Green area.
25. The above workstreams have already resulted in the equipment being protected from power disruptions, and the new infrastructure offers greater network security.
26. The alerts and links to the control room give us proactive rather than reactive management to ensure protection of the service.

What does year three look like and what is being done?

27. As we enter the third year of our investment programme, we will build on our first two years of programme delivery, and we will complete the following works:

- Commence and complete the upgrade of power works within the Fulham area.
- Complete the remaining 50% of works in the Hammersmith area.
- To have installed at least one of the three core fibres supporting the backbone of the network - this specific aspect is time consuming, complex, and costly as fibres can run for more than a mile in length – with one upwards of three miles - and all must be completed without breaking connectivity and through the digging of trenches to replace ducting within which the fibres sit.
- Reinvest in the LET upgrading the CCTV Van and replacing the Body Warn Cameras
- Rollout upgraded temporary CCTV cameras to continue and enhance our ability to deploy cameras where there is evidenced need to help address crime and ASB.
- Continue upgrading our ICT moving all cameras and functionality from three systems to one single, unitary platform.
- We will continue to upgrade and improve our external security to include new security locks on all main equipment doors, smoke detection to be installed across key equipment areas and CCTV cameras to be installed where the need has been identified to protect our assets.

28. As the work of the service, and the wider benefits of the upgrade programme are realised, over the next 12 months we will also seek to deliver addition benefits to the Council and residents as we:

- Seek to explore further commercialisation opportunities to help further grow CCTV provision.
- Continue to expand and connect the control room with other Council buildings as we enhance the broader benefits – the connection plans are expected to include libraries and possibly community buildings. Alongside this where panic alarms are installed in buildings, we will seek to connect these to the control room for staff and public safety.

What does year four look like and what is being done?

29. With some nine months of the 2024/25 financial year remaining, we know that the work plans for next year can change. However, in the final year of works we expected to:

- Review and enhance current asset records to provide a fully complete, and updated, audit of all new infrastructure, technology etc from year four ensuring that the borough has a robust, thorough and accurate document library to provide long lasting support.
- Complete the remaining installations of core fibre routes – likely two routes running over several miles within the borough.
- Install Dash Cam analytics to specific Cameras to fully realise the benefits of Smart technology within our CCTV software suite.

REGULATORY INVESTIGATION POWERS ACT (RIPA) – ANNUAL REPORT

30. This annual report is presented to provide the PAC with an oversight of our work in regard to Regulatory Investigation Powers Act (RIPA).

31. In May 2023, the investigatory powers commissioner's office (IPCO) communicated its intention to conduct an in-person inspection in August 2023.

32. The purpose of the visit was to review the council's use of covert surveillance and to seek updates on what measures had been taken to implement their recommendations from their previous inspection in April 2020.
33. Following the previous inspection in April 2020 the council were informed by the IPCO inspection that *"the council (H&F) has a good level of compliance with the legislation"*.
34. This report, and findings, were very welcome. The IPCO inspector made two recommendations for our further evolution in this area. These recommendations were:
 - To review the retention period for Police RIPA applications
 - To review how LBHF stored submitted RIPA applications.
35. This report notes to PAC that all recommendations following the inspection have been complied as staff sought Police guidance and, following feedback, will only retain RIPA applications for three years as this is in line with current Police procedures.
36. In addition, to ensure compliance with the second recommendation all applications were stored in a secure online file in an electronic format as opposed to paper copies.
37. Our inspection in August 2023 noted that the use of RIPA, and related intelligence work, has been limited. The use of RIPA should be managed accordingly and, with limited use assisted in evidencing the proportional approach taken in the borough.
38. Following the inspection on 14 August 2023, the IPCO inspector provided the outcome of the inspection on the same day. He stated his satisfaction of the Councils ongoing compliance with RIPA 2000 and the Investigatory Powers Act 2016 which the Council had maintained. He also commented that our approach and regulation around the use of powers was of a high standard.
39. Whilst there has been no use of the covert powers available since the previous inspection, the process by all local authorities to appropriately manage covert material, when gathered, remains a focus for IPCOs inspections.
40. The inspector noted that all legacy hard copy covert material had been destroyed, with the use of electronic systems now in place to securely retain covertly obtained material.
41. The inspector also noted the policy decision, taken by the Council, to destroy any such material within three years. As such, all matters noted for improvement during the previous inspection had been attended to.
42. Additionally, the inspector noted the continuing regime of RIPA training was in place as well as a satisfactory oversight regime by the Senior Responsible Officer (SRO).
43. As the country began emerging from the pandemic there have been a small number of requests for surveillance work requested by the Police and National Crime Agency. These have been reviewed and, where appropriate approved, with work undertaken as identified below.

44. All work in this area is governed by three policies which were reviewed and updated in May 2023. These are:

- Policy for Use of Direct Surveillance and Covert Human Intelligence Sources (Regulation of Investigatory Powers Act 2000)
- Policy for Use of Direct Surveillance (without Judicial Approval / “Non-RIPA”) (Regulation of Investigatory Powers Act 2000)
- Policy for Accessing Communications Data (Investigatory Powers Act 2016)

45. The council’s use of these powers since the last report are detailed below.

Directed surveillance (May 2023 to June 2024)

46. Directed Surveillance refers to covert, but not intrusive, surveillance which is not an immediate response to events.

47. It is undertaken for a specific investigation or operation in a way likely to obtain private information about a person (any information relating to private or family life, interpreted broadly to include relationships with others). It must be necessary for the purpose of preventing or detecting crime or disorder and proportionate to what it seeks to achieve (and must meet the serious crime threshold which attracts a six month or more custodial sentence, except for offences relating to the underage sale of alcohol and tobacco).

48. Our use is captured in the table below.

Department	Authorising Officer	Number of applications	Reason
The Environment: Safer Neighbourhoods and Regulatory Services Division	Strategic Lead for Environmental Health and Regulatory Services	5	Met Police and National Crime Agency (NCA) requested and authorised for use of LBHF CCTV assets to assist Police & NCA led operations.
The Environment: Safer Neighbourhoods and Regulatory Services Division	Strategic Lead for Environmental Health and Regulatory Services	0	N/A

Non-RIPA Surveillance (May 2023 to June 2024)

49. Local authorities have an obligation to address anti-social behaviour (ASB) under the ASB Policing and Crime Act 2014. This work involves investigating day-to-day incidents of crime, nuisance, and disorder as even what is perceived as ‘low level’ ASB, when targeted and persistent, can have a devastating effect on a victim.

50. Due to the above it may be necessary for Council Officers to conduct intelligence work to identify and confirm patterns of behaviour and/or which may lead to the identification of an individual(s) that, at the time of reporting, are unknown. Such investigations cannot be authorised by RIPA as they do not meet the legal threshold.
51. The council has a policy for the Use of Direct Surveillance without Judicial Approval / “Non-RIPA” which sets out the circumstances when officers may use surveillance techniques where the crime threshold is not met.
52. There were no applications for the last year as can be seen below:

Department	Authorising Officer	Number of applications	Reason
The Environment: Safer Neighbourhoods and Regulatory Services Division	Strategic Lead for Environmental Health and Regulatory Services	0	N/A

Communications Data (May 2023 to June 2024)

53. Under the Investigatory Powers Act (2016), local authorities can access certain communications data from Communications Service Providers for the purpose of preventing or detecting crime or preventing disorder. Independent, external authorisation must still be given before communications data can be obtained.
54. Communications data is defined as the ‘who’, ‘when’, ‘where’ and ‘how’ of communication but not it’s content (i.e., it is not the interception of communications).
55. The use of communications data is as follows:

	Authorising Officer	Number of applications	Reason
Finance: Corporate Anti-Fraud Service	Head of Fraud	4	Investigations of tenancy fraud, checking the subscriber and location data of mobile phones.
The Environment: Safer Neighbourhoods and Regulatory Services Division	Strategic Lead for Environmental Health and Regulatory Services	1	Investigations of scam builders for fraud offences

56. Each of these powers is contained as appendices in case PAC members wish to read the legislation within which RIPA is managed:

- Policy for Use of Direct Surveillance and Covert Human Intelligence Sources (Regulation of Investigatory Powers Act 2000) (**Appendix A**)
- Policy for Use of Direct Surveillance (without Judicial Approval / “Non-RIPA”) (Regulation of Investigatory Powers Act 2000) (**Appendix B**)

- Policy for Accessing Communications Data (Investigatory Powers Act 2016)
(**Appendix C**)

57. There have been recent amendments to the Regulation of Investigatory Powers Act 2000 (RIPA 2000) that all staff need to be aware of. These changes are crucial for us to maintain compliance and ensure the proper handling of investigatory powers.

58. Data Retention and Investigatory Powers Act 2014 (DRIPA 2014):

59. In July 2014, the government passed “emergency” amendments to RIPA via DRIPA 2014, extending RIPA to cover overseas communication providers.

60. Investigatory Powers Act 2016:

61. The Investigatory Powers Act 2016 introduced significant modifications to RIPA, including the replacement of oversight bodies by the Investigatory Powers Commissioner and the introduction of new statutory error reporting requirements.

Error Reporting Requirements:

62. The new statutory error reporting requirements for RIPA were introduced as part of the Investigatory Powers Act 2016. Here are the key points you need to be aware of regarding error reporting:

- Public authorities involved in covert techniques are now required to have processes in place to identify and report errors promptly.
- These processes cover various types of errors, including procedural errors, technical errors, and errors related to the handling of information obtained through covert techniques.
- Examples of errors might include unauthorised surveillance, mishandling of data, or breaches of privacy.
- When an error occurs, the Council must follow established procedures to report it, aiming to maintain transparency, accountability, and compliance with legal safeguards.
- These requirements are designed to enhance oversight and prevent misuse of investigatory powers.

63. Since the new statutory error reporting requirement came in there have been no breaches to report.

64. Our management are regularly trained in RIPA and the requirements of it as referenced earlier in this report. These regular reviews and training ensure that processes are in place, correctly prepared and readied in case needed in the future.

LIST OF APPENDICES

Appendix A - Policy for Use of Direct Surveillance and Covert Human Intelligence Sources
(Regulation of Investigatory Powers Act 2000)

Appendix B - Policy for Use of Direct Surveillance (without Judicial Approval / “Non-RIPA”)
(Regulation of Investigatory Powers Act 2000)

Appendix C - Policy for Accessing Communications Data (Investigatory Powers Act 2016)