Minute No. 371
Report - Standing Policy Committee on Protection and Community Services - April 7, 2008

Item No. 1 Pilot Project Utilizing Monitored Cameras in High Crime Areas
File GF-2

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Protection and Community Services and adopted the following:

1. That the Winnipeg Police Service proceed with the implementation of Phase 1 of the Pilot Project as outlined in the report from the Chief of Police dated March 24, 2008, and report back to the Standing Policy Committee on Protection and Community Services on its progress by October 2008.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

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DECISION MAKING HISTORY:

Moved by Councillor Steeves,

That the recommendation of the Standing Policy Committee on Protection and Community Services be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On April 9, 2008, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Protection and Community Services and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On April 7, 2008, the Standing Policy Committee on Protection and Community Services concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

Further, on April 7, 2008, the Standing Policy Committee on Protection and Community Services received as information a PowerPoint presentation entitled "Crime Cameras - Making our Community Safer" submitted by Councillor Fielding, St. James-Brooklands Ward, in support of the pilot project utilizing monitored cameras in high crime areas in the City of Winnipeg.

COUNCIL:

On March 19, 2008, Council concurred in the recommendation of the Standing Policy Committee on Protection and Community Services and adopted the following:

1. That the Council Motion of January 23, 2008 be concurred in, namely:

    A. That the Winnipeg Police Service be directed to investigate the feasibility of developing a pilot project utilizing monitored crime cameras in high crime areas in the City, which pilot project should include:

        (i) Partnerships with community groups and businesses to link existing video surveillance systems together in the City of Winnipeg;

        (ii) Corporate sponsorship to help fund the program; and

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DECISION MAKING HISTORY (continued)

COUNCIL (continued)

(iii) An implementation plan with timeframes,

and report back to Council on April 23, 2008 through the Standing Policy Committee on Protection and Community Services with its recommendations.

RE: Pilot Project Utilizing Monitored Cameras in High Crime Areas in the City of Winnipeg

FOR SUBMISSION TO:	**Standing Policy Committee on Protection and Community Services**
ORIGINAL REPORT SIGNED BY:	**Chief of Police Keith McCaskill**
REPORT DATE:	**March 24, 2008**
RECOMMENDATION:	**That the Police Service proceed with implementation of Phase 1 of the Pilot Project as discussed in this report, and report back to the Standing Policy Committee on Protection and Community Services on the progress by October 2008.**

Report Summary

Key Issues:

- The Winnipeg Police Service received the task of researching closed circuit television (CCTV) surveillance implementation, acknowledging the potential for adding such technology as part of an integrated safety strategy for the City of Winnipeg.

- The Winnipeg Police Service endorses the opportunity to apply technology to effectively reduce victimization, create a safer environment and establish a tool for investigation.

- When identified as the appropriate method to address crime problems, video surveillance of selected open-street areas could augment community policing and enhance public perception of safety.

- This report proposes that an operational partnership be developed to govern the video surveillance strategy. The public/private partnership will allow representation and participation by the private sector, community groups, and additional levels of government. It is anticipated the effort will include integration of best practices, including a strategic framework for safety.

Implications of the Recommendation(s):

General Implications

X None
( ) For the organization overall and/or for other departments
( ) For the community and/or organizations external to the City
( ) Involves a multi-year contract
Comment(s):

Policy Implications

X No
( ) Yes
Comment(s):

Regulatory Implications

X None
( ) Eliminates or reduces regulatory impact
( ) Proposes regulatory impact
Comment(s):

Environmental Implications

X No
( ) Yes
Comment(s):

Human Resources Implications

X No

( ) Yes

Comment(s):

Financial Implications

X Within approved current and/or capital budget

( ) Current and/or capital budget adjustment required

Comment(s): For information only.

Report

REASON FOR THE REPORT:

At the meeting held January 23, 2008, Council directed the Winnipeg Police Service to investigate the feasibility of developing a pilot project utilizing monitored cameras in high crime areas in the City, which pilot project should include:

(i) partnerships with community groups and businesses to link existing video surveillance systems together in the City of Winnipeg;

(ii) corporate sponsorship to help fund the program; and

(iii) an implementation plan with timeframes;

and report back through the Standing Policy Committee on Protection and Community Services, with its recommendations.

HISTORY:

On a global level, police forces are faced with developing more cost-effective crime prevention methods, which increasingly include technology. In Canada, closed circuit television (CCTV) surveillance practices have increased significantly in the past decade. While the technology has notably changed, interest in Canada has heightened, and video surveillance is now widely used as a tool to identify, prevent and prosecute crime.

The application of CCTV technology has been explored, measured, studied, and improved, and has received much media attention - the reviews are mixed. Proponents recognize the effectiveness of technology as a legitimate means to increase surveillance, monitor crime-troubled areas, reduce court time and cost, and add an additional avenue to investigation. Opponents decry the use of the cameras based on social interest in privacy legislation, concern regarding adequate data security, and perceived violation of human rights.

Not all Canadian cities that embarked on public surveillance implementation completed the process by establishing a CCTV system. As illustrated in the Ontario community of Brockville (1999), the CCTV proposal was stopped by citizen-staged resistance, proving that implementation is not inevitable. In the City of Peterborough, Ontario (2001), the

plan for expansion of CCTV surveillance was met with strong, organized and targeted resistance, resulting in the project remaining at status quo.[1]
Having said that, the use of CCTV monitoring by public, business, and government organizations, and even at private addresses, is increasing. As observed by experts in the field, in a progressively more security-conscious environment, the use of video surveillance will continue to expand and law enforcement will be challenged to meet the growing expectations of a video-ready world.[2]

DISCUSSION:

The Winnipeg Police Service received the task of researching closed circuit television (CCTV) surveillance implementation, acknowledging the potential for adding such technology as part of an integrated safety strategy for the City of Winnipeg. When identified as the appropriate method to address crime problems, video surveillance of selected open-street areas could augment community policing and enhance public perception of safety.

Terms of Reference

Closed Circuit Television (CCTV) refers to electronic monitoring systems which make use of video cameras, connected by means of a 'closed' (or non-broadcast) circuit, to capture, collect, record, and/or relay visual information about the event-status of a given space over time.[3]

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1 See Kevin Walby, "Little England? The Rise of Open-Street Closed-Circuit Television Surveillance in Canada", Surveillance & Society 4(1/2), 29-51, 2006, online. Available: http://www.surveillance-and-society.org/Articles4(1)/littleengland.pdf

2 See the article by Grant Fredericks, "*CCTV: A Law Enforcement Tool*", The Police Chief, vol. 71, no. 8, August 2004, online. Available: http://policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=359&issue_id=82004

3 See Wade Deisman, "*CCTV: Literature Review and Bibliography*", Research and Evaluation Section (Community, Contract and Aboriginal Policing Services Directorate), Royal Canadian Mounted Police, 2003, available online by request: http://www.rcmp-grc.gc.ca/ccaps/cctv_e.htm

Video surveillance technology refers to the system or device that enables continuous or periodic video recording and the overt observation of people, vehicles, or activity taking place at some given location for the purpose of obtaining information regarding the activities and identities.

As part of a crime prevention strategy, surveillance systems are credited to enhance operational capacities and augment the street-level reach for police to both deter and deal with crime. *The Freedom of Information and Protection of Privacy Act* (FIPPA) contains the regulations for use of surveillance cameras, as applied to collection of information by police for law enforcement as follows:

Purpose of collection of information

36(1) No personal information may be collected by or for a public body unless

(a) collection of the information is authorized by or under an enactment of Manitoba or of Canada;

(b) the information relates directly to and is necessary for an existing program or activity of the public body; or

(c) the information is collected for law enforcement purposes or crime prevention.

As detailed in FIPPA, members of the public should be advised that surveillance technology is being used in open-street settings, that being in places where the public has largely free and unrestricted access.[4]

Law enforcement tool

The Winnipeg Police Service realizes the potential in building specific, neighborhood-based, crime reduction strategies, and anticipates implementing CCTV surveillance technology as part of an integrated safety strategy for the City of Winnipeg.

Crime reduction expectations from CCTV surveillance must be established to correspond with the types of crime potentially affected by the technology. When the Greater Sudbury Police Service started the Lion's Eye in the Sky video monitoring project in 1996, the project was designed to influence two broad categories of criminal activity: crimes of violence (robbery and assault) and crimes against property (theft, break and enter, motor vehicle theft, and mischief involving property). As reported in the project evaluation conducted in 2001, the following excerpts demonstrate that the authors support the law enforcement direction of the project:

[4] The Manitoba Ombudsman has provided guidelines necessary for preparing a privacy impact assessment (PIA) of the proposed program/system to ensure the CCTV technology pilot project is in compliance with privacy requirements.

- As the number of cameras has increased, criminal activity in the downtown area has decreased. An independent analysis indicates… robberies, assaults, thefts and other criminal offenses have been deterred by the Lion's Eye in the Sky project.

- It has also improved the Service's ability to deal with crime and anti-social behaviours such as prostitution, public intoxication and panhandling. Arrests relating to prostitution and drug offenses have increased.

- While the (project) has been an effective means of both deterring and dealing with crime, there is the potential to both enhance and expand the project… to ensure The Lion's Eye in the Sky project continues to contribute to a safe environment for the residents of Sudbury.[5]

Although "crime reduction" is often stated as a critical factor for adding CCTV surveillance initiatives to the crime prevention toolbox, the application of such technology must be explored. There must be a clear understanding of the crime problem in an area, as well as the specific capability to address those problems through CCTV deployment. It cannot be overstated that if there is not a correspondence between problem resolution and the capability of technology, the problem will not be resolved with CCTV.

CCTV technology applied to enhance law enforcement is stated to potentially add value to community safety programs. When more than one effort to address crime is set in motion, to isolate and measure the effects specific to one, independent component becomes difficult. Similarly, the complexity of assessing crime prevention efforts in tandem leads to evaluation of the interactional effect of all efforts that are in place.

In commenting on the mechanisms that drive forward a surveillance technology design, the effectiveness of CCTV schemes cannot be properly assessed by the direct relation to crime statistics alone. CCTV is effective in supporting other activities relating to crime reduction.[6] To be clear, the CCTV program must be established as a further instrument to support policing, not a stand alone, "silver bullet" to replace police officers on the street.

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[5] See "*Evaluation of the Eye in the Sky Video Monitoring Project*", KPMG, 2000, online. Available: http://www.police.sudbury.on.ca/publications/reports/KPMG.pdf

[6] See Graeme Gerrard, Garry Parkins, Ian Cunningham, Wayne Jones, Samantha Hill and Sarah Douglas, "*National CCTV Strategy*", Home Office, October 2007, online. Available: http: www.crimereduction.homeoffice.gov.uk/cctv/cctv048.pdf

Operating Objectives

The Winnipeg Police Service endorses the opportunity to apply technology to effectively address three aspects of street-level crime: reduce victimization, create a safer environment and establish a tool for investigation. It is anticipated the effort will include integration of best practices, including a vision for downtown safety and a plan to establish a safety network.

In establishing video surveillance methods, commonly the authority of the operation is established through procedures governing the application of CCTV. For example, when the Toronto Police Service (Ontario) received approval to initiate the CCTV pilot project in 2006, the direction from the Toronto Police Services Board was that procedures governing the use of CCTV during this pilot project would include the rationale and objectives for the use of CCTV by the Toronto Police Service.

To provide a better description of the significance of such details, consider an example from the United Kingdom, where the history of surveillance cameras has the most longevity, and the systems and applications have been refined through identified best practices.

In the case of Peterborough, Cambridgeshire, UK, the Peterborough City Council and Cambridgeshire Constabulary jointly oversee the operation of the Peterborough Citisafe CCTV System. As accessed in the *Code of Practice for the operation of Closed Circuit Television (2003)*, the Objectives of the System reads as follows:[7]

1.3 Objectives of the System

1.3.1 The objectives of the Peterborough Citisafe CCTV System as determined by the Partnership which form the lawful basis for the processing of data are:

- To help reduce the fear of crime and anti-social behaviour
- To help deter crime and anti-social behaviour
- To help detect crime and provide evidential material for court proceedings
- To assist in the overall management of Peterborough
- To enhance community safety, assist in developing the economic well being of the Peterborough area and encourage greater use of its facilities
- To assist the Local Authority in its enforcement and regulatory functions within Peterborough
- To assist in Traffic Management
- To assist in supporting civil proceedings which will help detect crime
- To assist in the effective and efficient deployment of resources

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[7] See *"Code of Practice for the operation of Closed Circuit Television"* Peterborough City Council, May 2003, online. Available: http://www.peterborough.gov.uk/PDF/saz-cctv-cctvcodeofprac.pdf

1.3.2 Within this broad outline, the Partnership has drawn up, and published specific key objectives (which will be reviewed annually) based on local concerns.

The objectives established by the Peterborough partnership illustrate the broader range of interest and application achieved through building a police-involved, rather than police-led approach.

In preparing a public safety effort that could be built on public/private partnerships, to ensure the full purpose and principles of the CCTV system are realized, thoughtful preparation of operating procedures must occur. This ensures articulation of all objectives, and enables assessment of the program based on the established applications. From this, results and outcomes can be measured and evaluated as part of a standard audit.

Technology model

Choice and deployment of video surveillance cameras, as well as the structure of operation for the technology will have significant impact on the final effectiveness of the scheme. To adequately address the technical aspects of CCTV technology, myriad details must be examined, including street-level crime analysis. A detailed breakdown of technology is beyond the scope of this report.

Simply stated, CCTV systems involve a number of cameras, which view a public space, connected to a central control that receives the transmission. Technical characteristics of the system involve image capture, transmission, picture display and/or archive. Every surveillance application is unique, and a single technology may not be appropriate for every situation. In the lessons learned category, experienced system users recommended the following:

- Seek expert advice on issues relating to technical requirements and specifications to build a sound understanding of the components.[8]
- Start with a system that is not too complex, as it can be augmented at a later date.
- Ensure systems can be updated and added to as technology rapidly advances.

[8] See "*NSW Government Policy Statement and Guidelines for the Establishment and Implementation of Closed Circuit Television (CCTV) in Public Places*", NSW Attorney General's Department, 2000, online. Available: http://www.police.nsw.gov.au/__data/assets/file/0015/2067/policy%20wewe.pdf

- Project personnel should have a precise idea of how CCTV should work in a specific situation. The type, dosage and positioning of the cameras depend upon the nature of the crime problems in the area. The capabilities of CCTV should not be exaggerated.[9]
- Governments or other public entities *must* educate and engage the public in a discussion of surveillance capabilities.

As a point of reference regarding the costing of CCTV systems, the Toronto Police Service entered into a pilot project in 2006, upon receipt of a $2 million grant to study the effectiveness of CCTV in terms of crime deterrence and identification of offenders. As stated by a TPS member:

> The CCTV pilot is funded through a Provincial grant of $2 million. All purchases and services (no employee salaries) are within that limit… in essence, the Toronto Police CCTV pilot - total of 22 cameras with fibre-optic connectivity, secure recording and administration area, CCTV control modules (joystick to control cameras if needed), programming, installation and maintenance is less than or equal to a total of $2 million. TPS has the capacity to monitor the cameras from the Video Services Unit, however such action would occur only where a threshold has been met that justifies the progression to video monitoring, and then only during the days and times where it is necessary for public safety. We do not monitor 24/7.

The Winnipeg Police Service will continue to research specific technologies to assess operational delivery and understand the advantages and limitations of each. Careful planning will be essential to design and implement CCTV technology fit for the purpose.

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[9] See Scarman Centre National CCTV Evaluation Team, "*National evaluation of CCTV: early findings on scheme implementation – effective practice guide",* Home Office, 2003, online. Available: http://www.homeoffice.gov.uk/rds/pdfs2/dpr7.pdf

CONCLUSION:

The application of CCTV technology must be supported by a plan which specifies the objectives of the scheme and the methods to achieve the goals. In determining the necessity of video surveillance, including the strategic principles and operating procedures for the technology, a multi-phase implementation strategy will be imperative.

Phase Outline and Timeline

Phase 1: Working Group (Spring 2008)

Establish a "community safety working group" to provide involvement in planning through wide representation

- Determine rationale and objectives for CCTV pilot project
- Explore partnership/funding opportunities
- Identify scope of pilot project
- Explore the privacy rights of individuals
- Determine operational requirements – identify areas, evaluate camera capabilities and environmental factors
- Determine technical requirements – options include mesh network/wireless, as well as fibre-optic/hardwired

Phase 2: Community Information Strategy (Fall 2008)

Conduct inclusive community, business group and vested interest group consultations prior to any installations in order to garner support

- Establish ongoing consultations and information-sharing to ensure understanding and support from the community is continuous
- Enable involvement in conceptualization of design, implementation and evaluation

Phase 3: Pilot Project (Early 2009)

Establish pilot project for CCTV system

- Install video technology on a pilot project basis, using effective pre and post CCTV data collection periods
- Conduct community information sessions in areas of camera installation

Phase 4: Pilot Project Exit (Late 2009)

Conduct evaluation of effectiveness and outcomes to determine the need to continue with CCTV

- Publish evaluation results and consult community

The four phases are not considered to be exhaustive or intended to be specific. Rather, the information is meant to add perspective to the complexity and commitment required to establish the parameters for the proposed CCTV pilot project.

Financial Impact Statement

Date: March 17, 2008

Project Name: CCTV review

First Year of Program 2008

	2008	2009	2010	2011	2012
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ -	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ -	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: As this report is for information only there are no cost implications at this time.

Ron Smolik March 17, 2008
Manager of Finance & Administration

IN PREPARING THIS REPORT THERE WAS:

Internal Consultation With and Concurrence By:

External Consultation With:

Greater Sudbury Police Service
Hamilton Police Service
Manitoba Ombudsman
Toronto Police Service

THIS REPORT SUBMITTED BY:

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File No.	07 – 403