

MANCHESTER CITY COUNCIL

REPORT FOR INFORMATION

COMMITTEE: Citizenship and Inclusion Overview and Scrutiny Committee

DATE: 12 December 2007

SUBJECT: CCTV Update

REPORT OF: Head of Environmental Services

PURPOSE OF REPORT

To inform Members of the proposed principles of the CCTV Strategy

RECOMMENDATIONS

That the report be noted

FINANCIAL CONSEQUENCES FOR THE REVENUE AND CAPITAL BUDGET

None

CONTACT OFFICERS

Rachel Christie	Head of Environmental Services	r.christie@manchester.gov.uk
Kate Rennicks	CCTV Services Manager	k.rennicks@manchester.gov.uk

BACKGROUND DOCUMENTS

None

WARDS AFFECTED

All

IMPLICATIONS FOR

<u>Anti Poverty</u>	<u>Equal Opportunities</u>	<u>Environment</u>	<u>Employment</u>
No	No	Yes	Yes

1. Introduction

- 1.1. The Home Office's CCTV Strategy, published in October 2007, highlighted the importance of CCTV as a tool within the Government's crime-fighting strategy. The first CCTV cameras were installed in Manchester in 1998 and since then, both the number of CCTV cameras and Control Rooms has grown steadily. Today, the city manages over 220 public space cameras and CCTV plays an increasingly important role in day-to-day life in many of the city's neighbourhoods, helping to build safer and stronger communities.
- 1.2. The key purposes of the city's CCTV system are to prevent and detect crime and antisocial behaviour, to increase public reassurance, to care for public safety and to assist in traffic management. Over the last 18 months, the use of the CCTV system has also been developed to incorporate a wider range of issues including problems with licensed premises, illegal street trading, fly tipping and other concerns that effect the quality of life of Manchester's residents, businesses and visitors.
- 1.3. Additionally, CCTV enjoys public support, and enhances feelings of safety. The Crime and Disorder Resident's survey 2006 stated that CCTV has been the *most* effective tool in tackling crime, alongside increased police patrols and improved street lighting. Resident involvement and buy-in to the schemes is also growing, with residents having direct access by phone to the control room on dedicated numbers, and through residents group visits.

2. The Strategy for CCTV (2005)

- 2.1. The main points of the CCTV strategy (2005) are to:
 - Develop a joined up control room, bringing together the three separate entities in the Control Room (the Council, NCP Manchester Ltd and Greater Manchester Police) under the banner of CCTV Services.
 - The integration, where applicable, of the other city council cameras controlled by other CCTV providers / control rooms (subject to individual business cases), and the plugging of the gaps in coverage (subject to funding).
 - The development of the technological capabilities of CCTV to meet the city's ongoing needs.

3. Progress

- 3.1. Real focus has been put on 'getting our own house in order' over the last 18 months by developing robust systems and procedures to ensure an efficiently running service. This has included:
 - Improvements in the operator to camera ratios through employment of new staff. Each Operator is now responsible for

up to 40 cameras each, whereas previously, they had responsibility for over 60.

- The development of locally focussed monitoring through a new staffing contract and improved intelligence sharing with police.
- Improvements in communications with on street police officers by refocusing and increasing police deployment in the control room.

3.2. This has given a solid platform on which to build an excellent service, and integration of other Council control rooms is work due for imminent completion.

- Transfer of the 29 mobile 'enviro cameras' has been completed.
- 49 cameras covering East and North Manchester that had formerly been managed through Community Security Ltd (Comsec) will be transferred into the High Street Control Room by mid December 2007.
- Transfer of the cameras from Heaton Park is likely to be complete before December 2007.
- The Council's depot and Social Services CCTV systems will transfer in 2008.

3.3. 2006/7 has also seen some positive developments in camera coverage over the last year:

- Moss Side CCTV – 23 cameras were installed in Moss Side in April 2007 to assist in detection of gang related issues, to reassure local residents and to tackle day to day crime and disorder issues.
- Chorlton – In conjunction with the South Manchester Division, 3 new mobile cameras were installed at the end of May 2007 around the Chorlton Cross area to monitor problems with robbery.
- Moston and Harpurhey – 4 new camera were installed in October 2007 along the Moston Lane / Ashley Lane area to tackle Anti Social Behaviour

4. Day-to-Day Operations – Where are we now?

The following section is intended to give members a flavour of how CCTV monitoring is conducted on a daily basis, and also how decisions are made.

4.1. Staffing and Camera Monitoring

At present, the CCTV Control Room houses 3 CCTV operators 24/7, rising to 5 by the end of March 2007, 2/3 police officers at any one time, and 2 staff that are solely dedicated to bus lane enforcement. Each CCTV Operator has responsibility for around 40 cameras (in line with Home Office guidelines) however in reality, the presence of police officers that also monitor cameras means that this figure is actually lower.

Operators conduct proactive monitoring of cameras based upon the latest intelligence and information supplied by police and other partners, such as Licensing, Street Wardens and the ASBAT teams. This includes profiles for known offenders, and their likely activity. They are trained to have knowledge of all cameras however as effective CCTV monitoring requires a great deal of local knowledge, operators also develop specialist knowledge of particular areas.

4.2. Communication

One of the most important factors in delivering effective CCTV monitoring is to have good communication channels so that when an incident occurs, the appropriate police and partner resources can be dispatched to deal with it as it is taking place. The Control Room is the central collection point for the 'Nitenet and Storenet' radio systems which link shop and store security, and nighttime door staff in the city centre, Rusholme, Fallowfield, Longsight and Levenshulme. Police officers also listen to 4-5 police radio channels and the combination of the two systems ensures that a real time information flow is available. Use of radios is a vital tool, and the potential to develop its use is discussed later in section 6.5.

Residents and businesses are encouraged to contact the CCTV Control Room directly to report incidents, and publicity to go out later this year will further advertise the Control Room telephone number. Information received from Manchester's people is just as valuable to us as that received from partners.

4.3. Confidentiality and Respecting the Individual's Right to Privacy

The Council takes robust measures to ensure that all cameras are used in the correct manner and cannot be used to invade the privacy of an individual. All CCTV Operators are trained, vetted to a high standard and licensed by the Security Industry Authority. They have a clear understanding of when monitoring is inappropriate, and their actions are controlled by a tight disciplinary procedure, and code of conduct. All staff also sign confidentiality agreements as part of their conditions of employment. In addition, should a camera be in a residential area, then 'privacy zones' can be added to cameras, which will block windows and other private areas from the camera operator's view.

As part of the requirements under the Data Protection Act, the Council is required to notify the public that CCTV is being monitored in the area. Where cameras are being monitored and recorded, the Council has signs in the vicinity saying that CCTV is being monitored for the purposes of the prevention and detection of crime, and for public safety and security. The signs also show the CCTV phone number so that any person requiring information on the CCTV system can contact us directly.

Security of data and the images that are recorded is also paramount. When data is being transmitted from camera to control room, complicated algorithms are used to encrypt footage, which prevents images being tapped into, or tampered with once it has been collected in the control room. The Control Room itself is also protected with an airlock and biometric door access systems, meaning that only authorised personnel are permitted to enter the restricted area. There are also stringent systems in place for any footage that leaves the control room. People requesting footage are required to complete paperwork on which they demonstrate why they need CCTV, and what exemption under the Data Protection Act allows them to do so. All footage is then signed out, so that a correct audit trail is maintained.

4.4. Technology

Possibly one of the greatest changes in technology to have affected Manchester over recent years is our ability to deploy high quality mobile CCTV. Mobile cameras are now playing an increasingly important role in helping to tackle crime and disorder. Traditionally, CCTV images have been transmitted via fibre cables laid underground however this restricts where cameras can be placed and means that moving them is often difficult and costly. New technology allows transmission of high quality images by microwave that can be monitored in real time at the CCTV Control Room. This allows cameras to be moved as the problem moves.

Members have requested information on whether there is a standard of technology that is currently employed for cameras. Our policy is to purchase top quality equipment that will provide the best pictures in all lighting conditions, and is less likely to need repairs at a later date. Each situation that needs a camera is different and prior to an installation, an assessment of the most appropriate equipment to use is made. For instance, On Hewlitt Playing Fields in the North Manchester Division, the original camera had been the subject of vandalism that damaged both the camera and the infrared lamps used to see in low light conditions. As part of the integration of the North and East Manchester cameras, this camera has recently been changed for a steel-cased, anti-vandal camera with an LED collar, rather than cumbersome lamps. Whilst the new installation represents a greater capital cost, the costs of repeated repair will be drastically reduced.

The biggest technological challenge facing the service at present is to upgrade the quality of recordings. Built into the costs of each new camera is a cost for top of the range digital storage devices however the quality of the recording from existing cameras is something that we would like to improve upon.

4.5. Locating cameras

When funding is secured for a camera, crime pattern analysis of the proposed area is undertaken. Once it has been established that there is need for surveillance, and that there is a problem, a site visit is carried out to determine the 'operational requirement'. Consideration is given to whether CCTV is the right solution to tackle the problem, and whether an alternative intervention method, such as high visibility patrols might be more economical or appropriate. An assessment is also made of whether the proposed location is suitable for CCTV (looking at lighting, street furniture and tree coverage), what transmission method is most appropriate, what other CCTV / intervention methods are in the area to build upon and whether another area may benefit more from a camera. Once these questions have been satisfied, and an appropriate camera has been chosen, installation can proceed.

5. Success and Outcomes

The changes in the operation of the CCTV service over the last 18 months have generated an improvement in performance. There has been a 97.5% increase in arrests generated from CCTV during the first six months of 2007/8 compared to the same period in 2006/7, equating to 519 arrests. The number of criminal, suspicious and antisocial incidents captured on cameras has also increased by 75%, an actual improvement of 3525 incidents. In addition, over 700 hours of footage have been passed to GMP to assist in investigations since April 2007.

It is difficult to measure the impact of CCTV as a standalone intervention, because it is so intrinsically linked with the work of partners and other agencies however indications are that where new CCTV has been installed, or major changes have taken place in the way in which CCTV is used, overall crime has decreased. Two areas in which this can be shown are in the Moss Side Ward and in the city centre.

23 cameras were installed across Moss Side in early April 2007, generating very positive media attention. This area had never had any CCTV previously, and is therefore a good benchmark for the effectiveness of CCTV in general. During the first 6 months of operation, over 250 incidents have been captured on CCTV and 37 arrests have been made as a consequence of CCTV surveillance. When comparing overall BCS crime for the period April – September 2006 with the same period in 2007, there have been 115 less recorded offences, representing a decrease of 16%.

In the city centre, changes were made in the way that CCTV was monitored in September 2006, with the employment of additional staffing, which reduced the camera to operator ratio. In the period September 2006-September 2007 compared to the previous year, overall BCS crime fell by 17%, and there was an actual decrease of 1039 offences.

This demonstrates that where CCTV is used appropriately, it can have a tangible effect on crime.

6. A New Strategy for 2008

The majority of the recommendations in the strategy of 2005 have now been, or will soon have been delivered, and the CCTV service is in a position in which it is important to further plan its development. A new Strategy for CCTV is in development and the ten proposed strategic principles upon which the strategy will rest are set out below.

6.1. Rolling Out New CCTV

In areas of the city, there is little or no CCTV coverage. Historically, installations have tended to focus on retail districts or major arterial routes, such as the A6 and Wilmslow Road corridors. The recent installation of CCTV in Moss Side, a scheme that is spread right across the area, has demonstrated the need to take a much more strategic approach to CCTV in neighbourhoods. In particular, best practice examples can be taken from this scheme, rooting the positioning of cameras in crime pattern analysis but also by directly involving local residents in the process.

Technology now allows us to be much more flexible with camera placement however the fact remains that CCTV is expensive, and that for a truly strategic approach to rolling out cameras to be realised, significant and regular funding will be needed. The cost of such equipment also demands that rigorous checks should be carried out on whether value for money can be delivered and that need for cameras can be evidenced. Before any new installation is formally planned, a local crime analysis should be conducted to demonstrate whether CCTV is the right tool, and that the appropriate complimentary interventions are available to ensure that CCTV is part of a package of local measures and it not a measure in isolation.

Consideration should also be given to the purchase of a number of mobile cameras that can be rapidly deployed in accordance with emerging issues.

Principle 1 – That when funding is available, CCTV cameras are positioned according to the city's priority areas for tackling crime and anti social behaviour.

To ensure that the necessary CCTV coverage develops alongside private investment in residential, commercial or leisure developments, relationships should be struck with developers at the early stages of building or regeneration planning. For each new regeneration scheme, PFI Agreement, or significant building programme, part of the planning consent should include consideration of CCTV provision, monitored

from High Street. This should include both a financial plan and a physical one, plotting potential camera locations.

Principle 2 - New CCTV should be formally considered at the planning stages of new developments

6.2. Ensuring that Existing CCTV is Relevant and Appropriate to the needs of each area

The city continually changes and develops, both in terms of crime patterns and physical development. The Council must always be alive to whether the CCTV is relevant to an area, if new cameras are needed or if existing cameras are still required. A review of crime around the CCTV cameras should be conducted on an annual basis which will help to support any changes.

Principle 3 – A review of the relevance of existing CCTV should be completed each year

6.3. CCTV Steering Group

The placement of cameras will often be an issue for debate and therefore it is proposed that local CCTV Steering Groups are when new cameras are to be put up established which will help to provide useful local knowledge to supplement crime pattern analysis.

Principle 4 – That local Steering Groups are established through which consultation on new CCTV could be channelled.

6.4. 'Talking' CCTV and Help Points

Much has been made recently in the media about the use of 'talking CCTV', and the ability to speak to the public via Public Address systems directly linked to CCTV. In fact Manchester was the first city in the country to have talking CCTV installed in 1998. The CCTV Control Room currently manages 19 PA systems and 16 Help Points in the city centre. Help points allow the public to talk directly to a CCTV operator, in the event of an emergency or to seek information about the local area, such as locating the nearest taxi rank.

PA systems and Help Points can only be located near to CCTV cameras and the location of such equipment should always be managed sensitively, with particular emphasis on avoiding areas in which they could cause noise disturbance for local residents. As part of CCTV schemes for the future though, these systems should be considered. They are low cost elements and can directly contribute to the effectiveness of CCTV and to public reassurance if properly advertised.

Principle 5 – that the use of audio equipment is considered with every new CCTV scheme

6.5. 'Team Manchester' – Radio Communications

CCTV compliments and supports the activities of other agencies and key to the success of the system is the capability to direct resources to incidents where appropriate.

The CCTV Service is currently running a number of radio systems in the Control Room including Nitenet and Storenet systems in the city centre and in Longsight, Levenshulme and Rusholme. These link store security, Street Wardens Street Rangers, and pub and club door security directly to CCTV. Police officers working in the Control Room also have access to the Police's Airwave radio systems. These are vital information sources and allow direct deployment of radio users in a 'command and control' concept.

The Home Office's National CCTV Strategy, published in October 2007, recommends that Police should develop protocols allowing the use of Police radios by Council employed CCTV operators. This would be a great asset to the Control Room, enabling direct deployment of police resources however in terms of connectivity, there is a wider family of 'on street' staff that would deliver great value if linked into the CCTV Control Room. These include Parking Attendants, Street Environment Managers, Street Scene Services, Licensing Officers, Environmental Health and Trading Standards Officers, Park Wardens, the Alarm and Incident Response teams, and Anti Social Behaviour Officers.

A new radio system should therefore be considered which could unify communications for all frontline staff. This would allow the delivery of a truly command and control CCTV service for any issue, be it criminal or antisocial, a matter of dangerous parking or a need for street cleaning. In addition, it would give officers on the street reassurance and assistance in the event of an emergency or incident.

The expansion of the nitenet and storenet radio links for shop and store security should also be considered on a citywide level, however this will need to be coordinated though local policing teams.

Principle 6 – that subject to a business case, a single radio network to link all frontline operations to CCTV be considered.

6.6. Joining the Council's CCTV Network with GMP's Network

Technological advances are such that it will soon be possible to allow any police officer, (with the appropriate permission) remote access to both live and recorded images collected by the City Council's CCTV system. This is already the case in London, where the dedicated

Control Room monitoring the Government Security Zone at Whitehall can tap into over 1000 cameras operated by the Metropolitan Police. The aspiration for GMP is to eventually have access to all CCTV in the Greater Manchester Area.

The Moss Side CCTV project, has successfully allowed GMP access to cameras in the area from a remote monitoring station and it is recommended that Manchester City Council pilot this approach for all CCTV with GMP. The operational benefits of this project are clear, and could present cost saving opportunities for both parties in staff time.

Principle 7 – that where technically possible, remote access to both live and recorded images is given to GMP

6.7. Maintaining Service Quality

The joining up of CCTV delivery in the city does have many operational benefits, including the development of a citywide picture, ensuring uniformity both in the quality of monitoring and equipment, and benefiting from economies of scale. Work to integrate those Control Rooms that have natural synergies with the Council's main system is nearly complete. There are circumstances in which local control and monitoring of CCTV may be more appropriate than to centralise CCTV, for instance if a new camera is proposed for East Wythenshawe, then the Willow Park Control Room may be the natural choice of monitoring station. However, we need to ensure that any localisation of CCTV monitoring is not at the expense of the city synergies. We want to work more widely with other service providers to maximise these synergies and ensure that there is a uniform approach to delivering excellent services.

In order to further develop the citywide view, physical links should be established to allow the sharing of images with other partners who run control rooms such as Urban Traffic Control, the Universities, and the Metrolink. This will allow the different providers to work as one body as needs arise.

Principle 8 – That we should seek to integrate those control rooms that have natural synergies with the Central Control Room at High Street

Principle 9 – That physical links should be established with the control rooms of partners

The CCTV Service faces revenue concerns, and each camera installed comes with a significant revenue requirement. The Council presents a professional monitoring service that could be expanded to monitor cameras for other private or partner organisations, and revenue generated from such contracts could be channelled back to assist with running costs. The CCTV Services Manager is working with the

Director of Commercial Services to develop the potential of CCTV as a trading service.

In addition to this, to ensure uniformity and quality of equipment, the CCTV Service should become the sole client provider for technical advice on CCTV. A framework agreement for the procurement of CCTV should be considered with this aim in mind.

Principle 10 – That the CCTV Service should develop as a trading service and as the city’s technical advice service

7. Conclusion

Crime and Disorder Reduction, along with increasing public reassurance and confidence in neighbourhoods is a core objective of the City Council and our partners. CCTV can be a central part of both reassurance and tackling crime. The existing CCTV facilities are already making a positive contribution, but delivering public space surveillance in a more coordinated manner, using modern technologies and practices throughout the City, this contribution can be significantly enhanced. There are funding issues to be considered, but also rewards for investing in state of the art CCTV, which are all real and deliverable.