



COST

EUROPEAN COOPERATION IN SCIENCE AND TECHNOLOGY

COST Action TU1203:

Crime Prevention through Urban Design & Planning (CP-UDP)



Belgrade

Security Measures for Video Surveillance in Primary and Secondary Schools. A Case Study on Crime Prevention by Urban Planning and Design.

December 2017

Foreword

What is COST?

COST – European Cooperation in Science and Technology - is an intergovernmental framework aimed at facilitating the collaboration and networking of scientists and researchers at European level. It was established in 1971 by 19 member countries and currently includes 35 member countries across Europe, and Israel as a cooperating state. COST funds pan-European, bottom-up networks of scientists and researchers across all science and technology fields. These networks, called 'COST Actions', promote international coordination of national-funded research. By fostering the networking of researchers at an international level, COST enables break-through scientific developments leading to new concepts and products, thereby contributing to strengthening Europe's research and innovation capacities. COST's mission focuses in particular on: building capacity by connecting high quality scientific communities throughout Europe and worldwide; Providing networking opportunities for early career investigators; Increasing the impact of research on policy makers, regulatory bodies and national decision makers as well as the private sector. Through its inclusiveness, COST supports the integration of research communities, leverages national research investments and addresses issues of global relevance. Every year thousands of European scientists benefit from being involved in COST Actions, allowing the pooling of national research funding to achieve common goals. As a precursor of advanced multidisciplinary research, COST anticipates and complements the activities of EU Framework Programs, constituting a "bridge" towards the scientific communities of emerging countries.

In particular, COST Actions are also open to participation by non-European scientists coming from neighbor countries (for example Albania, Algeria, Armenia, Azerbaijan, Belarus, Egypt, Georgia, Jordan, Lebanon, Libya, Moldova, Montenegro, Morocco, the Palestinian Authority, Russia, Syria, Tunisia and Ukraine) and from a number of international partner countries. COST's budget for networking activities has traditionally been provided by successive EU RTD Framework Programs. COST is currently executed by the European Science Foundation (ESF) through the COST Office on a mandate by the European Commission, and the framework is governed by a Committee of Senior Officials (CSO) representing all its 35 member countries. More information about COST is available at www.cost.eu.

COST action TU1203: Crime Prevention through Urban Design and Planning (CP-UDP)

The focus of COST Action TU1203 is Crime Prevention through Urban Design and Planning (CP-UDP). The Action was chaired by Professor Clara Cardia of the Polytechnic University of Milan, Italy. Clara Cardia completely unexpectedly died April 30th 2015. From then on Dr. Umberto Nicolini of LABQUS Milan chaired the COST action.

The Action comprises country representatives from European countries and some partnership countries. The countries presently involved are: Austria, Belgium, Bulgaria, Czech Republic, Denmark, Finland, France, FYR of Macedonia, Germany, Greece, Hungary, Ireland, Israel, Italy, Lithuania, Netherlands, Poland, Portugal, Romania, Serbia, Slovenia, Spain, Sweden, Switzerland and the United Kingdom. Its objective is to make a substantial advancement towards the goal of building "safe cities". Studies have proved that there is a correlation between the structure and organization of urban space and crime: new criminological theory supports this point of view. The Justice and Home Affairs Council of the EU has underlined that crime prevention through design and planning is a successful and effective strategy for crime prevention and needs to be supported. Despite this, new projects are being implemented all over Europe without considering safety criteria, creating urban areas where crime and fear of crime make life difficult. The Action develops new knowledge and innovative approaches putting together theoretical thinking and practical experience. Thus the scientific program forecasts to work simultaneously on one hand on the innovative approaches deriving from research and experts, on the other hand on the know-how acquired through best practical experience. It brings together, value and disseminate the local research and experiences of participating countries, thus contributing to building a body of European expertise in the field of CP-UDP. It also uses its wide network to promote awareness, hoping that at the

end of the Action more countries and decision bodies will be aware of the importance of incorporating crime prevention principles in planning decisions and projects.

From the Chair and the Core Group

The activity of COST Action TU1203 is organized along two main courses: producing innovative thinking in CP-UDP on one hand; and consolidating and diffusing existing knowledge on the other.

- The Action achieves the first course - innovative thinking - through working groups and invited experts which will develop new issues of environmental crime prevention, such as theories, private public partnerships, new technologies, new partnerships between police and planners, new implication of local authorities etc.
- It approaches the second course mainly through case studies located in different European cities. Each of the case studies focuses on aspects that are of major importance for the Action, and were organized by the hosting city with the support of the Action Core Group.
- The dissemination goal is considered of crucial importance and it is achieved, starting from the first year, by building networks of communication at international as well as the national levels. These networks are used for diffusing step by step the knowledge acquired by the Action.
- In order to make the results of the thematic working groups and the case studies immediately available to the Cost TU 1203 community and to the larger network it has been decided to produce a series of booklets, which develop the approached subject in short and synthetic form and are conceived so as to be easily readable to persons coming from different backgrounds. This booklet is thus one in a series.

See for the most recent information on this COST-action TU 1203: <http://costtu1203.eu> and http://www.cost.eu/domains_actions/tud/Actions/TU1203



Clara Cardia (chair) COST meeting Jerusalem May 2014

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1. Introduction

Focus & Scope

The subject of this case study is the presentation of a network of primary and secondary schools in Belgrade which are installing video surveillance as a security measure in order to ensure security of students and other actors in a school environment. All this is happening with the support of the police, competent ministry, local self-government and other interested actors from the local community in 17 municipalities of the City of Belgrade.

Without prior research or risk and threat assessment, at first almost haphazardly but then in a more organized fashion, the activity of installing video surveillance into Belgrade schools has gone on since 2000 in several waves. An analysis of the situation in terms of the application of video surveillance could be based on a number of aspects such as legal, technical, personnel, financial, organizational and social, some of which will be addressed in this case study.

Case study methodology

- Internet-research
- Analysis of crime statistics
- Analysis of documents
- Research report and presentation from previous research study

2. Description of the situation and actions undertaken

Problems facing modern society in Serbia, which among other things concern school environments, have become serious, numerous and complex. Worryingly, the school population is vulnerable exactly where it should be the safest, namely in the school environment (Figure 1). For this reason, one of the priority tasks of each society is to ensure a safe and secure environment for all schools and all actors of school life. Students, parents, school management, school administration, technical personnel as well as the wider community must all work together to achieve this goal. Just like in other countries, various ideas, initiatives and projects are being put forward in Serbia at different levels with the aim of providing an adequate solution to ever more prominent security problems in schools and their surroundings. The question of the quality and functionality of these proposals requires special consideration.

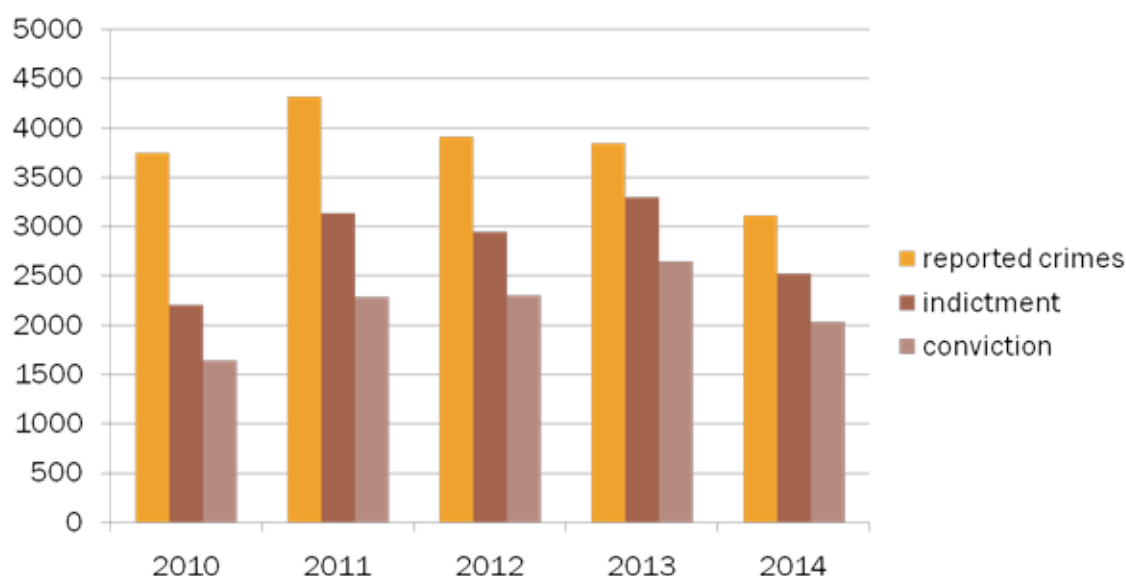


Figure 1. Juvenile offenders in Serbia 2010-2014

Legal framework on prevention of offenses in school zones consists of:

- Criminal Code;
- Law on Juvenile Criminal Offenders and Criminal Protection of Juveniles;
- Law on Misdemeanours;
- Police Act;
- Law on Primary Education;
- Law on Road Traffic Safety;
- Law on Games of Chance, and
- Law on Special Measures for the Prevention of Crimes against Sexual Freedom Involving Minors ("Marija's Law").

Furthermore, there are important national strategies for the prevention of offenses in school zones:

- National Strategy for Prevention and Protection of Children from Violence;
- Community Policing Strategy/Action Plan for the Implementation of Community Policing Strategy for 2015 and 2016;
- Strategy on Prevention of Drug Abuse for the 2014-2021 period;
- National Youth Strategy for the 2015-2025 period, and
- Strategy on Road Traffic Safety for the 2015-2017 period.

The role of the police in the prevention of offenses in schools

The police in Serbia have recently been trying to reduce offenses using preventive measures, with most of the activities being in the field of juvenile delinquency. Until now, prevention programmes have been implemented by the Ministry of Interior, Ministry of Education, Ministry of Health and Ministry of Labour and Social Affairs, with support from international organizations (UNICEF, OSCE, USAID, DCAF). However, in all those cases there was no proper monitoring, evaluation or mechanisms for checking the sustainability of programmes, except for the projects:

“School without Violence”, “Give Kids a Chance for a Change” and “The School Policeman”.

The Action Plan for the Implementation of Community Policing Strategy for 2015 and 2016 identifies specific activities that the ministry or other government bodies should provide in order to enforce the implementation of this strategy. The Action Plan was developed with the participation of a working group composed of representatives of Strategy developers and civil society, with the support of the OSCE Mission in Serbia. The Action Plan was adopted for 2015 and 2016, and a new action plan will be adopted taking into account the experiences in the application of this document.

In order to achieve Strategy objectives, it is necessary to ensure joint action of state authorities, with shared responsibility, given the multidisciplinary nature of this issue. At the national level it is necessary to provide continuous financial and institutional conditions for the implementation of the Action Plan. The role of the wider community is very important in the process, where it is necessary to emphasize the special importance of cooperation between state institutions, local communities, civil society and the business sector in the implementation of activities related to the development of community policing.

Child Protection and Security Measures

According to 2014 Instructions of the Ministry of Education, Science and Technological Development of the Republic of Serbia, all educational institutions are obliged to pass a general act on the protection and security of children and students and take adequate measures once the act has been adopted. The stipulation of measures for the protection and security of children and students is done with the participation of the parents' council (Article 58, Paragraph 5, point 9 of the Law), taking account of the views of the student parliament (Article 105, Paragraph 1, point 1 of the Law on the Fundamentals of the Education System – *Official Gazette RS, no. 72/2009, 52/2011, 55/2013, 35/2015 – authentic interpretation, 68/2015 and 62/2016 – decision of the Constitutional Court*). All the rulebooks on student security adopted in accordance with the above-mentioned Instructions contain a clause that stipulates that in order to ensure protection and security of students the following measures be taken: cooperation with state and local self-government bodies, school monitoring, student safety, video surveillance, and the like.

There are measures taken by all schools (teacher monitoring, student safety, etc.) and there are measures sporadically introduced by some schools. Each measure requires an analysis and assessment of problems and mutual agreement of all the relevant actors in the school on the best possible solution. In addition to the measures targeted at the behaviour of the actors of the educational process, there are measures targeted at the space in which this process is realised. Measures taken to reduce delinquency in a school environment can include, among other things, the application of modern technical systems such as alarm systems, video surveillance, electronic access control, metal detectors, and the like. The most common measure of situation crime prevention in local schools is video surveillance, which is also the

most popular measure in Serbia. This fact was confirmed a few years ago by Head of the Education Inspectorate of the Republic of Serbia, who stated that the introduction of video surveillance into educational institutions had been very popular five or six years before, but that it had proved to be a bad solution in many schools since the cameras had been inexpertly installed (Velimir Tmušić, Danas, 2014). Inexpert installation of cameras is only one of the problems, and the more important issue is whether it is really justified to introduce video surveillance as a child and student security measure and whether certain norms, standards, recommendations, instructions, etc. are followed in the process.

3. Video surveillance in Belgrade schools

Out of 30 districts in the Republic of Serbia, the City of Belgrade, with an area of 360km² and a population of 1.7 million, has the largest number of primary schools (Statistical Office of the Republic of Serbia). In 17 municipalities, with a total of 85 secondary schools and 200 primary schools,¹ primary schools are attended by over 120,000 students. There are about 20 private secondary schools.

The most video surveillance equipment has been installed in Belgrade schools, where, according to Ministry of Interior data, 200 educational institutions are covered by cameras. In some instances the cameras were installed by the institutions themselves, while in others this was done with the assistance of municipalities. The entire territory of Serbia could follow the example of several Belgrade municipalities, where footage from school yards and hallways is transmitted in real time to the Ministry of Interior and can be monitored on the screens of local police stations (Figure 2).

Video surveillance on the territory of the municipalities of Palilula, Vračar, Zemun, Savski venac, Voždovac, Obrenovac and Stari grad is linked to the monitoring centres of police stations. During 2015, nine primary schools on the territory of Čukarica were fitted with video surveillance, which was connected with the monitoring centre of this municipality's police station. In cooperation with local self-government authorities, the Police Department of the City of Belgrade is working on installing monitoring systems in all the City's municipalities. This kind of cooperation greatly contributes to raising the level of student security in schools.

Belgrade should serve as a role model for all of Serbia. According to Ministry of Education estimates, around 40% of schools in Serbia have video surveillance, while 85% of educational institutions in Belgrade are covered by security cameras. Outside the capital, schools linked with police stations are the exception rather than the rule. (<http://www.novosti.rs/vesti/naslovna/drustvo/aktuelno.290.html:627338-Sve-kamere-u-skolama-umrezice-s-policijom>, September 28, 2016. 22:02)

¹ For the list of primary schools, see: <http://osnovneskole.edukacija.rs/drzavne/beograd>

For the list of secondary schools, see: <http://www.beograd.rs/m/zivot-u-beogradu/1528-srednje-skole/>



Figure 2. Command-Security Centre for video surveillance of schools in Belgrade

Headmasters of the Belgrade schools which send their footage to the police say that this is a good way of protecting students from the attacks of other students, from drug dealers, who operate in close proximity of schools, and from other types of crime. The headmaster of Josif Pančić primary school in Belgrade says that anyone planning illegal activity gives up before even trying, knowing that everything is being recorded.

4. New Belgrade

New Belgrade is the only municipality in Serbia that has established its Command-Security Centre, from which video surveillance monitors follow events in all primary schools and kindergartens in the municipality. The project aims to increase the safety of the youngest residents of New Belgrade, and it includes 58 buildings, 20 schools and 38 kindergartens (Figure 3, Figure 4, Figure 5 and Figure 6).

The centralised system has several advantages, as it allows simultaneous monitoring of areas that are covered by all school cameras, zoom frame, rewind, retention and storage of images. School building cameras are commonly installed in corridors, stairways and other places with the highest frequency of students, and outside the entrance to the school, in the school yard and in the school car park.

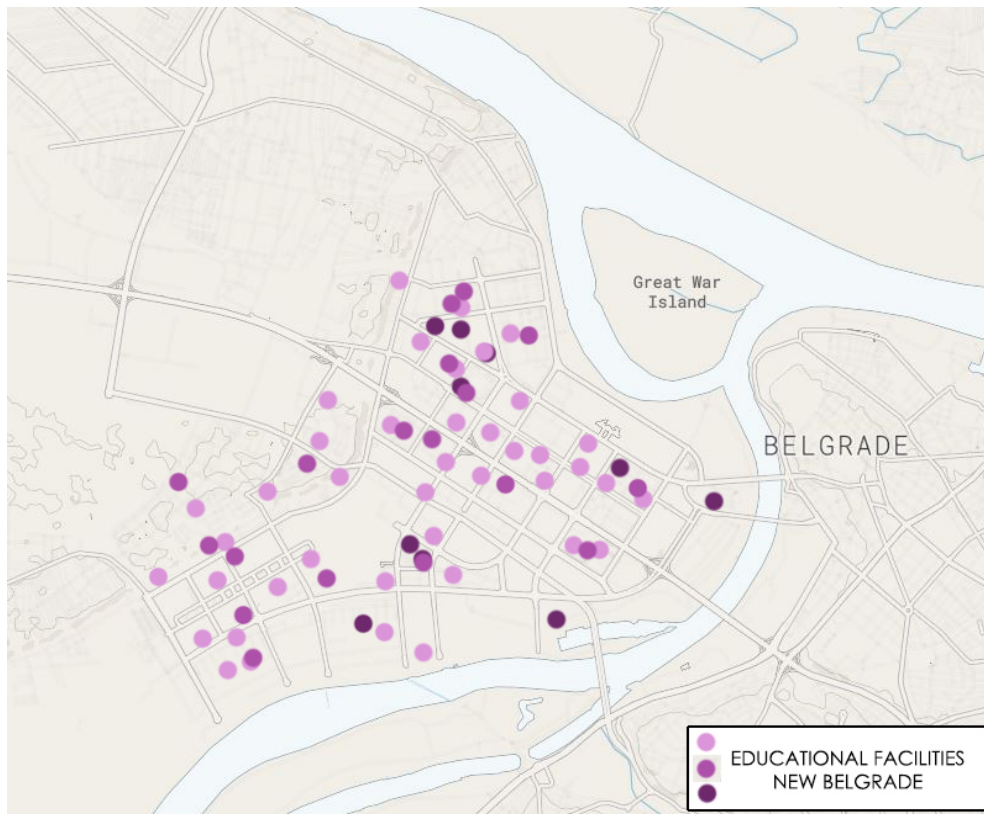


Figure 3. Educational facilities – buildings in New Belgrade

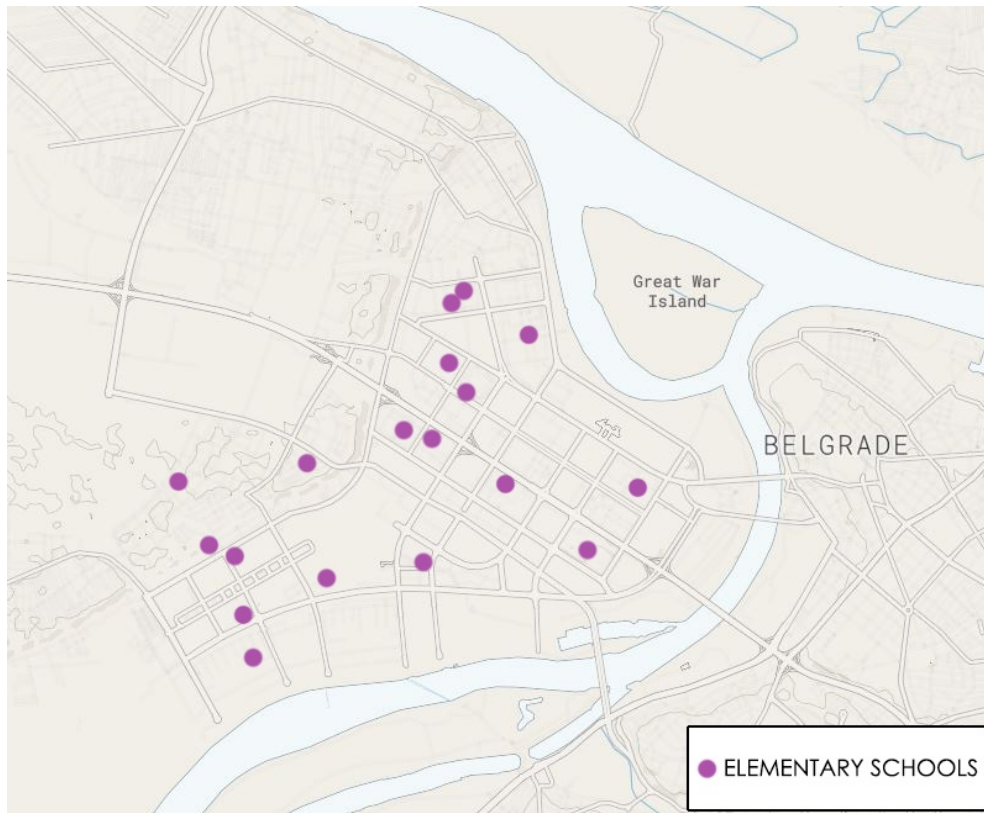


Figure 4. Elementary schools in New Belgrade

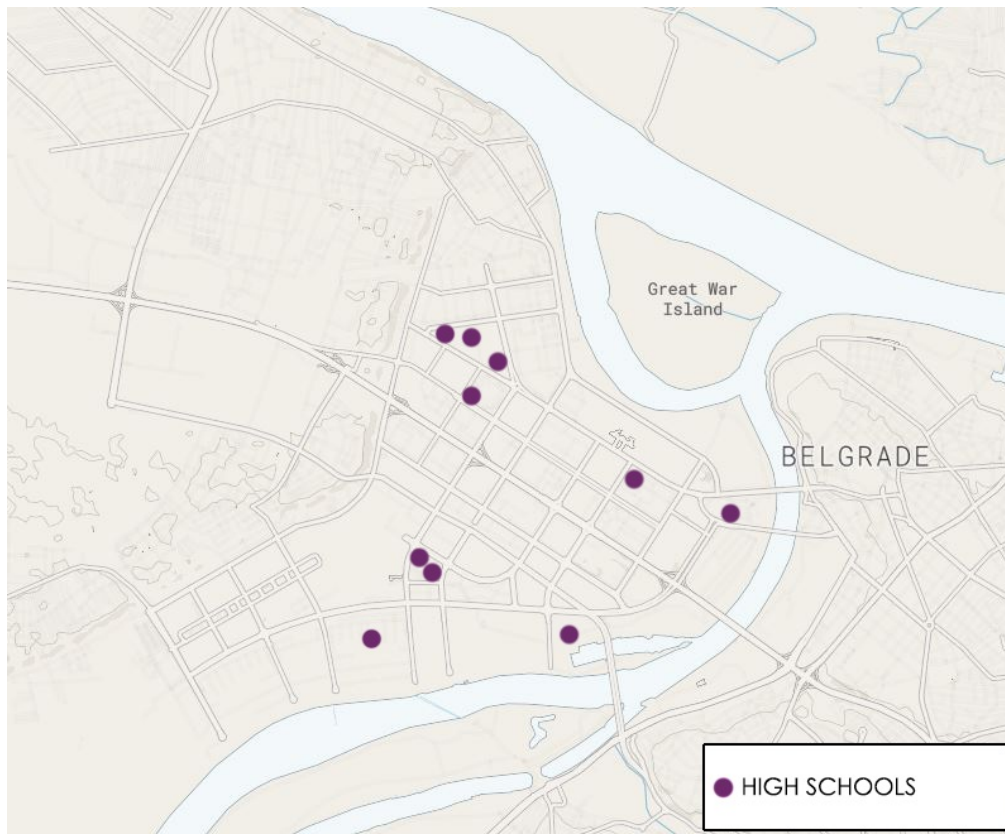


Figure 5. High schools in New Belgrade

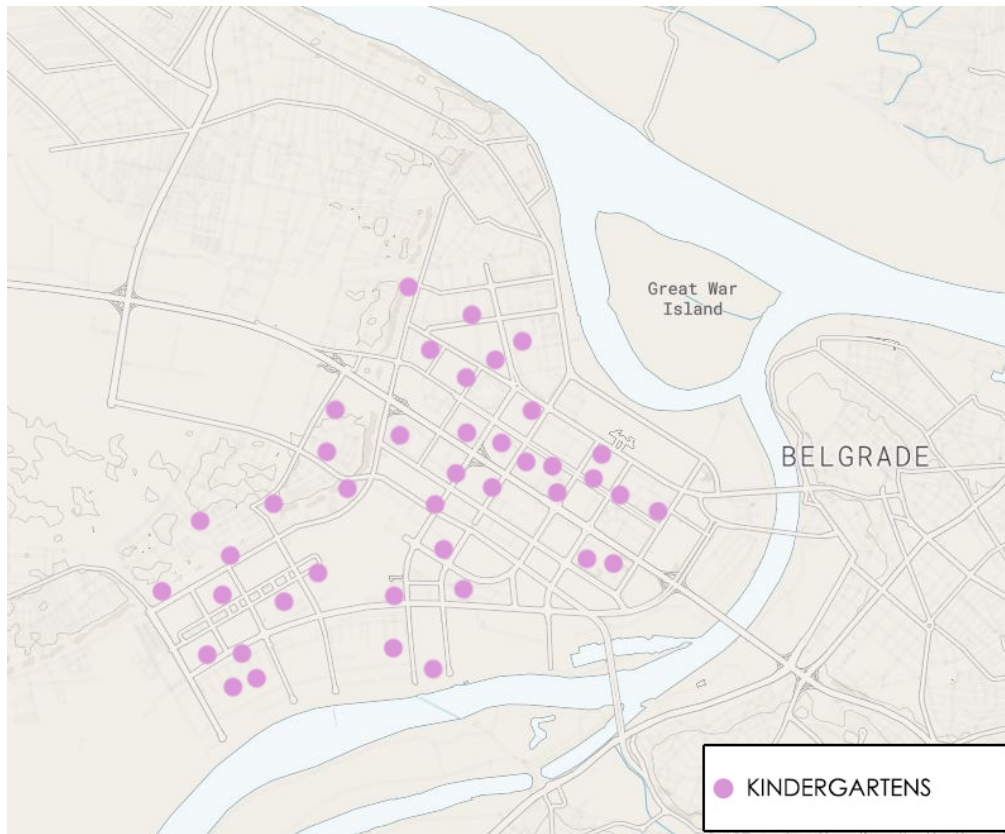


Figure 6. Kindergartens in New Belgrade

The Centre will monitor all activity with over 350 cameras 24 hours a day, keeping in constant contact with the police and fire services. During the day, specially trained personnel will monitor the cameras so they can react at any time. During the night, all the events will be recorded, the recordings will be reviewed in the morning and, if necessary, the police and other services will be notified. The introduction of such a system should help prevent offences and reduce the number of potential incidents in schools and kindergartens. The idea is for all public areas and buildings of public importance, parks, playgrounds and public car parks to be covered by video surveillance (Figure 7).



Figure 7. Command-Security Centre in the Municipality of New Belgrade

5. Problems in the application of video surveillance in Serbia

There are several general conditions and standards in the application of video surveillance, which, even if not clearly defined by special legal acts of the state whose institutions install video surveillance, must conform to some important European and international regulations, such as:

- Convention for the Protection of Human Rights and Fundamental Freedoms (CEDH) of the Council of Europe – 1950;

- Convention for the Protection of Individuals with regard to Automatic Processing of Personal Data of the Council of Europe – 1981;
- The Charter of Fundamental Rights of the European Union 2000/2009²;
- Directive 95/46/EC of the European Parliament and of the Council on the protection of individuals with regard to the processing of personal data and on the free movement of such data.

When it comes to national legislation on video surveillance in the Republic of Serbia, there are legal provisions that relate only to specific public spaces or specific events such as road traffic safety, prevention of violent or disorderly behaviour at sporting events, state border protection and recording in public places (Lepojević, Pavlović, 2012, Lipovac, 2014). The question of implementing video surveillance in a school environment has not been regulated by any laws. It is worth mentioning that the Law on Personal Data Protection (Official Gazette RS no. 97/08, 104/09, 68/12 and 107/12), as the parent and umbrella law in this field, does not have a single provision regulating the processing of citizens' personal data by means of video surveillance. Legislators are expected soon to devise new provisions for personal data protection, primarily with regard to the application of video surveillance.

The biggest problems are whether and how national and local rulebooks regulate video surveillance systems and personal data protection and, for example, whether the installation of video surveillance systems is in accordance with achieving goals for which the constitution allows some restriction of basic rights, and the like. After all, Article 42 of the Constitution of the Republic of Serbia states that “collecting, keeping, processing and using of personal data shall be regulated by the law” (Official Gazette RS, no. 98/2006).

All the foregoing suggests that the mere existence of internal documents regulating the application of video surveillance is significant, for they normally define the aims of video surveillance usage, policies and procedures for the use of surveillance footage, that is, the way information gathered through video surveillance is used, as well as clear and specific arguments for installing video surveillance, etc. There is a recommendation that information should not be stored or used for purposes other than those stipulated in these documents. So, for example, if video surveillance is installed in order to prevent vandalism after school hours and regular school activities, it should not be used for the purposes of solving issues of routine school discipline during a school day (Green, 1999).

Experts recommend procedures for introducing video surveillance and, above all, identifying problems a school faces; a decision is then made about how video surveillance equipment can be used to solve this problem (Green, 1999). Lack of internal documents such as rulebooks, guidelines, instructions and the like leaves room for doubt about possible abuse, invasion of privacy or endangering some other human rights of persons under the surveillance of this security technology. An internal survey conducted by the Faculty of Security Studies in the spring of 2017 showed that on the territory of the City of Belgrade only one school had adopted an

² The Charter was adopted in 2000, but became legally binding in 2009.

internal document regulating the application of video surveillance, while a quarter of the schools surveyed had conducted a study on the introduction of video surveillance. This can be one of the indicators as to why answers to certain questions concerning the installation and functioning of video surveillance remain unclear, incomplete, imprecise or outstanding.

When it comes to the number of installed cameras and defining the goal or purpose of installing video surveillance, it is very important to adhere to the principle of proportionality in accordance with the Charter for a Democratic Use of Video Surveillance, 2010, published by EFUS³. Namely, striving for proportionality above all means striving to strike a balance between the goals that need to be achieved and the manner in which they are achieved. According to this Charter, it is important to assess proportionality at every stage of data processing, namely: the number and scope of vision of security cameras as well as their technical specifications; the technical and human aspects should be adapted strictly to needs; only the technology that conforms to predefined goals should be used; application of video surveillance systems should be defined by space and time; the technical aspect of installation should take account of a system of concealment of private areas, through dynamic masking technology, in order to eliminate the possibility of private area surveillance, which can also be achieved by the positioning and angling of the cameras. The results of the above-mentioned survey show that the number of cameras varied, but that there was no way of knowing the reason for this, except that the respondents were often unaware of the number of installed cameras and instead gave arbitrary answers, just as they did when answering questions about the functioning of video surveillance and the adequacy of the number of cameras.

As far as the positioning of cameras is concerned, there are some general rules that are applied in most situations. Cameras cannot be used in the school areas in which the staff and students have a “reasonable expectation of privacy” (Green, 1999), which would include private offices, in addition to the obvious locations such as toilets, locker rooms, lockers, etc. On the other hand, places expected to provide a “less reasonable expectation of privacy” include hallways, libraries, car parks, school yards, etc. All the surveyed (secondary) schools in Belgrade have school yards covered by cameras, all but one have coverage of hallways, nearly one quarter have coverage of classrooms, and just as many have coverage of sports halls, while two schools have cameras installed in their offices. The media report that in the initial stage of introducing video surveillance, cameras were also installed in toilets but have since been removed following an outcry from the public and the commissioner for personal data protection.

³ This Charter is the result of the Citizens, Cities and Video Surveillance project, supported by the European Commission’s Fundamental Rights and Citizenship programme. Based on the experience and knowledge of 11 partners accumulated in the project, the Charter for a Democratic Use of Video Surveillance in European Cities was developed. This Charter regulates the design, operation and subsequent development of the public video surveillance system controlled by public authorities, be it national, regional or local. The rules and principles laid down in the Charter should also apply to private video surveillance systems, especially when their application and data can be made available to state authorities. For more detail, see: Citizens, Cities and Video Surveillance Towards a Democratic and Responsible Use of CCTV (2010), EFUS, Paris.

As part of the policies and procedures that each institution using CCTV systems should follow, a notice indicating that the area is under video surveillance should be mounted in a place of prominence. In spite of this “obligation”, our research showed that only two thirds of the schools have put up this notice, while one third have not (Figure 8). Due to legal lacunae concerning the processing of data acquired through video surveillance, as early as 2014 the Commissioner for personal data protection put forward a proposal for detailed regulation of video surveillance in his Model Law on Personal Data Protection; however, the Ministry of Justice failed to regulate this issue in their Draft Law on Personal Data Protection from November 2015. The Commissioner stressed the importance of adhering to international standards in this domain and made a proposal, among other things, concerning the posting of notices about video surveillance. Guided by international standards, he felt that a notice should contain the following:

- 1) the information that the area is under video surveillance along with a graphic symbol of video surveillance;*
- 2) the name of the video surveillance operator;*
- 3) the telephone number where one can obtain information on where and how long video surveillance footage is stored.*



Figure 8. Posting a notice about video surveillance in a school

As has been established, video surveillance has its application value and represents one of the possibilities of promoting security, but at the same time it leads to a constant struggle between personal privacy protection and ensuring a degree of

security. The very complexity entailed in the application of video surveillance systems and the sensitive issues it opens up point to the necessity of educating both those whose job is to manage video surveillance and those under surveillance. Education is important, so that video surveillance operators could familiarise themselves with its technical specifications (software and hardware), its possibilities and limitations, the goal and purpose of installing and using this security technology, as well as with various ethical dilemmas and potential problems that may arise from inadequate use of video surveillance, particularly video footage.

A very important issue concerning the introduction of video surveillance is whether the person in charge of storing video footage has received some form of training. Research yields rather vague answers, especially with regard to the type of training, while the respondents' statements show that only a quarter have undergone some kind of training. Of course, we must consider the fact that control rooms where video surveillance is carried out are not necessarily located in schools (in some cases they are) but can also be located in control centres of the police or municipality, in which case there is no way for the respondents to know whether the operators have received any form of training (which is implicit in their line of work and the institution in which they are employed). Some degree of knowledge and, above all, expertise, is expected from those who install video surveillance equipment.

According to the most recent Law on Private Security (*Official Gazette RS, no. 104/2013 and 42/2015*), installation of any technical protection system is allowed only to licenced companies with a valid contract with investors. Every licenced company and every one of its employees must carry an ID issued by the Ministry of Interior proving that they are licence holders. All those who installed a video surveillance system prior to January 1, 2017 are obliged to enter into a contract for the maintenance of that system with a licenced company and to adjust the system to satisfy the requirements of the Law on Private Security. Since those installing a system of video surveillance are also expected to provide certain guidelines (another form of education), we have ascertained that half of the schools have indeed been issued with a set of guidelines, while the other half have been denied this kind of information. As a result, questions and dilemmas arise as to how video surveillance systems in fact work, who, how and how expertly operates them, reviews and stores video footage, and whether they react adequately to the recorded footage, which can contain evidence of an incident, act of vandalism or another kind of offence.

An evident problem is that there have been no comprehensive studies on the state of security in school environments and the biggest associated risks and threats which would result in an endorsement of the introduction of video surveillance into schools or studies conducted after the introduction of video surveillance which would point to its (in)effectiveness and (in)appropriateness. As it is, we are left with an open question – what kind of assessment led to the decision to introduce video surveillance, as the best security measure, into primary and secondary schools in Belgrade, particularly bearing in mind that there were instances of non-compliance with numerous procedures, rules and instructions in the process.

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