THE FUTURE OF CCTV IN SOUTH WILTSHIRE

ACTION PLAN 2007/08 – 2012/13

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1.0 Objectives of the Action Plan

1.1 CCTV was first introduced in Salisbury 12 years ago, with the aid of a Home Office grant. Since then the number of cameras has increased and the system has been extended to cover Wilton and Amesbury. Operated by Salisbury District Council, the system has been remarkably successful in reducing crime and creating the sense that Salisbury, Wilton and Amesbury are safe places to live in or visit. The original cameras and control room equipment are now wearing out and the march of technology has meant that they have become obsolete. Decisions therefore need to be taken about whether and how this equipment should be replaced, what the future role of the CCTV service in South Wiltshire should be and how the service should be operated.

1.2 This action plan makes a series of recommendations that address these issues. The action plan should be read in conjunction with the earlier report and recommendations of the Planning and Economic Development Overview and Scrutiny Panel report, *The future of CCTV in South Wiltshire.* Whilst some of the findings of that report have now been superseded by the march of technology, many of the recommendations remain pertinent. A full list of those recommendations is given at Appendix 3 to this action plan and where appropriate, they are repeated within the body of the text.

2.0   Background

2.1   CCTV was first introduced in Salisbury in 1995. The original purpose was to monitor the Council's car parks, as a deterrent to high levels of car related crime, but the opportunity was taken to cover streets and public spaces across the city centre. 70 cameras were installed at the outset, and over the years this number has increased to the present 116, as the system has been enlarged to cover Amesbury and Wilton and each of the four park and ride sites. 7 recently installed traffic monitoring cameras are used in conjunction with the Salisbury Intelligent Transport system. The role of the system has therefore expanded since it was introduced (in line with emerging national guidance) and it is now a key component of the local Community Safety Strategy.

2.2   The initial capital cost was met with the aid of a Home Office grant of £100,000, together with £96,000 raised by city centre retailers and other businesses. Awards from the Home Office also funded the introduction of cameras to Amesbury and Wilton. All other extensions to the system have been paid for by SDC, which also meets all the operating costs. The operating budget for 2007/2008 is £328,200.00 (see Appendix 1).   This is a reduction of £74,430.00 from the previous year.

2.3   Images from the CCTV cameras are monitored 24 hours a day at the Council's control room located at Pennyfarthing House. Secondary viewing facilities are available at the Police Communications Centre at Devizes and images from the traffic monitoring cameras can be viewed and controlled by the Joint Transportation Team in Endless Street, Salisbury, and Wiltshire County Council at Trowbridge. A description of the current CCTV system may be found in part 6.0.

2.4   The control room is staffed by personnel provided by Reliance Security Services Limited. There is one full-time manager, Mike Withers, who is directly employed by SDC. In addition to monitoring CCTV cameras, staff in the control room are also in contact by radio with SDC parking attendants, retailers and businesses belonging to the Salisbury City Watch association and publicans who are members of the Pub Watch scheme, together with the police through their digital 'Airwave' system. These radio links enable the

passing of intelligence about suspicious individuals to and from the control room, assist in the day-to-day management of car parks and on-street parking and play an integral role in fulfilling the Council's health and safety obligations.

2.5   There are also links with the help-point system at the Culver Street car park and at each of the park and ride car parks. The help-points enable customers to speak to an on-site attendant or an operator in the CCTV control room, whilst being monitored on camera.

2.6   From its introduction, CCTV was instrumental in a marked reduction in the amount of crime and anti-social behaviour experienced in Salisbury, Amesbury and Wilton (see Appendix 2)

2.7   As a result of its age, the current, analogue based, CCTV system is outdated. A rigorous maintenance regime has ensured that it continues to work effectively, but there are increasing difficulties in obtaining spare parts for obsolete camera, recording and monitoring equipment. It is likely that some components and consumables (such as VHS tapes) will become unobtainable in the near future. The need to upgrade the system and move to digital technology has therefore become urgent.

2.8   In 2004, a study of the CCTV service was undertaken by MSC Security Consultancy. The report that was produced, which included a five-year business plan, recommended a migration to digital technology. In the three years that have elapsed, technological developments have overtaken some of the report's recommendations, although much of it remains a reasonable basis for the development of an on-going strategy.

2.9   More recently, the Planning and Economic Development Overview and Scrutiny Panel undertook a review of *The Future of CCTV in South Wiltshire*. A summary of the recommendations of this study is given at Appendix 3. Whilst it was recommended that the CCTV system should be upgraded with digital equipment, the review did not anticipate the full potential impact of emerging Internet Protocol (IP) technology. As will be discussed below, officers believe that this new technology offers the most appropriate way

forward, particularly since it would enable a range of other requirements to be consolidated within one activity area.

2.10   Decisions affecting CCTV locally will be made against the backdrop of the recently published Home Office National CCTV Strategy document (see Appendix 4 for a summary of the main recommendations). The CCTV Manager has been involved in the formulation of the national strategy and believes that the recommendations made in this action plan are consistent with it.

2.11   Under the previous Medium Term Financial Strategy, recurring annual savings of £50,000 were required from CCTV and CareConnect budgets. Approximately £25,000 of this was found from staffing changes within the CareConnect operation. A small proportion of the remainder (£883.00) was saved from removing two cameras monitoring the Bourne Hill site, but the bulk remained to be found. Whilst, as this action plan demonstrates, substantial revenue savings can be anticipated in the medium to long-term, it will not be possible to achieve large immediate savings without reducing the scope of the existing operation.

2.12   In this context it should be noted that whilst the Police may be argued to be one of the principle beneficiaries of the CCTV service, they make no financial contribution to its costs. The previous Portfolio Holder for Planning and Economic Development had a number of conversations with senior Police officers, including the Chief Constable, but was unable to achieve any change in policy on their part. The nature of the future relationship with the Police is a key issue dealt with by this action plan.

2.13   This plan for the future of CCTV coincides with several other developments affecting Salisbury District Council and the local area, including the Salisbury Vision, revisions to the Salisbury Transportation Plan and, most notably, Local Government Reorganisation. The first two of these present opportunities for future funding or opportunities for diversification and expansion. The last creates a climate of considerable uncertainty since it is currently unknown what the likely policy of the new Wiltshire Council will be to the South Wiltshire CCTV operation.

3.0   The national CCTV strategy

3.1   The recently published Home Office/Association of Chief Police Officers National CCTV Strategy contains recommendations for the future of public space CCTV. The principal thrust of the document is to ensure that the standards of CCTV service provision are both adequate and effective.   It contains a number of recommendations intended to ensure that any shortcomings are addressed. The key recommendations are listed in Appendix 4

3.2   *In many ways the Strategy is critical of the current state of CCTV.   It recognises the importance of Local Authority CCTV service provision, but it is made clear that only a very small percentage of the overall total of cameras are actually owned or controlled by Local Authorities, the majority being private sector.   The local authority systems tend to be well run and effective. Chapter 2: Standards concludes, "Increased CCTV effectiveness can be achieved if actively monitored town centre CCTV schemes are also encouraged to monitor existing CCTV systems in other largely public areas ……".*

One of the principal recommendations (R2.12.) is to:

Extend the remit of town centre CCTV schemes to monitor railway, tube stations, and where possible onboard CCTV from buses, tube and train carriages.   Extending to shopping centres, football stadiums, arenas and other areas of public convenience thus creating a hub for public space CCTV. This should be co-ordinated by partnerships at a local authority level.

3.3   Chapter 7: *CCTV Networks* states:

Whilst is has always been possible to connect individual CCTV systems together, it is only recently that this has started to happen in earnest, due to digital CCTV systems (based on IT technology) naturally lending themselves to being connected to each other over networks. Up until now the barriers that existed included the capability of the IT networks to handle the large amounts of data that is required to display CCTV effectively.   With improvements in technology, the costs continue to fall, making it increasingly

viable to connect CCTV systems together.

3.4 In chapter 9: *New and Changing Priorities* the strategy clearly recognises that there are new threats to the public that CCTV could and should address and new and changing local policing and disorder priorities in which CCTV should play an important role:

Generally crime changes as a result of many factors, including the location, the type and the people who carry out the crime. It is influenced by seasonal variations and changes in the law. Local priorities similarly change, for example to reduce certain crime types, such as burglary, street crime, car theft, etc, for which CCTV is an important operational tool. To be at its most effective CCTV should also be able to adapt to crime changes. It is important that operators and police adapt their provisions and use to the current priorities. The location of the cameras is important, and more should be done to ensure that the cameras can be easily re-deployable so that they are operating in the crime hot-spots.

Changes in the local environment and infrastructure can also have an impact on crime. New buildings, changes of use, and licensing applications can all impact on local crime, requiring a change in the operational requirements of a CCTV system.

3.5 Chapter 10: *Partnerships* acknowledge that partnerships are a crucial element for the success of CCTV. There is also acknowledgement of the possible conflict of interests:

A joined up approach may also lead to a conflict of interests between certain stakeholders. A local authority may have agendas that differ from that of the police of the CJS. It seems that local authorities may be diversifying camera use for revenue generation. This is likely to conflict with the purpose of crime reduction, which the police are keen to see take priority. Demands of different users may be large and time consuming, and it is clear for example that local authorities are not exclusively using CCTV for crime reduction purposes. Many systems were not originally designed for policing purposes and there might be difficulty in identifying common aims for all partners.

3.6   It is intended that there will be an implementation phase for the national strategy which will prioritise and develop the recommendations and establish a future strategic direction. In order to do this a multi-agency team that represents key stakeholders will be established, together with an overarching Programme Board that will co-ordinate the activity and ensure the cooperation and agreement that is vital if the strategy is to be implemented successfully.

3.7   The Traffic Management Act provides powers for local authorities to use CCTV cameras for enforcement of certain traffic offences.   This has been in place in London for some time. It has been clearly recognised that there is a requirement to install specifically approved traffic monitoring cameras in order to provide the specific evidential details required for such use.   In London local authorities have installed such cameras, generally monitored in a separate control room by specially trained staff.   The National CCTV Strategy expresses concern about the dual use of cameras for both crime surveillance and traffic enforcement.

4.0   Defining a purpose and objectives for CCTV

4.1   CCTV was introduced in South Wiltshire in response to a clearly defined problem and it therefore had well understood, although not necessarily well publicised, aims. Over time, the scale of the operation has increased and its scope has broadened, on each occasion following a rigorous assessment of contemporary needs. A set of objectives was published and has been subsequently added to, to allow the expansion of the system. The drafting of this action plan provides a clear opportunity to define the present purposes of the CCTV service and restate its objectives.   It also provides an opportunity to consider the wider potential of a 24/7 control facility to meet the future needs of the new council, at a time when the demand for extended hours of service is increasing.

4.2   When considering the future of the system two major elements must be considered:

a)   **The National CCTV Strategy** - This is a joint Home Office/Association of Chief Police Officers project.   The strategy contains some 44 recommendations (listed in Appendix 4) covering the following issues:

- Standards;
- Registration, Inspection and Enforcement;
- Training;
- Police Use of CCTV;
- Storage, Volume, Retention;
- CCTV Networks Live and Stored;
- Facilities in the Criminal Justice Service;
- Change – Emerging Technologies / Changing Threats and New Priorities;
- Partnership Working;
- Management, Financial, Resources.

It is intended that at a national level a multi-agency implementation team will be established, together with an overarching Project Board representing key stakeholders.

b)	**The change from a District to a Unitary authority**. Currently Salisbury is the only District Council in Wiltshire providing a CCTV service. All other CCTV schemes in the county are operated either by the private sector or by a town council. There is a justified belief that public sector CCTV in the county is not sustainable in its present format. The national strategy is clearly in favour of local authority systems becoming the CCTV hub for many other systems including hospitals, schools, transport interchanges etc. As the Salisbury system is by far the largest, most professional and experienced system, it would be a logical choice to become that 'hub'.

The Council should address whether, as a matter of principle, it wishes to continue to continue its CCTV operation. This is a serious question, particularly in the context of the Council's overall financial position and the considerable amount of investment that is required if CCTV coverage is to be maintained in south Wiltshire. Salisbury District Council has considered the future of CCTV on a number of occasions recently and has always confirmed its wish to see the system continue. However, the impending reorganisation of local government in South Wiltshire means that the question must now be asked of the new unitary authority.

Recommendation 1: It is recommended that Salisbury District Council reaffirms its commitment to the continuation of CCTV in South Wiltshire and that a similar commitment be sought urgently from Wiltshire County Council on behalf of the new unitary authority.

Recommendation 2: That discussions are opened with current operators and Wiltshire County Council with a view to consolidating the operation of all of Wiltshire's CCTV systems in Salisbury.

4.3	Viewing the CCTV service provision simply in terms of CCTV surveillance and crime detection/reduction is misleading. Whilst surveillance remains one of the core roles, the service has expanded to include a number of additional elements important to both the council and its partners. For example control and administration of the council's centralised access control system and an essential role in fulfilling the council's obligations under Health & Safety legislation, particularly relating to lone/vulnerable worker monitoring and video

monitoring of the principal council/public interface.   There is very clear public support for the CCTV system and it is believed that part of the purpose and objectives for the system should be to promote it as a community asset.

4.4   The report of the Planning and Economic Development Overview and Scrutiny Panel noted:

28. The Code of Practice for the Salisbury District Council CCTV System (Appendix 5), published in February 2002, sets out the current objectives for the service. These objectives, which form the lawful basis for the processing of data, have been revised over time, and are set out below:

- *To help reduce the fear of crime.*
- *To help deter crime.*
- *To help detect crime and provide evidential material for court proceedings.*
- *Address motor vehicle and associated crime in all car parks, i.e. theft from and of motor vehicles and associated vandalism.*
- *Create a feel safe factor in the City centre and car parks encouraging visitors to the City, be they tourists, shoppers, residents and workers, to go about their lawful business and leisure pursuits in safety.*
- *Address anti-social crimes in the City Centre i.e. drunkenness, vandalism and graffiti.*
- *Address retail crime, i.e. shoplifting and vandalism.*
- *To assist in the overall management of Salisbury District.*
- *To enhance community safety, assist in developing the economic well being of the area and encourage greater use of the facilities in the District.*
- *To assist in traffic management.*
- *To assist in supporting civil proceedings, which will help detect crime.*
- *To assist other emergency services.*

29. The MSC consultants' report identified that the CCTV system has grown in response to needs, there has been no clear direction to the growth of the service. The review group has considered evidence relating to the effectiveness of CCTV and consider that the Service meets its original stated objectives with the exception of the aim to address anti-social crimes in the

City Centre i.e. drunkenness, vandalism and graffiti. This is in-line with national research on the effectiveness of CCTV. However, given the impact that this has on the public perception of crime this should remain as an objective for the service. The objectives that are most successfully met are those which aim to combat opportunistic offences and therefore these objectives should also remain. This is supported by the People's Voice results which demonstrated that 50% of the public surveyed felt CCTV should be used to detect crime. The effectiveness of the CCTV service will be considered in more detail later in the report.

30. An additional objective was inserted in 2002 to assist in traffic management. There is a national trend towards the use of CCTV to monitor traffic and to detect traffic infringements. Cameras have recently been installed along the A36 corridor from Wilton roundabout to Southampton Road roundabout funded by the Joint Transportation Team. These cameras can be accessed by the CCTV operators thus sharing the costs of CCTV. The principal aim of these cameras is to monitor traffic but there are powers set out under the Road Management Bill which would allow these cameras to be used to monitor vehicles illegally using bus lanes etc which could be used as an income generator.

31. The Review Group has established that the Salisbury CCTV system, with minor enhancements, is capable of supporting Automatic Number Plate Recognition.

Therefore the Review Group recommends that the system be continued whereby the cameras are used for traffic monitoring at certain set times of the day and that, where appropriate, the Council considers the introduction of a system to issue fixed penalty notices for traffic violations.

4.5 It should be noted that the Traffic Management Act 2004 comes into effect on 31st March 2008 and establishes the use of CCTV cameras for various types of traffic and parking enforcement. These will be discretionary powers that the Council may or may not choose to adopt (in a similar way in which, for example, it has decided not to take the power to clamp incorrectly parked vehicles).

Recommendation 3: It is recommended that the desirability and feasibility of utilizing CCTV cameras for parking enforcement purposes is examined as part of the current review of the Council's car parking strategy.

4.6   The Scrutiny review continues:

32. In order that the above objectives are enshrined in the CCTV system to clearly define its purpose a set of performance indicators should be established. An Internal Audit Report on CCTV identified that the Public CCTV Managers' Association and the National CCTV Users Group Limited have been developing a set of Performance Indicators and Salisbury has been involved in the pilot to compare performance across the indicators. The initial indicators are:

1.	*Average of productive activities per hour*
2.	*Total annual cost of scheme per camera per operational hour*
3.	*Percentage of total annual cost externally funded*
4.	*Percentage of annual costs funded from all contributions*
5.	*Annual cost per productive activity*
6.	*Use made of video recordings produced*
7.	*Percentage of downtime per year*
8.	*Average rectification time per system failure*

33. The review group consider that these Pis are a helpful benchmark for measuring system performance. However, the group also consider that additional Pis covering the following would be helpful:

- *Number of incidents recorded by each camera*
- *The degree and frequency of operator training.*

Therefore it is recommended that the above performance indicators be incorporated into the Council's performance monitoring system and be

monitored on a quarterly basis and an analysis incorporated into the CCTV Manager's Annual Report.

4.7   In light of the Scrutiny Panel's comments, there appear to be a number of issues that need to be considered:

- What should be the intended purposes or aims of CCTV in Salisbury District? What is the Council trying to achieve from the use of surveillance technology? Given cost constraints and civil liberties issues, it is important that the Council has a clear understanding of the intended scope of the system and avoids 'mission creep';
- What objectives flow from this definition of purpose? The list of objectives should be concise and 'SMART';
- Can a list of indicators then be created, against which performance can be monitored?

4.8   The scope of the service and the process of evolving aims and objectives will inevitably be influenced by financial constraints. Under a unitary authority future budgets may be tighter and there may be little prospect of expanding into new areas, unless concurrent cost savings can be found.

4.9   <u>Aims</u>

The following aims or purposes for CCTV are recommended:

- To offer reassurance to the public and create a sense of security and well-being;
- To deter crime and anti-social behaviour;
- To detect crime and anti-social behaviour;
- To provide evidence supporting the Police, the council and other statutory authorities in the prosecution of crime and anti-social behaviour and civil proceedings,
- To support the business community in the deterrence and detection of crime and anti-social behaviour;
- To support the emergency services in the deployment and coordination of resources;
- To monitor traffic for the purposes of management and enforcement;

▪ To provide security and monitoring of the Council's own buildings and assets.

4.10   Objectives and Performance Indicators

The following objectives and performance indicators may then be established:

Table 1: Proposed objectives and performance indicators

Objective	Performance Indicator	Target
1. To maintain the CCTV system in a well maintained and operable condition (a legal requirement under the terms of the Data Protection Act)	1a. Amount of camera downtime per quarter	5%
	1b. Amount of monitor downtime per quarter	5%
	1c. Recording media downtime per quarter	5%
	1d. Average rectification time per system failure	24 hours
2. To bring CCTV to the attention of the public.	Press releases and other information published per quarter	One or more items per quarter.
3. To deter crime, vandalism and anti-social behaviour in areas covered by CCTV cameras	3a. Total number of incidents per quarter	Within 10% of rolling five year average
	3b. Number of reported incidents of vandalism per quarter	Ditto
	3c. Number of reported incidents of anti-social behaviour per quarter	Ditto
4. To detect crime, vandalism and anti-social behaviour in areas covered by CCTV cameras	4a. Number of incidents reported to the Police per quarter	Within 10% of rolling five year average
	4b. Number of incidents of vandalism reported to the Police per quarter	Ditto
	4c. Number of incidents of anti-social behaviour	Ditto

	reported to the Police per quarter	
5. Use made of video recordings	5a. Number of requests to view recordings.	500
	5b. Number of evidential recordings seized or retained	40%
6. Increase levels of external funding and generated revenue.	6a. Amount of external funding obtained per quarter	+5%
	6b. Amount of revenue generated by provision of services per quarter	+5%
	6c. Percentage of total annual revenue cost externally funded	+5%
7. Revenue cost of scheme	Total annual revenue cost of scheme per camera per operational hour	To be determined following system upgrade

Recommendation 4: It is recommended that the aims, objectives and performance indicators set out at paragraphs 4.9 and 4.10 be approved.

5.0   Premises

5.1   The CCTV control room is located on the top floor of Pennyfarthing House. As matters stand, it is unclear whether it will remain there, or if not, to where it might relocate. It had been determined during earlier discussions about the Council's office project that Pennyfarthing House would be disposed of, but no decision had been taken about an alternative location. The subsequent decision to reduce in size the proposed extension to the Bourne Hill offices and the (presumed) consequent need to retain some of the Council's existing accommodation, perhaps including Pennyfarthing House, has confused an already unclear picture, to which the impending local government reorganisation has added further uncertainty. At the time of writing, the County Council has offered no indication of the likely intentions of the unitary authority towards CCTV or, assuming that it will continue, where the control room might be based.

5.2   A firm decision on the future location of the control room will be essential before the wholesale re-equipping of CCTV can be considered. It would make no sense to contemplate replacing the control room equipment, if it then had to be moved somewhere else, with additional costs being incurred for re-fitting, damage repair and the transfer of transmission links. The replacement of the *entire* system should necessarily await decisions both on the future of CCTV and the location of the control room. That said, the obsolescence of some of the hardware, particularly the recording equipment, may force its early renewal. This issue is addressed in part 6.0.

Recommendation 5: It is recommended that urgent clarification be sought from Wiltshire County Council about the unitary authority's requirements for office space in Salisbury and the likely future location of the CCTV control room.
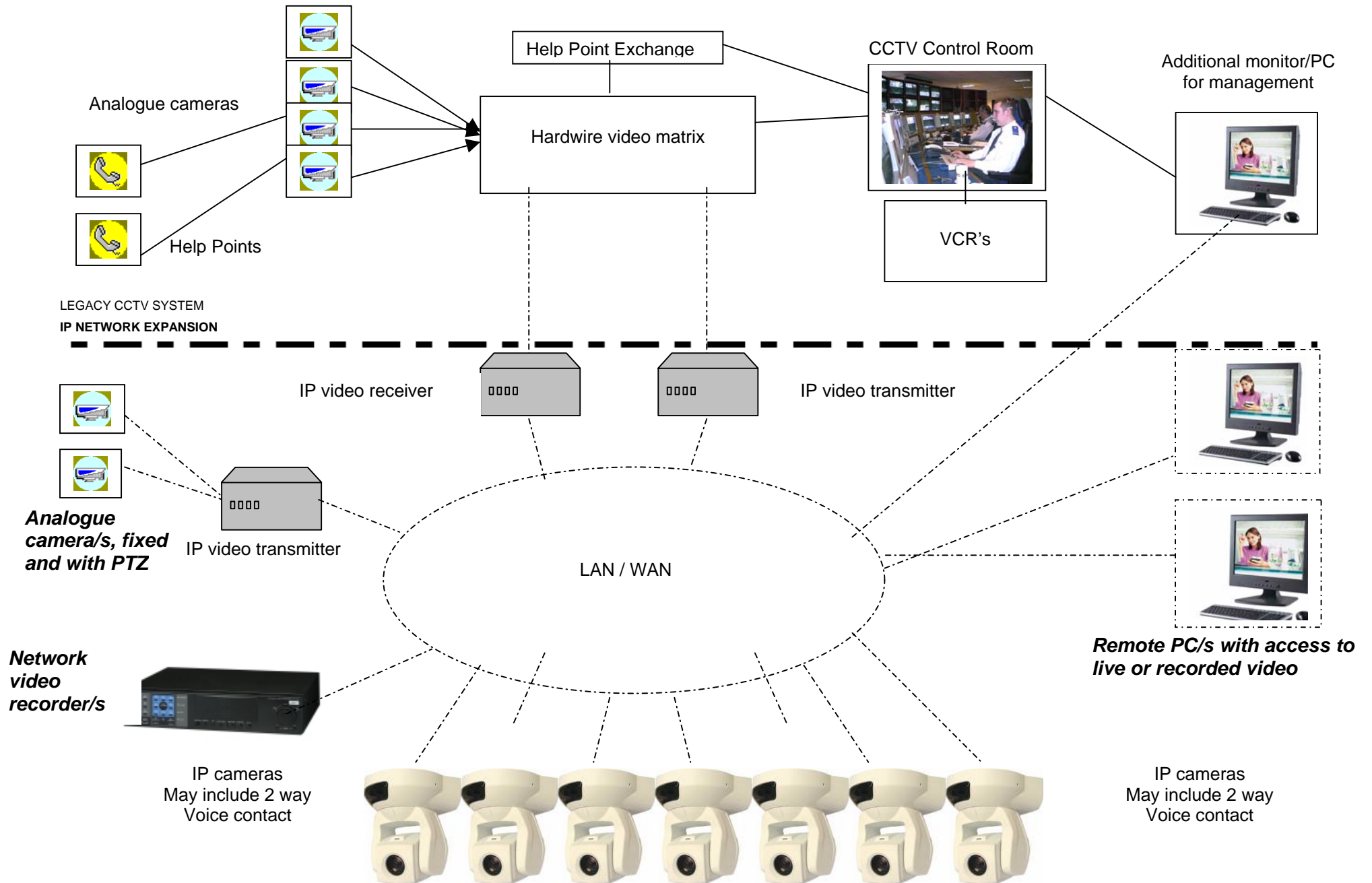
6.0   New technology

6.1   Analogue CCTV technology, on which the current SDC system is based, is rapidly becoming obsolete, having been superseded by digital technology. Digital is closely allied to mainstream IT with a great emphasis on 'networking', sharing of data and the integration of formerly disparate services.   The pace of research and development in this field is such that great care needs to be taken to ensure that investment in any particular aspect involves an 'open architecture' approach, providing the capability for upgrade and expansion.

6.2   The rapid development of digital technology has allowed greater flexibility in the transmission of both video and data, moving away from the traditional cable scenario (in the SDC case mainly fibre optic leased from BT). Technologies now being embraced include radio, microwave, broadband and other IP (Internet Protocol) related options.   The major growth is in the area of IP technology.

6.3   The MSC consultant's report (para. 2.8) provided an indication of the way in which the service may progress.   Bearing in mind that this report was written some four years ago it has, to a degree, been overtaken by both the advances in technology and an acknowledgement of the opportunities for integration of previously disparate services that the advances provide. Although they were completed more recently, a similar comment may be made about the recommendations of the Scrutiny Panel review.

6.4   Whilst there is much publicity about the effectiveness of digital systems there is no accepted standard for them.   A leading exponent in the use of CCTV images from the West Midlands Police has stated that 80% of the material he receives is unfit for purpose. The overwhelming majority of this is from digital systems. This is hardly a surprise as CCTV systems are installed for many different reasons. Salisbury District Councils is intended to deter and detect crime and this means that the images and the way in which they are monitored and managed must be of the highest, evidential, quality. This standard does not necessarily apply to a system installed in a shop or on a garage forecourt. This disparity and the need for agreed standards clearly poses a problem for the many CCTV systems on the point of upgrading.   The

National Strategy recommends the development of digital CCTV standards but this is likely to be some years away.

6.5   Shown below is a schematic indicating SDC's existing analogue CCTV system (top half).   The system basically comprises:

- Two operator positions

- A 'wonderwall' of 32 monitors giving full and quad split views plus 5 spot monitors

- American Dynamics matrix.

- Phillips (now Tyco) Cambridge Control joystick/keyboard control of PTZ cameras, with keystroke logging.

- V-TAS control room management software.

- 14 x 12 hour rate time lapse SVHS VCR's linked to Tecton analogue multiplexers running at less than one frame per second.

- 5 x incident real time VHS VCR's recording 24 hours a day.

- This makes a total of 19 SVHS VCR's recording 24/7, 68 tapes per day, archive period is one month making a total of 2108 VHS tapes in the archive.

- 116 mainly Bosch cameras form the core system.

- Complus Teltronic help point system used in car parks and Park and Ride sites.

- 'Slave' controls are located at the Joint Transportation Team Office, Endless Street Salisbury and the Highways Office at Trowbridge.

- A video transmission link to the Police Communications Centre at Devizes.

EXISTING LEGACY ANALOGUE CCTV SYSTEM

Analogue cameras

Help Points

Help Point Exchange

Hardwire video matrix

CCTV Control Room

Additional monitor/PC for management

VCR's

LEGACY CCTV SYSTEM

IP NETWORK EXPANSION

IP video receiver

IP video transmitter

Analogue camera/s, fixed and with PTZ

IP video transmitter

LAN / WAN

Remote PC/s with access to live or recorded video

Network video recorder/s

IP cameras
May include 2 way
Voice contact

IP cameras
May include 2 way
Voice contact

6.6 **Perceived Benefits of implementing an IP CCTV Architecture**

IP technology would provide an opportunity to monitor more cameras and third party monitoring services for the same **or less** operational overhead. Specific value accrues in the following areas:

1. Improved quality of images – new IP digital cameras offer resolutions up to many millions of pixels – for example 10 times and more better than the best PAL analogue cameras.

2. The freedom of open market IP connections, already developed and proven in the IT industry. These include fibre optic (as used for most of the existing cameras), wireless solutions, microwave, laser, broadband, 3G/GSM.

   Adoption of these technologies is important as it would easily allow third party monitoring, very much in line with the ethos promoted by the Home Office National CCTV Strategy, and an increased opportunity to raise a revenue income stream. It would also allow a reduction in the number of existing (relatively expensive) fibre circuits leased from BT.

3. The removal of the cost of replacing video tapes.

4. Not being tied to 'end to end' proprietary technology, but being free to explore 'plug and play' IP devices.

5. The relative ease with which new cameras could be linked in to the system and the lower total cost of ownership (installation and ongoing expenses). It would also provide an opportunity to use re-deployable cameras (cameras that could be moved from place to place in response to specific problems).

6. The system would be easily able to accept other alarm inputs, thus enabling additional revenue earning services to be integrated.

6.7   **Phased Migration**

The lower half of the schematic indicates a possible phased route towards an IP digital system.   One of the main advantages of this is that some of the existing analogue equipment could be retained, to be upgraded or replaced when a budget becomes available. Clearly the rapidly increasing obsolescence of analogue recording attaches a degree of urgency to replacing the existing recording arrangements. The following phasing could be considered:
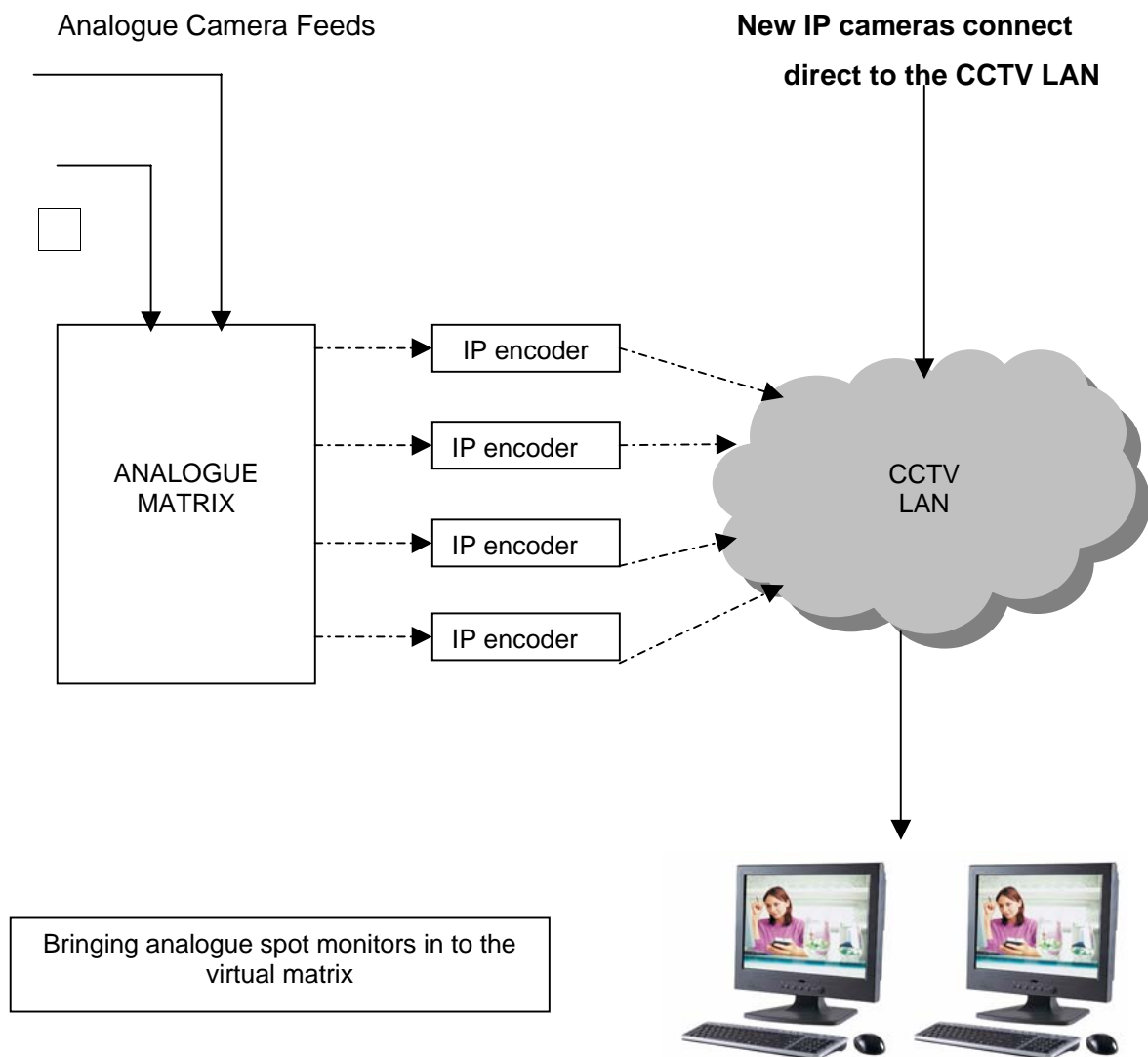
6.8   Phase 1 – Recording equipment

Replacement of the analogue spot and time lapse VCR's with a network video recorder solution (NVR's).   This solution could be self-contained and include appropriate application software to allow the user to search for footage, playback and record to other media (such as DVD's/CD's) for evidential purposes. Suitable NVR's, designed as recorders for networked video, can accept many makes of IP cameras directly over the Ethernet.   They can also be fitted with optional analogue input adaptors which convert the analogue video signals to a digital form.   In other words, existing analogue cameras can be plugged directly in to the NVR's.

6.9   The increasing obsolescence of analogue recording dictates a short time period (probably no more than a year to 18 months) within which the replacement of the existing equipment must take place. The cost of this replacement would therefore fall on Salisbury District Council's capital programme.

6.10   Phase 2 – Upgrading the control room

An assessment of the potential impact on the physical layout of the CCTV control would be required.   For example replacement of the existing 17 inch CRT spot monitors with 19 inch TFT (flat screen) monitors, plus two additional 19 inch monitors, might not be possible with the current format of the operator consoles.   Technological solutions might be available to address these issues, but operator positions would need to be updated.

6.11　A number of companies provide control systems for digital CCTV, each with its own variation on the basic requirement.　In order to minimise the initial financial impact, maintaining as much of the existing layout as possible would be the preferred solution.　The main user interface should be as 'user friendly' as possible in order to minimise training requirements.　The schematic below shows how software could integrate the existing analogue matrix with a virtual matrix.　Unlike analogue, a virtual matrix is not a single piece of equipment, but is composed of the solution LAN on which the software commands the displays via screen drivers.

Analogue Camera Feeds

New IP cameras connect direct to the CCTV LAN

ANALOGUE MATRIX

IP encoder

IP encoder

IP encoder

IP encoder

CCTV LAN

Bringing analogue spot monitors in to the virtual matrix

6.11　The schematic above illustrates how the concept of connecting the analogue matrix to the virtual matrix and spot monitors.　The next step could be to connect the virtual matrix to the 'wonderwall' (this would probably be the point

at which to consider replacing the wonderwall with large plasma screens on to which an operator can configure his/her preferred layout of cameras.

6.12   Phase 3 – Camera replacement

Generally, the system's cameras are in a good condition and have a reasonable life expectancy. Their replacement is not an urgent priority, but one that can be phased over perhaps a five year period.

6.13   **Summary**

The rapid development of CCTV technology makes it difficult to predict when it would be most appropriate to contemplate an upgrade from analogue to digital systems. For SDC, however, there is little scope for manoeuvre. The obsolescence of the recording equipment, in particular, forces a change in the next 12 to 18 months. Fortunately, the transition to new technology can be phased over a longer period (say 5 years) once the recording equipment is replaced

6.14   A huge international market for the new technology has developed and great care will be required to ensure that 'fitness for purpose' criteria are met.   A particular advantage of some products is the ability to provide a hybrid digital/analogue system thus allowing much of the original equipment to be retained and upgrades to be carried out over a period of time.

6.15   Subject to a decision to proceed with an upgrading of the system (and realistically this now rests with WCC in anticipation of the new Wiltshire Council), the ultimate objective would be to create an IP-centric control capable of virtually unlimited expansion, not only for CCTV surveillance, but for any other service requiring a degree of 24/7 control or security.   There is an increasingly urgent need to take the first step, the introduction of a digital recording system capable of accepting hybrid digital/analogue transmissions.

Recommendation 6: Subject to recommendation 1 (continuation of CCTV in south Wiltshire), it is recommended that the current analogue recording equipment be replaced with a digital system. This has become essential if CCTV coverage is to be maintained. Subject to

recommendation 5 (future location of the CCTV control room), it is also recommended that discussions be opened with Wiltshire County Council on behalf of the new unitary authority (on which the capital cost will fall) about the upgrading and replacement of the remaining CCTV equipment.

7.0   Money

7.1   Like any other service, the CCTV operation has a requirement for on-going revenue expenditure and capital investment. The preceding section of this report has indicated that there is a need in the medium term completely to re-equip the CCTV system and that this could cost up to £450,000 if there were a need to relocate the control room (although somewhat less if this need could be avoided). The current annual revenue budget is £328,200 and whilst the bulk of this is absorbed by the operating contract with Reliance Security Ltd., a significant proportion is spent on line rentals and equipment maintenance. With investment in new technology, these costs could be reduced. This section looks at the current revenue budget and attempts to quantify potential savings. It also examines the availability of capital funding for the proposed investment programme and suggests a possible financial strategy. The possibility of funding from external sources is also considered.

7.2   Current revenue budget
The revenue budget for 2007/2008 is set out in Appendix 1. The majority of budget lines are for relatively small amounts, but several are for large amounts and merit some comment:

- Salaries, National Insurance and Superannuation – total £32,350. SDC has only one directly employed member of staff within the CCTV operation: the CCTV Manager. As the next section indicates, the present incumbent is nearing retirement age and there is an opportunity to consider the future management and operation of the system, although it is recommended in part 8.0 that the present management arrangement should continue.
- Security services - £189,000. This is the annual cost of the 'contract' with Reliance Security Ltd. The contract needs to be re-tendered and it is likely that the cost to the Council will increase.
- Equipment purchase - £24,600. A transfer to digital technology would reduce the current level of outgoings.

- Equipment maintenance - £35,650. This figure is reasonable given the age and condition of the whole CCTV system. Re-equipping would reduce the initial maintenance requirement.

- Telephones - £43580. Most of this figure relates to the rental of fibre optic links between the 116 cameras and the Pennyfarthing House control room. A replacement system based on IP technology would reduce this requirement.

7.3   It is difficult to predict with accuracy what the revenue requirements of a re-equipped CCTV service might be. Leaving aside the probable extra cost of the operating contract, which would be likely to rise whatever system was in place, it is nevertheless clear that the revenue costs could be significantly reduced. It is anticipated that ultimately a figure of up to £50,000 a year could be saved. If achievable, this level of saving would in itself more than justify a decision to invest in a phased migration to new technology.

7.4   Savings from co-location

Savings would be likely to accrue from the co-location of the CCTV and CareConnect operations and possibly other activities. No progress can be made, however, until a decision has been made about the eventual location of the CCTV control room.

7.5   Income from new business services

Upgrading to a digital system will allow opportunities to perfom additional services with consequent revenue generation. In particular monitoring other CCTV systems on behalf of third parties, which may include but is not limited to schools, hospitals, bus/rail stations, trading estates, leisure centres and housing association properties. Monitoring schools is particularly relevant in light of the change to untiary. A leading exponent of this is Darlington Council, currently negotiating to monitro 50 schools. One of their major 'selling' points is that it complies with GERSHON cost effective/efficiency requirements by keeping local authroity spending within the council. Digital networking also allows easy implementation of re-deployable cameras to monitor hot spots on behalf of other authorities or at 'one off' special events. It also lends itself to integration of other services such as alarm monitoring. This would enable internal monitoring of council alarms with a guaranteed proactive response to activations and a revenue cost saving by ceasing

monitoring payments to private companies.

Recommendation 7: It is recommended that officers explore the possibility of undertaking new business activities appropriate to a surveillance/security environment. Such opportunities should either produce an income stream, or should result in overall cost savings for the local authority.

7.6   Other contributions

The cost of providing CCTV surveillance is wholly borne by Salisbury District Council. There are, however, many beneficiaries, ranging from the Police to Wilton and Amesbury Town Councils, and from shopkeepers to users of public car parks. When first introduced, the revenue costs of CCTV were part-funded by a 10 pence levy on car parking charges and this principle of 'the beneficiary pays' does not appear unreasonable. The Police, in particular, benefit hugely from CCTV in the detection and prosecution of crime, yet have always resisted any suggestion that they should make a contribution to the Council's costs, either in cash or in kind. However, the national CCTV strategy supports the principle of contributions being made, so it may be hoped that there will be some softening of the current local response. A move to digital technology would, in fact, reduce expenditure on tapes and the direct link to Police headquarters in Devizes, but it is recommended nevertheless that a dialogue about cost sharing is maintained with them.

Recommendation 8: It is recommended that discussions continue with the Police about the sharing of the costs of CCTV.

7.7   On the principle of 'the beneficiary pays', the two town Councils and the proposed parish council for Salisbury should also be asked to consider contributing to CCTV costs in their areas. This idea is not new, but has so far not been put forward in a manner that allowed sufficient time for discussion and the establishment of appropriate local.

Recommendation 9: It is recommended that discussions with Amesbury and Wilton Town Councils and, when appropriate, the proposed

Salisbury City Council, be opened about the sharing the costs of CCTV coverage in their areas.

7.8   When it approved the introduction of CCTV in Salisbury in 1995, the Council's former Developments Committee resolved to finance the revenue costs of the system by an increase in car parking charges. Since then, however, this contribution has not been accounted for separately. The extra charge (broadly 10 pence per transaction) is still collected, but has become subsumed within other price increases over the period. 10 pence on every transaction within the city's car parks would give an annual contribution of about £200,000.

7.9   If all these proposals were taken forward, the direct revenue costs of CCTV to SDC and its successor authority would reduced and would be significantly more manageable. They would also tend to fall more appropriately on the people, organisations and authorities that enjoy the benefits of the enhanced security brought about by CCTV surveillance.

7.10   Capital
        At £450,000, the maximum figure for re-equipping and relocating the CCTV system would be below the £1 million threshold for capital expenditure above which, because of local government reorganisation, the approval of Wiltshire County Council would be required, However, since most of the investment programme would carry on beyond the Vesting Day of the new authority and given the (albeit reduced) on-going revenue commitment, it is only reasonable that the support of WCC to the investment proposals of this plan are sought.

7.11   For SDC, £450,000 would be a big bill and could not be managed in one go. For an authority of the size of Wiltshire Council it would be less significant, but would nevertheless be more digestable if it were phased over more than a single financial year. It is not possible to predict accurately the costs of moving the CCTV control room until the location has been identified. The proposals that follow are for the moment solely in respect of re-equipping the system and describe an investment programme broken into a number of phases, based on an assessment of the priorities.

- Phase 1 – replacing the time lapse and spot monitor VCR's and multiplexers with NVR's

  To provide an enhanced network digital recording solution with an archive period identical to the existing period, including installation and training: - £120,000.

  It should be noted that the chosen solution will affect the scale of other requirements such as energy consumption and air conditioning, with corresponding revenue implications.

- Phase 2 – Upgrading the control room

  A budget figure of £50,000 is likely to be required. Again, the choice of equipment will have implications for future running costs.

- Phase 3 – Camera replacement

  The total cost of camera replacement is likely to be in the region of £300,000. However, because of the relatively good condition of the current cameras, it is expected to be possible to phase the replacement of cameras over a five year period. Reductions in maintenance and transmission costs should accrue as the programme is rolled out.

7.12   In addition to the revenue consequences mentioned above, it is hoped that cost savings and additional income would be generated in the ways described in earlier in this part of the report.

8.0   Management and operations

8.1   The CCTV control room is staffed by a team of eight operators, working in shifts of two, employed by Reliance SecurityServices Ltd, with the manager, Mike Withers, directly employed by SDC. This arrangement has delivered a high quality, effective and well regarded service, at reasonable cost to the Council. There are some issues, however, which need to be addressed through this action plan.

8.2   The first is the concentration of expertise. Mike Withers is supported by his line manager, Brian Murdoch, who was instrumental in the establishment of the CCTV system and has a good working knowledge of its operation, but no one else in the Council (nor, indeed, at Wiltshire County Council, as far as is known) has any expertise in the area. Whilst fit, both are in their early 60s and there is therefore a need not only to develop a succession plan to cope with the transition to the new authority, but also a contingency or disaster recovery plan to take account of Mke Withers and Brian Murdoch not being able to fulfil their duties, for whatever reason. Such a contingency plan would be likely to involve temporary management by Reliance, but this arrangement needs to be formalised.

Recommendation 10: It is recommended that discussions are opened with Wiltshire County Council with regard to the future management of the CCTV system. It is also recommended that a disaster recovery plan is formulated as soon as possible.

8.3   It would be possible to outsource the management of CCTV on a permanent basis, either to Reliance or to some other provider. This route is not recommended. The success of Salisbury's CCTV has been largely due to the consistent presence of a dedicated and proactive manager who has both a focus on the local system and is also recognised for his experience and expertise at a national level. These factors are unlikely to be replicated by a private sector company, indeed the experience with Reliance has demonstrated that key personnel tend to change with considerable frequency. There would also be legal and ethical concerns about removing the management of CCTV from the direct control of the responsible authority.

These concerns would relate not only to the rights of individual members of the public, but also to the adequacy of the protection of the public generally and to the need to safeguard the interests of the Council. In summary, the outsourcing of CCTV management would be unlikely to produce the required sense of ownership, which has proved so important in producing a CCTV operation that is efficient and effective, but also undertaken in a manner appropriate to the public interest.

Recommendation 11: It is recommended that the present arrangement of a directly employed manager for CCTV is maintained.

8.4   CCTV surveillance, like other aspects of the security industry is now closely regulated through the Private Security Industry Act 2001. CCTV operatives must be licensed and it is illegal to operate a CCTV system without the required qualifications. It would also be illegal for the Council to allow anyone without a licence to do so.

8.5   Reliance Security Services Ltd have been a reliable partner and a good working relationship exists with the Council. It is of concern that there is no formal contract in place, however. Whilst a contract was drawn up, it was never signed and the relationship has existed on a de facto basis since the CCTV operation was commenced. It will be important to regularise the position, either with Reliance or another provider, before any investment decisions are implemented.

Recommendation 12: It is recommended that the CCTV operations contract isformalised as soon as possible.

8.6   Similarly, the Council has been remarkably fortunate with the on-going relationship it enjoys with Tyco Integrated Systems, formerly Philips Projects, the suppliers of much of the system equipment. A maintenance contract exists with Tyco, which is considered to be extremely good value for money, given the age and condition of much of the equipment. The contract expires in January 2009 and will be re-tendered then.

9.0   Summary of issues and recommendations and a 5 year business plan

9.1   This final part attempts to summarise the key issues and lists the recommendations that flow from them. The financial implications of updating existing equipment are then presented in tabular form, together with a tentative programme for this exercise.

9.2   <u>Issues and recommendations</u>

- The preparation of this action plan provides an opportunity for Salisbury District Council to re-affirm its commitment to a continuation of CCTV in South Wiltshire. It is not known what Wiltshire County Council/the new unitary authority's view of CCTV will be.

   Recommendation 1: It is recommended that Salisbury District Council reaffirms its commitment to the continuation of CCTV in South Wiltshire and that a similar commitment be sought urgently from Wiltshire County Council on behalf of the new unitary authority.

- There are eight other CCTV systems in Wiltshire, although none as large or effective as Salisbury's. The new unitary Wiltshire authority will present further opportunities for CCTV surveillance. The recently published national strategy is supportive of local authority systems becoming the CCTV hub for many other systems including hospitals, schools, transport interchanges etc.

   Recommendation 2: That discussions are opened with current operators and Wiltshire County Council with a view to consolidating the operation of all of Wiltshire's CCTV systems in Salisbury.

- The Traffic Management Act 2004 provides discretionary powers to use CCTV cameras for parking enforcement purposes.

   Recommendation 3: It is recommended that the desirability and feasibility of utilizing CCTV cameras for traffic enforcement

purposes is examined as part of the current review of the Council's car parking strategy.

- The preparation of the action plan provides an opportunity to review the aims and objectives of CCTV and set down an up to date set of performance indicators.

   Recommendation 4: It is recommended that the aims, objectives and performance indicators set out at paragraphs 4.9 and 4.10 be approved.

- No decision has been made about the future location of the CCTV control room. This is likely to be a decision for Wiltshire County Council/the new unitary authority.

   Recommendation 5: It is recommended that urgent clarification be sought from Wiltshire County Council about the unitary authority's requirements for office space in Salisbury and the likely future location of the CCTV control room.

- The present analogue system is obsolete and maintaining the recording equipment, particularly, is becoming difficult.

   Recommendation 6: Subject to recommendation 1 (continuation of CCTV in south Wiltshire), it is recommended that the current analogue recording equipment be replaced with a digital system. This has become essential if CCTV coverage is to be maintained. Subject to recommendation 5 (future location of the CCTV control room), it is also recommended that discussions be opened with Wiltshire County Council on behalf of the new unitary authority (on which the capital cost will fall) about the upgrading and replacement of the remaining CCTV equipment.

- Efficiency savings or income from new business sources are potentially available.

Recommendation 7: It is recommended that officers explore the possibility of undertaking new business activities appropriate to a surveillance/security environment. Such opportunities should either produce an income stream, or should result in overall cost savings for the local authority.

- Wiltshire Police currently make no contribution to the costs of CCTV, yet benefit considerably from the system.

Recommendation 8: It is recommended that discussions continue with the Police about the sharing of the costs of CCTV.

- Similarly, Amesbury and Wilton and Salisbury benefit from the enhanced security and crime reduction derived from CCTV coverage. It would be appropriate for the two town councils and the proposed city council to make a contribution to the costs of CCTV.

Recommendation 9: It is recommended that discussions with Amesbury and Wilton Town Councils and, when appropriate, the proposed Salisbury City Council, be opened about the sharing the costs of CCTV coverage in their areas.

- Expertise about CCTV is concentrated in just two people employed by Salisbury District Council. It is not known whether any expertise exists at Wiltshire County Council.

Recommendation 10: It is recommended that discussions are opened with Wiltshire County Council with regard to the future management of the CCTV system. It is also recommended that a disaster recovery plan is formulated as soon as possible.

- The present arrangement of a directly employed manager and a performance contract for the operation of the system has worked well and offers considerable safeguards in terms of operating standards.

Recommendation 11: It is recommended that the present arrangement of a directly employed manager for CCTV is maintained.

- A formal contract for the operation of the CCTV system has never been signed.

Recommendation 12: It is recommended that the CCTV operations contract is formalised as soon as possible.

9.3   Proposed investment

This section summarises the proposals for the upgrading of the CCTV system in tabular form. Two tables are used. The first lists the investments required to update the CCTV system and quantifies the estimated capital costs and any associated revenue costs or savings. The second is an outline project plan showing the decisions and actions that are required and establishing a timetable for them. In both cases these assessments are preliminary, as both require further work, including the obtaining of detailed tenders. For the purposes of this section it is assumed that the CCTV control room will remain at Pennyfarthing House.

Table 2: Investment costs and savings

Action	Financial year	Estimated capital cost	Estimated recurring revenue cost/saving
Phase 1: Replacement of recording equipment	**2008/09**	**£120,000**	**Up to £6,000**
Phase 2: Upgrading the control room	**2009/10**	**£50,000**	
Phase 3:Camera replacement	**2007/08 to 2012/13**	**£300,000**	**Up to £45,000**

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Table 3: Action plan

Actions	2008	2009	2010	2011	2012
Final approval of action plan by Scrutiny Panel	X (Jan/Feb)				
Discussions with WCC and other operators re future of CCTV in Wiltshire	X--------------------X (Feb – Dec)				
Approval of action plan by SDC Cabinet	X (April)				
SDC Cabinet approve Phase 1: replacement of recording equipment	X (April)				
Decision on future location of control room	X (Dec)				
Phase 2: Upgrading the control room		X---------------- (April)	-------X (April)		
Phase 3: Camera replacement	X----------------------- (Jan)	-----------------------	------------------------	------------------------	-----------------------X (Dec)

Appendix 1: Annual revenue budget 2007/08

100	Salaries	CTV	CCTV Salisbury	26,610.00
104	Employer's NI	CTV	CCTV Salisbury	2,100.00
105	Employer's Superannuation	CTV	CCTV Salisbury	3,640.00
106	Superannuation FRS17 adj	CTV	CCTV Salisbury	(25,000.00)
122	Officers' Phones	CTV	CCTV Salisbury	0.00
130	Training Expenses	CTV	CCTV Salisbury	5,000.00
230	Insurance Premiums	CTV	CCTV Salisbury	1,180.00
282	Security Services	CTV	CCTV Salisbury	189,000.00
300	Vehicle Allowances	CTV	CCTV Salisbury	1,900.00
400	Equipment Purchase	CTV	CCTV Salisbury	24,600.00
401	Equipment Maintenance	CTV	CCTV Salisbury	35,650.00
407	Materials	CTV	CCTV Salisbury	200.00
430	Bottled Water Provision	CTV	CCTV Salisbury	0.00
431	Photocopier Rental	CTV	CCTV Salisbury	0.00
434	Printing Internal	CTV	CCTV Salisbury	0.00
434	Printing Internal	CTV	CCTV Salisbury	300.00
435	Printing External	CTV	CCTV Salisbury	800.00
439	Stationery	CTV	CCTV Salisbury	100.00
442	Special Projects	CTV	CCTV Salisbury	0.00
456	Telephones	CTV	CCTV Salisbury	43,580.00
456	Telephones	CTV	CCTV Salisbury	0.00
459	Other Licences	CTV	CCTV Salisbury	500.00
482	Staff Travel and Subsistence	CTV	CCTV Salisbury	0.00
499	Miscellaneous	CTV	CCTV Salisbury	1,500.00
510	Consultants' Fees	CTV	CCTV Salisbury	0.00
610	CSR Office Accommodation	CTV	CCTV Salisbury	16,970.00
611	CSR Central Establishment Costs	CTV	CCTV Salisbury	0.00
612	CSR Legal Services	CTV	CCTV Salisbury	0.00
613	CSR Personnel Services	CTV	CCTV Salisbury	630.00
614	CSR Payroll	CTV	CCTV Salisbury	80.00
615	CSR Accountancy	CTV	CCTV Salisbury	1,940.00
616	CSR Exchequer	CTV	CCTV Salisbury	200.00
617	CSR Internal Audit	CTV	CCTV Salisbury	400.00
618	CSR I.T.Services	CTV	CCTV Salisbury	13,430.00
621	CSR Customer Services	CTV	CCTV Salisbury	700.00
622	CSR Performance and Procurement	CTV	CCTV Salisbury	2,310.00
625	Salaries Recharge from other Sections	CTV	CCTV Salisbury	0.00
650	Asset Rental	CTV	CCTV Salisbury	0.00
651	Depreciation	CTV	CCTV Salisbury	9,990.00
880	Other Income	CTV	CCTV Salisbury	0.00
Total for CCTV Salisbury		**CTV**		**358,310.00**

Appendix 2: Crime reduction figures

1.	Ten years ago much reliance was placed on crime statistics as maintained by the police. The use of such data always suffers from the shortcoming that it measures real crime levels inaccurately, owing to the reluctance of many people to report crime. It is an unavoidable situation and is generic to all data on reported crime. This shortcoming is further compounded by numerous changes to the way in crime is counted and recorded, together with an inability of most crime recording systems to provide figures specific and relevant to the areas of CCTV coverage.

2.	Initially these statistics were utilised, firstly to assist the justification for the installation of CCTV and, for the first few years of operation, to measure performance. The inherent inaccuracy of such statistics was recognised as causing distortion of the true situation 'on the streets' and the decision was made to cease using them as a measure of performance. A comparison for the years 1995 to 1998 is shown below. There is a clear indication of the dramatic effect caused by the introduction of CCTV.

3.	Since that time performance measurement has been based on statistics maintained by the CCTV system in respect of incidents and occurrences in which there is a direct CCTV involvement. It is believed that the figures used are a much more accurate reflection of the 'on the street' situation. In particular the introduction of the V-TAS software enabled very detailed analysis of CCTV statistics. The information produced is frequently used by the police for operational planning purposes.

Appendix 2 contd.

COMPARISON TABLE SHOWING % CHANGE OF REPORTED
CRIME, SALISBURY CITY CENTRE 1995, 1996, 1997, 1998

	1995	1996	% Difference 1995 to 1996	1997	% Difference 1996 to 1997	1998	% Difference 1997 to 1998	% Overall 1995 to 1998
Theft Vehicles/TWOC	74	35	-51.4	26	-27.7	27	+3.8	**-63.5**
Theft from Vehicles	163	45	-72.4	56	+24.5	80	+42.8	**-50.9**
Burglary Dwelling	29	22	-24.1	20	-9	23	+15.0	**-20.6**
Burglary (Other)	118	61	-48.3	57	-6	73	+28.0	**-38.1**
Criminal Damage	235	165	-29.8	146	-11	201	+37.6	**-14.4**
Theft of Cycles	78	29	-62.8	36	+24.1	52	+44.4	**-33.3**
Actual Bodily Harm	67	87	+29.8	73	-16	88	+20.5	**+31.3**

Appendix 2 contd.

COMPARISON TABLE SHOWING % CHANGE OF CCTV INCIDENTS

2004 – 2005 – 2006 – 2007

	2004	2005	% Difference 2004 to 2005	2006	% Difference 2005 to 2006	2007 to 31.08.07	% Difference 2006 to 2007	% Overall 2004 to 2007
Theft of / from Vehicles	4	8	+100	5	-37.5	16 *(24)**	+3.8%	**+500%**
Burglary	6	14	+133%	18	+28.5	9 *(13)**	-27.7%	**+116.6%**
Criminal Damage	41	66	+60.9%	67	+1.5%	65 *(97)**	+44.7%	**+136.5**
Theft of Cycles	4	7	+75%	5	-28.5%	1	-80%	**-33.3**
Assault	65	131	+101.5	150	+14.5	131 *(196)**	+30.6%	**+201.5%**

- *The figures shown in brackets are the estimated totals for the full year 2007 on a pro rata basis.*

When viewing these statistics in percentage terms it is important to emphasise that they start from a low baseline and increases expressed as percentages can be misleading.   For example the estimated 201.5% increase for the assault category only represents a total of 3.7 incidents per week across all areas covered by CCTV.   It should also be noted the increase in this category is a reflection of the national situation and for year 2007, up to 31 August, 118 persons have been arrested for this category as a result of CCTV involvement.

Appendix 3: Summary of Scrutiny Panel recommendations

- The CCTV system should be continued within Salisbury District.

- The current objectives for CCTV should remain.

- The Cabinet should consider extending the use of CCTV to traffic monitoring and consider the introduction of a system to issue fixed penalty notices for traffic violations. However, traffic monitoring or issuing of fixed penalty notices should not be the primary focus.

- That the performance indicators as trialled by the Public CCTV Managers' Association and the National CCTV Users Group Limited, and two additional indicators covering the number of incidents recorded by each camera and the degree and frequency of operator training, be adopted by the Council and be incorporated into the CCTV Manager's Annual Report.

- The cabinet should investigate the option to outsource the provision of CCTV services including the provision of digital replacement hardware.

- That whether the system be maintained in-house or outsourced, the Council should continue to ensure the maintenance of high standards of management of data collected by CCTV, and that appropriate safeguards for its confidentiality are upheld and enforced.

- That a feasibility study of all the options for the location of the service as outlined in the report be undertaken before the Cabinet decides which option to pursue.

- Whatever option is pursued that any new emerging technology be fully utilised as this may reduce any potential costs of moving the service.

- That a feasibility study be undertaken for Salisbury to prove or disprove the concept of WI-FI CCTV and to establish the capacity for a broadband connection.

- Even if this WI-FI technology did not prove feasible for Salisbury because of the deterioration in picture quality over a broadband connection, images from cameras could still be transmitted wirelessly over short distances to nearby digital recorders. This allows for a high quality image to be recorded on site thereby providing a back up image in case of any deterioration in picture quality when the image is transmitted. The image from the recorder could then be transmitted via broadband to the control room.

- Should the above approach prove feasible, the review group considers that in order to maintain the confidentiality and security of the system, the offsite recordings should not be accompanied by viewing facilities and only CCTV operators should be able to access the recorded images.

- That images be transmitted to the police headquarters via LAN/WAN technology and that this option be pursued immediately as, although the initial cost of the equipment would mean that no savings were generated in the first year, the savings would be in the order of £5,000 p.a. for each year thereafter.

- That officers maintain a watching brief on any technological developments and bring them to the attention of members at the appropriate time.

- It is not recommended that the option to record images from the Park and Ride sites for historic purposes be pursued and instead the Council look to remove the ambassadors from the park and ride sites during non-peak hours.

- However, it is further recommended that the images from the Park and Ride site be transmitted to the CCTV Control Room via broadband technology at a saving of £3,700 p.a as although the members are aware that this is subject to suitable integration of the "help point" operation with any new lines.

- Rather than removing the cameras entirely the review group recommend that the images from the cameras at the Depot and at the Five Rivers Leisure Centre be recorded on site for historical purposes with a consequent saving of £2,573 per annum.

- The cameras in Culver Street Car Park should be rationalised to reduce the cameras to ten. Replacing the fixed cameras with one dome enclosed Forward Vision Metal MIC1 cameras on each floor, similar to those in the Central Car Park would allow for the same field of vision but with half as many cameras.

- The option of transmitting to localised digital recorders for historic record rather than live monitoring should be investigated for any cameras which are recording less than ten incidents a year.

- Camera 41 located on the Bourne Hill site should be removed as there are no useful views the camera can observe with a revenue saving of £570 per annum.

- The "four hour" response contract with BT should be reduced to a standard contract whilst acknowledging that the savings generated will not be great.

- The option to share lines with IT service should not be progressed as it is not clear that it will offer much, if any, financial saving and could lead to a reduced speed of data transfer for IT services. However, all procurement of BT lines, be these broadband or data lines, be purchased through a single channel to avoid duplication and to ensure that the best deal is negotiated for the Council.

- The Lifeline and Emergency Housing telephone support should be moved from Bishopdown and be co-located with the CCTV service and that this be immediately pursued with annual savings of £24,500 per annum.

- The consultant's recommendation to transfer the alarm monitoring service to the CCTV control room be pursued.

- The District Council cease to fund the link from the Salisbury Control Room to Devizes and that the funding be sought from Wiltshire Constabulary. It is also recommended that Wiltshire Constabulary be approached and requested to provide £15,000 per annum as a contribution towards the £410,000 running costs of the CCTV system.

- Should the Police not wish to pay this in one lump sum it is recommended that the District Council levy a charge of £35 per hour for viewing historical footage from the cameras and for operator time spent on covert operations, that the Police fund the link from the CCTV Control Room to Devizes and that the Police pay £3.50 per VHS tape that they use.

- That Cabinet gives consideration to recharging a proportion of the costs of CCTV in the City and Towns currently utilising CCTV. If such a charge was introduced it could then be possible for other larger villages in the District to have CCTV at a cost if they wished.

- That officers approach neighbouring district councils to establish what the level of interest in a remote monitoring service would be.

- The CCTV Manager to keep a watching brief for any funding opportunities that may arise from the Home Office in the future to ensure that the Council maximises its opportunities to achieve external funding.

- The review group would like the CCTV Manager to use the scrutiny report as the basis for a bid to the Home Office for funding to trial the technology outlined in the report on a pilot basis.

- Half of the money generated from the savings and revenue generation options outlined above be transferred to the Council's general fund to assist the medium term financial strategy. It is recommended that the remaining 50% of additional monies be invested back into the CCTV service to enable a planned upgrade of the system. Once this upgrade has been completed it is recommended that 25% of the monies identified in schedule at appendix 3 be set aside for future investment in the system and the remaining 75% be contributed towards the Council's general fund.

Appendix 4: Summary of National CCTV Strategy recommendations

CHAPTER 12 : SUMMARY OF RECOMMENDATIONS
CHAPTER 2 – STANDARDS
1 R2.5, R2.10, R2.11, R10.1, R11.1 Establish a body responsible for the governance and use of CCTV in the UK.

2 R2.1 Agree on digital CCTV standards and digital video formats for public space CCTV, police, and CJS use.
3 R2.2, R9.3 Seek to influence national and international CCTV standards.
4 R2.3 Continue the review of the Home Office Scientific Development Branch Operational Requirements Manual.

5 R2.4 Develop a program for CCTV operators to review the location and purpose of their CCTV cameras.

6 R2.6 Establish technical requirements that will allow CCTV cameras to be used for multiple purposes.

7 R2.7 Provide clear advice to CCTV operators on police and CPS requirements from CCTV systems to maximise successful prosecutions.

8 R2.8 Establish the gaps in CCTV coverage taking into account the national intelligence model and national threat assessment model.

9 R2.9 Further develop and share best practice in the use and operation of public space CCTV systems.

10 R2.12 Encourage town centre CCTV schemes to monitor existing CCTV systems in other areas of public space and the transport infrastructure thus creating a hub for public space CCTV.

CHAPTER 3 – REGISTRATION, INSPECTION, ENFORCEMENT
11 R3.1 Greater powers for the Information Commissioner to enforce CCTV licensing requirements of systems and people.

12 R3.2, R3.3, R3.4 Develop legislation to ensure the appropriate regulation of CCTV systems.

13 R3.6 Develop a system of registration that assists in the regulation of CCTV systems.

14 R3.5 CCTV should be considered as an element of planning and licensing applications.

5 R3.7 Develop a mechanism to allow CCTV standards to be enforced.

CHAPTER 4 – TRAINING

16 R4.1 Security Industry Association (SIA) to clarify the requirements in relation to operator licensing.

17 R4.2, R4.3, R4.4 Develop minimum training requirements and ultimately an accredited training programme for all those engaged in CCTV.

CHAPTER 5 – POLICE USE OF CCTV

18 R5.1 Image retention periods should be standardised and relate to the operational purpose of the CCTV system.

19 R5.5 The Police Service needs to review its internal operational processes and management structure. In effect, it needs to determine ownership for CCTV within each force and consider its link to existing forensic disciplines and its future training and development requirements.

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51 20 R5.3 The Police should develop an organisation model for managing the recovery, analysis and investigation of CCTV evidence.

21 R5.4, R5.11, R5.12 The specialist nature of CCTV recovery, analysis and investigation should be recognised and appropriate training developed.

22 R5.6 Performance standards similar to those that support other forms of crime scene evidence should be developed in relation to CCTV recovery and analysis.

23 R5.7 Research should be undertaken to determine the relative benefi ts of fingerprint and DNA recovery in comparison with CCTV recovery.

24 R5.8, R10.2 Protocols should be developed allowing the use of Airwave radio in town centre CCTV control rooms and the sharing of intelligence between the police and town centre CCTV monitoring staff.

25 R5.9 Protocols should be developed that require the police to provide feedback to town centre CCTV managers as to the operational usefulness of CCTV images.

26 R5.10 The police service needs to consider the development of a CCTV capability to support serious and organised crime, counter terrorism and the protection of key economic sites across the UK.

CHAPTER 6 – STORAGE / VOLUME / RETENTION
27 R6.1 Develop CCTV image retention and disclosure guidance.

28 R6.2 CCTV operators, police and CJS agencies should determine respective roles and responsibilities in relation to the short and long term retention (including archiving) of CCTV material.

29 R6.3 Evaluate 'camera to archive' network access and data archiving methods.

CHAPTER 7 – CCTV NETWORKS LIVE AND STORED
30 R7.1, R7.2, Establish a basic CCTV network infrastructure. Establish security and access rights and permissions.

31 R7.2 Establish the effectiveness of CCTV networks by running pilot projects.

32 R7.3, R9.5 Determine the strategic CCTV network required.

33 R7.4 Facilitate the connection of digital CCTV systems to the network.

34 R8.1, R8.3, R8.4, R8.5, R8.6, R5.2 The Crown Prosecution Service and Court Service should develop the capacity to view digitally recorded CCTV evidence.

35 R8.2 Crown Prosecution Service and the police to develop a better understanding of disclosure and evidence continuity rules to ensue trials are not lost due to a failure to adopt proper procedures.

36 R8.7 In the event of a guilty plea there should be presumption that CCTV evidence is played in court where this may assist in determining an appropriate sentence.

CHAPTER 9 – CHANGE – EMERGING TECHNOLOGIES / CHANGING THREATS & NEW PRIORITIES

37 R9.1 Establish a structure/body that promotes a greater relationship/partnership between the universities, manufacturers and users.

38 R9.2 Establish closer ties with the Information and Surveillance Commissioners in developing surveillance technologies.

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39 R9.4 Use National Threat Assessments and develop other tools and initiatives to increase the effectiveness of CCTV in managing and reducing the threat of serious, organised crime and terrorism.

40 R9.6 Promote the use of the National Intelligence Model and establish other tools and practices to improve the responsiveness of CCTV to changes in local crime and local priorities.

CHAPTER 10 – PARTNERSHIP WORKING
41 R10.5 Primacy in relation to CCTV should be determined at a local level by the CDRP, taking into account the strategic guidance provided by the strategy and the National Strategic Board.

CHAPTER 11 – MANAGEMENT, FINANCIAL, RESOURCE
42 R11.2 Create an effective funding stream for public space CCTV.

43 R11.3 Develop national key performance indicators relating to the use of public space CCTV across all associated agencies.

44 R11.4 Promote CCTV and its expansion by forming evidence based business cases.