Salisbury District Council:

Planning & Economic Development Overview and Scrutiny Panel

The future of CCTV in South Wiltshire

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Report of the CCTV Scrutiny Review Group:

The future of CCTV in South Wiltshire.

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Terms of Reference and Scope of the CCTV Scrutiny Review

1. The CCTV Review Group was commissioned by the Council's Planning and Economic Development Overview and Scrutiny Panel in March 2005, as part of the Panel's Work Programme for 2005/06.

2. The current CCTV service has been growing since its introduction in 1995 and much of the equipment is now ten years old. The Council is also undertaking a project of office centralisation and as part of this project consideration needs to be given to where the CCTV service should be located in future years. With these issues in mind the members felt that this was an opportune time to review CCTV provision. In addition the Head of Forward Planning and Transportation had commissioned a consultant to examine the future of the CCTV service and his report assisted greatly with this scrutiny review.

3. The terms of reference and scope of the review are set out below:
    1. To review the purpose, focus, operation and effectiveness of CCTV in South Wiltshire. Including whether or not the Council should continue to be the providers of the service.
    2. To identify public attitudes towards CCTV.
    3. To identify the requirements of other agencies (such as the Police, businesses, etc) in relation to CCTV.
    4. To identify demand for additional coverage and the associated resources.
    5. To consider what technological and other resource investments will be required over the short, medium and longer term. Including the most cost-effective way of providing the service in the future.

4. The review group was aware that a briefing paper formulated by the Council's CCTV Manager was considered by the Safer Wiltshire Executive at its meeting on 13th October 2005 about the provision of CCTV across the County. This paper noted that approximately £600,000 was spent per annum across the County on CCTV with the Salisbury system contributing the majority of this figure. The aim of the report was to consider options for a more holistic approach to CCTV across the County. The review group was mindful of this during the review.

Membership of the CCTV Scrutiny Review Group

5. Councillor Peter Edge (Liberal Democrat, Wilton) was appointed by the Planning & Economic Development Overview and Scrutiny Group to lead the CCTV Review. Councillor Mrs Elizabeth Chettleburgh (Liberal Democrat, St Edmunds & Milford Ward) was appointed to serve on the Review Group. The Planning and Economic Development Overview and Scrutiny Panel collectively refined and finalised the review.

6. Sara Draper in the Council's Democratic Services Unit supported the Scrutiny work.

Methodology

7. The review was undertaken in accordance with the council's new scrutiny arrangements and included the following research methods:

A Planned Approach:

8. The Review group was working to a clear project plan agreed by the Planning & Economic Development Overview and Scrutiny Panel. The project plan proved a useful tool by which progress could be monitored and it also provided the basis for progress reports to the Planning & Economic Development Overview and Scrutiny Panel.

DeskResearch:

9. A list of publications, papers and documents was assembled by the scrutiny support officer and bibliography can be found at page 39.

Interviews:

10. Interviews were conducted with:
    Eric Teagle – The Head of Forward Planning and Transportation
    Brian Murdoch – Services Manager
    Mike Withers – CCTV Manager
    Simon Moore – Contracts Manager Reliance Security Ltd
    Alison Kay – Community Safety Projects Manager
    Jerry Wickham – Chief Superintendent Wiltshire Constabulary
    Mr Ian Hudson - Vice-Chairman of the Salisbury & District Chamber of Commerce and Industry
    Mr Peter Beck - Chairman of the Federation of Small Businesses
    Mr Jon Osgood - Manager of The Old George Mall
    Mr Bill Buchan - Chairman of Pub Watch
    Lindsey Brown -Salisbury City Centre Manager
    Tracy Holloway –Tesco
    Mr D Brown – CCTV Manager Westminster CCTV Partnership Trust
    Mrs D MacDonald – Director of Westminster CCTV Partnership Trust

11. The transcripts of the interviews have been included in the background papers. Questions were submitted to the participants in advance of the interviews and the transcripts were approved by the interviewees prior to publication in accordance with Council's normal scrutiny procedures.

Other Local Authorities:

12 The Review Group analysed the provision of CCTV in other local authorities as part of the review process attached as appendix 1. In addition the review group visited Westminster CCTV Partnership Trust to assess its operation and effectiveness.

The evidence gained helped to shape the conclusions and recommendations contained in this report.

Consultation:

13 A series of questions on CCTV were devised as part of the Autumn 2005 People's Voice questionnaire. This questionnaire was submitted to approximately 500 local residents.

A full analysis of the consultation responses together with the comments received can be found in the background papers. In addition, the views of local residents ascertained for earlier reports were analysed and taken into account during the review.

Questionnaires were circulated to all members of the Salisbury Pubwatch scheme and Amesbury Town Council and Wilton Town Council. A full analysis of the consultation responses can be found in the background papers.

The Current System

14 The introduction of CCTV in Salisbury was first considered in 1994 in response to increasingly high levels of vehicle crime in the Salisbury District Council's car parks, and related incidents of assault and criminal damage. Whilst car parks were the initial focus, it was realised that there were requirements and opportunities to introduce CCTV across the city centre.

15 The capital costs of the original system were funded by a successful bid to the Home Office CCTV Funding Challenge competition in March 1995, which resulted in an award of £100,000, along with £96,000 in support from local retailers and businesses. ***On 30th January 1995 the Council's Developments Committee resolved 'that the revenue implications .... be financed by increasing car parking charges'.   This had the effect of raising every car park payment transaction by 10p, specifically to assist with on-going CCTV revenue costs. However, this money was never accounted for specifically to fund CCTV and instead has been pooled directly into the Council's General Fund. Had this money been ring fenced for this purpose it would equate to approximately £200,000 per annum.***

16 The Council commissioned the CCTV system in November 1995, with 70 cameras being introduced during the following months. Since then the system has been augmented with the introduction of cameras in Amesbury and Wilton, (financed by awards from the Home Office), cameras at the Council's Park and Ride sites and seven traffic monitoring cameras. By May 2005 the number of cameras had grown to some 118.

17 Further detail on the establishment of the CCTV service can be found in a paper produced by Mike Withers, in April 2005 entitled *CCTV – Briefing/Context Notes* (background paper 7).

Operation

19. At present the CCTV system consists of 118 cameras of varying types set out in appendix 12 of the consultant's report.

20. Images from these cameras are recorded at the Council's CCTV control room, where they are monitored by staff 24 hours per day.   Secondary viewing facilities are located at the Police Communications Centre, Devizes.   In addition, images from the 'traffic monitoring' cameras are viewed and can be controlled at the Council's Joint Transportation Unit at Endless Street and the Wiltshire County Council Highways Department, County Hall, Trowbridge.

21. Advances in technology have been incorporated into the system in the form of:
   ▪ A Graphic User Interface and touch-screen control which gives greater flexibility and power to programme the system.
   ▪ Automatic audit software that logs every camera action taken.

- A tape management, incident logging and record management system (V-TAS©).

22. The system is staffed by one full time manager (in house) and eight dedicated CCTV operators contracted from Reliance Security Services Ltd. The operators actively monitor the camera footage in the CCTV control room, and report any suspicious behaviour or actual incidents directly to Wiltshire police via the police radio system.

23. The control room is also in contact, via radio, with the SDC Parking Ambassadors, retailers and businesses belonging to the Salisbury City Watch association, and publicans via the Pub Watch radio scheme. Operators are therefore able to forewarn members of these schemes of any suspicious characters or the movements of known offenders, and radio-holders are able to request the assistance of the CCTV operators in capturing footage. These radio schemes have been developed by the CCTV service in conjunction with various organisations in Salisbury.

24. A further development of the system has been the introduction of a help-point system to Culver Street car park, and all of the Park and Ride sites. This allows customers to speak directly to an on-site attendant or a CCTV operator whilst being monitored on camera.

25. In addition to running and managing the system, the CCTV Manager works at a county and national level to promote best practice in CCTV, developing codes of practice and procedural guidance that has been adopted as national best practice, and being closely involved in the formulation of the British Standard Code of Practice for the Management of CCTV (BS 7958). He Chairs the UK CCTV Standards Board, and established, and continues to run, the Wiltshire CCTV User Group, which aims to "promote standards, enable the free exchange of information and best practice and provide a focal point for negotiation with any relevant agency".

26. CCTV systems, especially in the public sector, are often 'funded' by a one-off start-up grant to cover the cost of installing the cameras and other hardware, but with little or no funding for the ongoing revenue costs of monitoring the data collected. The Council's revenue budget for CCTV for 2006/7 totals £411,940.

27. Staffing – CCTV Licenses are required by all CCTV operator staff by March 2006. The operators dedicated to Salisbury District Council have all been trained and have their licences (except one new member of staff who is currently undergoing training). This requirement may means that the costs of security guards will increase however no negotiations have taken place with Reliance so far on this issue.

Purpose of CCTV

28. The *Code of Practice for the Salisbury District Council CCTV System* published in February 2002 set out the 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.[1]

29. The consultant's report identified that the CCTV system has grown as a response to needs but 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

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[1] *Code of Practice for the Salisbury District Council CCTV System,* Salisbury District Council and CCTV Partners, February 2002.

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.

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.

The Effectiveness of CCTV in South Wiltshire

34. One of the fundamental questions that the review group set out to establish was whether Salisbury should continue its CCTV service. The key test for this was whether or not the system is proving to be effective. The effectiveness of the CCTV system can be considered in a number of ways and the review group focused on how the system meets its stated objectives, how it compares to the systems operated by other local authorities and how it is perceived by the general public. Recent national research into the effectiveness of CCTV was also considered by the review group.

Impact on crime levels:

35. The original aims of the CCTV service were to address motor vehicle crime, anti-social behaviour (drunkenness, vandalism and graffiti) and retail crime. A measure of the effectiveness of the service can be demonstrated by examining levels of these different crimes.

36. *Motor Vehicle crime*: According to figures provided by the Police, vehicle crime reduced by 85% in car parks in the first year of operation of the CCTV service and levels have remained reduced. [2] This is supported by anecdotal evidence from several Council officers interviewed for this review which suggested that the introduction of the CCTV cameras caused a dramatic reduction in the levels of vehicle related crime in the Council's car parks. The review group believes that the Council has an important role to play in protecting its car parks and therefore the continuation of the CCTV service covering car parks is seen to be an effective and appropriate use of resources.

37. Data supplied by Wiltshire Constabulary shows that 'theft of vehicle and taking without owners consent' crimes reported in Salisbury city centre decreased by 51.4% between 1995-1996 (the year CCTV was introduced), and 'theft from vehicles' reduced by 72.4% in the same period. [3] Chief Superintendent Jerry Wickham confirmed that the reduction in vehicle crime was attributable to the introduction of CCTV, as there were no changes in the way these crimes were recorded and no central government initiatives to reduce vehicle crime in operation during this time period.[4]

38. Between 1995 and 2004-5, the reported vehicle crime levels reduced by 26.6%. During this time, levels of reported vehicle crime fluctuated and government initiatives were launched to promote better car security which resulted in a national reduction in reported vehicle crime. However, the overall trend shows that the CCTV system was having a sustained and not just an initial affect of crime levels in car parks in the Salisbury District area.[5]

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[2] CCTV Annual Report 1999
[3] CCTV Annual Report 1999
[4] Interview with Chief Superintendent Wickham 3rd November 2005

39. With regard to displacement of vehicle crime to areas not covered by CCTV, Chief Superintendent Wickham said that when the system was first introduced there was no evidence of the displacement of this type of crime. However in subsequent years higher levels of offending have been seen in areas without cameras.[6]

40. *Criminal Damage:* Wiltshire Constabulary data shows that during the first year after CCTV was introduced there was a reduction in the number of cases of criminal damage, although not to the same extent as vehicle crime. Between 1995 and 1996 the number of cases of criminal damage in Salisbury city centre reported fell by 29.8%. Fluctuations occurred in the subsequent few years, giving an overall decrease of 14.4% between 1995 and 1998.

41. *Violent crime*: by contrast the number of cases of 'actual bodily harm' reported in the city centre rose by 29.8% between 1995 and 1996, and by 31.3% overall between 1995 and 1998. Chief Superintendent Wickham attributed this rise to the fact that this previously under-reported crime was being captured by the CCTV cameras, and therefore reported more frequently.[7]

42. In addition to this violent crime (including ABH, sexual offences, robbery, murder etc) has risen in recent years, both nationally and locally, with 755 violent crimes in Salisbury in 2004-05 compared to 633 in 2001-02[8], although fluctuations have been seen over the period since CCTV was introduced, with crime levels dropping in the Salisbury District area during 2000.[9] The level of violent crime is important as research has shown that an increase in violent crime has a major impact on public perception and fear of crime.

43. Overall crime rates: National Statistics show that Wiltshire has one of the lowest rates of recorded crime in the country and The 2000 Annual CCTV Report indicated that of the three police divisions in Wiltshire, "A" division, which most closely corresponds to Salisbury District, had the lowest number of recorded crimes in the County.

44. *Changes in methods of recording crime:* All the above statistics give an indication of trends in crime levels, however these figures should be considered with a level of caution. Little data was recorded before 1995 allowing limited opportunities for comparison of pre-CCTV and post-CCTV statistics. In addition, over the ten years since CCTV was introduced in Salisbury, a number of changes have occurred in Wiltshire Constabulary's methods of recording crime. These changes have affected the recording of criminal damage and violent crime in particular. However, it should be noted that those individuals who work closely with CCTV, and were interviewed as part of this review, showed belief that CCTV is a very useful service for reducing crime and for the provision of robust evidence in trial of crime.

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[5] Interview with Chief Superintendent Wickham 3rd November 2005
[6] Interview with Chief Superintendent Wickham 3rd November 2005
[7] Interview with Chief Superintendent Wickham 3rd November 2005
[8] Interview with Chief Superintendent Wickham 3rd November 2005

45. *Prevention of crime:* Chief Superintendent Wickham and Community Safety Projects Manager Alison Kay expressed a firm view that whilst dummy cameras are a useful tool in the deterrence of crime, their deterrence is lost when criminals become aware of their location, and the camera no longer has any benefits.[10] Therefore, dummy cameras are seen as a waste of resources and working cameras are more effective in the long term.

46. *Detection of crime:* It can be argued that CCTV plays a major role in the detection of offences. Chief Superintendent Jerry Wickham stated that CCTV assists with detection rates and arrests in particular it makes it more difficult for offenders to plead not guilty. Figures supplied by Chief Superintendent Jerry Wickham, estimated that at least four offenders, having been shown CCTV evidence, admit offences each week. Therefore at least 200 offences are detected through this method per annum. Added to this, the Crown Prosecution Service agree to charge at least one case per week on the basis of CCTV evidence. An additional consideration is the saving to the Criminal Justice system through the submission of guilty pleas due to the availability of CCTV evidence, versus the likelihood of not guilty trials. ***The saving in this regard is currently uncalculated.***

47. City Centre Management (CCM) recently conducted a questionnaire, as part of the early stages of retail crime initiative, which found that 90% of retailers experienced shoplifting. Whilst CCM didn't have any statistics on prosecutions of shoplifters, they did have anecdotal evidence of the effectiveness of the system. They have found that CCTV and the City Watch Scheme give retailers the confidence to tackle shoplifters because they know they have backup via the scheme. A representative from Tesco said that of the people they caught shoplifting, CCTV was involved in approximately 80% of the cases.[11]

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[9] Figures supplied by Wiltshire Constabulary
[10] Interview with Alison Kay, Community Safety Projects Manager November 2005
[11] Interview with Lindsay Brown, City Centre Manager and Tracy Holloway, Tesco, November 2005

**National Research on the Effectiveness of CCTV**

48. The Home Office commissioned a study of the impact of CCTV by the Scarman Research Group based at Leicester University under Professor Martin Gill, which was published in February 2005. This research was based on a wide variety of case studies and has shown that CCTV is not as effective in reducing crime as is often assumed. Robust statistics providing evidence for CCTV are patchy. However, this is in relation to specific types of crime. For example CCTV has very little impact on reducing offences committed on impulse such as assaults, often arising from drunkenness. In fact, studies showed that CCTV often resulted in raised statistics for impulse crimes, as a result of increased detection and reporting of crime. However, CCTV can be much more effective when tackling opportunistic offences such as burglary, shoplifting and particularly theft from cars.

49. Of all the case studies cited within the paper, the installation of CCTV within car parks had by far the most positive affect. This was due to CCTV acting as both a deterrent and a detection device within car parks. The use of clearly visible and sufficient cameras to give a full coverage of the target area was shown to be particularly effective in preventing criminals, allowing for little possibility to hide from the camera's gaze. The research also showed that multiple car crime offences can often be attributed to one offender, and the introduction of CCTV allowed for the detection of offenders and thus a significant reduction in crime levels. CCTV was also shown to be particularly effective in car parks because the target area is enclosed allowing for ease of monitoring. Naturally, the opposite applies in open areas where CCTV was shown to be less effective. This can be overcome, however with the installation of a good network of cameras to enable operators to track offenders from one area to another.

50. Another system which the research showed to be particularly useful in augmenting the benefits of CCTV was the use of retail / pub watch schemes (as used in Salisbury city) along with CCTV. In the case studies cited this allowed for better communication links and sharing of information, resulting in ease of tracking offenders. The review group therefore considers that the use of CCTV in combination with retail/ pub watch schemes in Salisbury should continue as a method of reducing retail crime and vandalism.

51. The research has also shown that opportunistic offences are less likely to be displaced by the introduction of CCTV as the perpetrators are unlikely to look elsewhere for opportunities. However, the systematic staking out of car parks for opportunities could potentially be displaced to other areas by the introduction of CCTV. The obvious counter–balance to this is that the greater the CCTV coverage in the area the less scope for displacement.

Comparison with Other CCTV Systems:

52. In considering the future of the CCTV system in Salisbury it is important to examine how the system compares with other systems nationally in terms of value for money, size and standards of service. The system operated in Salisbury "..quickly achieved recognition, both nationally and internationally, as one of the best of its type.."[12] and has won numerous awards including a gold award from the National CCTV User Group Accreditation by Assessment award in 1999 and was the first recipient of such an award. In 2004 Salisbury District Council received the Annual British Security Industry Association Award for the Best Use of Technology at both regional and national level.

53. A report entitled "The State of the Nations Town/City CCTV Systems" published in March 2006 by a member of the National CCTV User Group surveyed the operation of CCTV across 47 local authorities. The results found that local authorities were monitoring 107 cameras on average, 85 of which were their own "public system". Therefore based on the above evidence it can be demonstrated that the number of cameras operated by Salisbury District Council is about average however, the number of "public cameras" is slightly above the average with 118 public cameras at present.

54. The report also stated that "many of the components of the original base system in many systems have not been replaced and are approaching 10 years old. In our view this is a potential time bomb in terms of obsolescence". "We have an impression that a significant number of the "upgrades" since 2000 related, in whole or in part, to the change from analogue to digital recording…..it would appear that more than 50% of the town/city centre systems have yet to make that transition." The following graph was included in the report detailing the average life of various components of the CCTV system. This indicates that all aspects of Salisbury's CCTV system have already passed their average life expectancy, and some components have passed it twice over. Indeed the analysis of responses to the survey attached as appendix 2 show that of all the systems surveyed, only two have been in place for as long as the Salisbury system without being upgraded. The other 14 systems have all been upgraded in recent years. Therefore based on the examples from other local authorities, many components of the system will need to be upgraded in the very near future and that any upgrade would involve a switch to digital technology. This will be discussed in more detail later in the report.

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[12] *CCTV – Briefing/Context Notes*, Internal paper produced by Mike Withers, April 2005

Mean Assessment of Equipment Life Expectancy Years
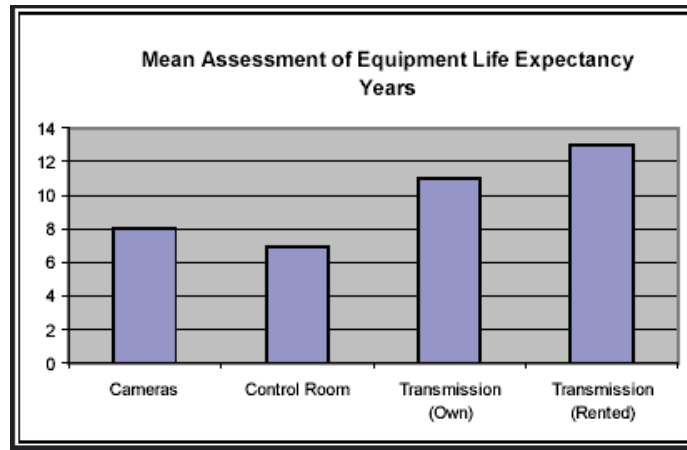
55. The report also considered the costs of CCTV systems across the Country. The report concluded that the average operational cost of the systems was £308,660 but that there was considerable variation across local authorities as can be seen from the results table attached as appendix 2. Based on the evidence in this table the average operating cost per camera is £3,400. The average operating cost for Salisbury District Council is £3,491 (£411,940 divided by 118 cameras). However, the CCTV User Group has expressed caution in interpreting these statistics as there is no standard way of accounting for CCTV costs nationally. For example one of the answers to the survey did not include staffing costs whereas Salisbury District Council's figure is the total cost of CCTV in Salisbury. Therefore as an initial guide it would seem that the Councils CCTV service is a similar value, if not better value, when compared to other local authorities.

56. The survey identified that few local authorities receive any financial or personnel support from the Police if they manage and operate the system themselves. The few authorities that did receive assistance from the police were usually running the system from police premises and the assistance was in terms of operators rather than a financial contribution. 40% of systems do receive some funding from other agencies but the amount is unknown.

57. In conclusion, the above evidence, together with evidence gathered by the review group indicates that the cost of CCTV in Salisbury represents good value for money when compared with the cost of operating other local authority systems. The management of the system is also widely recognised as being of very high quality. However, as the CCTV User survey was anonymous, the review group undertook an in-depth analysis of nine other authorities and this demonstrated that the level of investment required by the District Council in the system exceeds that of any other local authority (See appendix 1). This has to be viewed in the context of CCTV as a non-statutory service.

Public attitudes towards CCTV.

58. The Review Group commissioned a People's Voice survey in October 2005 which demonstrated that 81% of respondents, said that they thought that the Council should continue to invest in CCTV. 50% believed that the main purpose of CCTV was to detect and catch criminals, while 40% thought it was to deter crime and criminals.

59. 66% of those who responded to the survey, agreed that they would feel safer visiting a shopping centre which had CCTV in place, while only 7% believed that CCTV cameras were an infringement of civil liberties. 72% agreed that shops, pubs, businesses and public premises should provide CCTV in and outside their premises. 46.9% of those who responded felt that the Police were best placed to provide the service with 34.7% considering that the Council was best placed to provide the service. 57.9% of the respondents believed that the CCTV service was funded by a mixture of the Council, the County Council, the Police and local businesses.

60. A questionnaire was also sent to all members of the Pubwatch Scheme and their responses indicated that the majority of the Pubwatch members who responded to the survey, thought that the CCTV system already in place provided a useful service in reducing crime in Salisbury, but that more cameras were needed for greater coverage. The responses also demonstrated that the publicans considered that the more people who know they could be seen on the cameras the better. One member said that they felt there would be an increase in crime as a result of the new licensing legislation, but that the CCTV would be a great help in controlling crime and providing beneficial evidence.

Identifying The Requirements of Other Agencies (Such As The Police and Local Businesses) In Relation To CCTV and The Demand for Additional Coverage

61. The interviews conducted by the review group demonstrated that retailers in the City Centre would like to see an extension of CCTV to Rampart Road, the far end of Endless Street, along the Southampton Road and at the Waitrose site. Chief Superintendent Wickham suggested several locations where it would be helpful to extend the CCTV scheme within the City:

- Newbridge Road (A354) – there is no coverage on this major access road into the city.
- Skew Bridge – cameras are needed at this point, looking towards the city to pick up people accessing Bemerton Heath from Wilton Road.
- Parts of Bemerton Heath and Harnham which currently have no coverage
- St Martins/Milford Ward – 27.9% of crime in Salisbury occurs in this area so enhancements to the CCTV system would be helpful.

In addition to this the Town Councils consider the system to be very important in helping to reduce and detect crime in Amesbury and Wilton. As a result members consider that further extensions of the system to other areas outside of the city, particularly large villages, may be advantageous should a need be identified. As the costs of installing new cameras can be prohibitive members consider that mobile CCTV units may be a more cost effective option for rural areas.

Conclusions:

- The CCTV service in Salisbury has won much national acclaim and is recognised as being managed and operated to a very high standard both by customers and external assessors.
- The introduction and sustained presence of CCTV in Salisbury District has had a positive and dramatic impact on car crime levels in the following areas:
  - Theft from and theft of vehicles. This is in line with national research which shows CCTV to be an effective deterrent for this type of crime.
  - criminal damage and shoplifting.
  - The CCTV system does not have a preventative role for violent offences however, it has increased the detection rate significantly for these crimes.
- The community benefit provided by the service is immeasurable.
- The overall results gathered by the scrutiny review group demonstrate that a CCTV service is valued by residents, visitors and businesses in South Wiltshire. The figures from Wiltshire Constabulary also support the effectiveness of the system.

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.*

To consider the best way to provide the service in the future including what technological and other resource investments will be required over the short, medium and longer term.

Who Should Provide the Service?

62.   At present the revenue costs of running the system are borne solely by the District Council. Given competing demands for funding the Council has to prioritise the services provided. The Council has recently undertaken a consultation on options within its Medium Term Financial Strategy. An option contained within this strategy was to outsource the CCTV service along with the community alarm service to achieve a saving of £100,000 per annum. The Panel understand that the strategy is based upon the presumption that economies of scale can be gained by a commercial company offering joint provision of services for many organisations which would lead to savings on premises and staff.

63.   During the review officers conducted research to ascertain the costs to those authorities that had outsourced the CCTV service as a whole. However, following consultation with the CCTV Manager and the Director of the National CCTV User Group it was not clear that any local authorities had outsourced the whole CCTV service. Many local authorities have contracted out operators as has Salisbury District Council, however, no authorities seem to have outsourced the entire operation.

64.   Salisbury District Council through years of operating the service has won national acclaim and forged a close partnership arrangement with other local authorities, the police and local businesses in the District. The CCTV Annual Report 2005 states that "relationships with Police Officers on the beat are excellent and a high degree of trust and co-operation between them and CCTV operators has been fostered." The issue of public perception and support for the service was raised as a key issue. Many different organisations including the Police, the Council, the managers of the Pubwatch scheme, and the City Centre Manager, felt that the public did not want a police-run or privately-run service and that the community felt the Council provided an excellent service.

65.   In an interview undertaken by Islington Borough Council, the human rights organisation Liberty stated that 90% of privately owned systems did not comply with data protection requirements. They also noted that local authorities tended to have strict guidelines governing the use of CCTV whereas private companies did not (see appendix 4). The view that private companies wouldn't have the same level of commitment as Salisbury District Council management, and wouldn't have the same level of stringent controls was also expressed during the interviews.[13] However, should the decision be taken to pursue the outsourcing of the system, the Council would have control over the service standards in terms of data protection and therefore should ensure that they are maintained at a level that the local authority would provide itself.

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[13] Interview with the Services Manager December 2005.

Conclusion:

There is a strong case for the Council continuing to provide the service. The operation of the CCTV system by Salisbury District Council has gained much national recognition and is proven to provide a high quality service to the community. However, to ensure value for money is achieved the option of outsourcing should be investigated*.*

Recommendations

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

    The review group recommends 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.

Where should the CCTV service be located given the Office Centralisation Project?

66. The Council has a corporate aim to centralise all offices into one building in the City centre on the Bourne Hill site. In order to achieve this the Council needs to utilise the capital receipts from the sale of existing city centre properties. Pennyfarthing House, the current site of the CCTV system, was included in the Council's asset disposal strategy and was valued at approximately £700,000.

67. The Depot at Churchfields Industrial Estate will be maintained by the Council and therefore the consultant undertook a feasibility study of relocating the CCTV service from Pennyfarthing House to the Churchfields Depot. The consultant identified that there was the necessary space available at the Depot to house the CCTV facility. However, he estimated that it would cost £400,000 to renovate the space to make it suitable for the CCTV service and to relocate the facilities currently within Pennyfarthing House leaving only £300,000 of the original £700,000 sale value. Therefore the report concluded that the costs of relocating the technology currently in situ at Pennyfarthing House would consume most of the capital gained from its sale. In addition to this the Depot lies within the floodplain and for these reasons he concluded that CCTV should be not be relocated.

69. Despite this conclusion, if the Council was to retain Pennyfarthing House, £700,000 from an alternative source would have to be identified for the Office Centralisation Project. Therefore the conclusion of the consultant is not necessarily accepted and the review group do not recommend that Pennyfarthing House be retained as it currently is. The review group consider that the following options should be considered further by the Cabinet:

   a. ***Sell Pennyfarthing House and move the CCTV service to an alternative location.*** This option would release £700,000 from the sale of Pennyfarthing House however, it could cost a substantial amount to relocate the CCTV service. Although the consultant indicated that it would cost £400,000 to relocate the service to the Depot site this would still leave £300,000 as a contribution towards the office project. Although the site is in the floodplain, the members were not aware of the site ever having actually flooded. In addition the IT department has moved some of its emergency back-up facilities to the Depot.

   It would also be possible to reduce the costs of relocating the CCTV service. Much of the cost is generated by the need to re-route fibre optic cables which involves physically digging up the ground and re-laying cabelling. Therefore it is understood that moving the service to a location within the City centre could greatly reduce the cost, as the distance over which cables would have to be laid would be shorter. If the Council were to invest in wireless CCTV then the costs of moving the control centre could be substantially reduced leaving a much greater proportion of the £700,000 from the sale of Pennyfarthing House. Therefore it is considered that the following City centre locations should be further considered by the Cabinet:

Old George Mall - During the review, the group was approached by Jon Osgood, Manager of the Old George Mall, who offered office space at the Mall to house the CCTV service. This central location would be suited to CCTV and does not suffer from the flooding issues which affect the Depot location. The Old George Mall already has a CCTV operation in place and therefore the costs of converting the facility could potentially be less than those of converting the Depot.

37 Endless Street – Although this is a Council property and the Council did wish to sell all of its City centre properties, this has the lowest capital receipt of any Council owned assets and is valued at £150,000. Therefore to lose this contribution towards the Office Project would not have as great an impact as the loss of the contribution that the sale of Pennyfarthing House would make.

The barn behind Pennyfarthing House – It is currently understood that the Council does not plan to sell the barn behind Pennyfarthing House. Whilst this is not currently suitable for CCTV, it could be renovated and the CCTV cables would only have to be moved a short distance potentially reducing the costs of relocation.

- *Leave CCTV in Pennyfarthing House and find a tenant for the ground floor and first floor.* This option removes any costs of moving CCTV and it is estimated that approximately £25,000 could be generated in annual income from the rental of the bottom two floors. If a further £5,000 is added to this sum per annum from an external contribution to the CCTV service, then this could finance £350,000 of capital spend on the office project. The additional advantages of this option are that the Council would retain an asset, therefore allowing the potential for income growth as rental values increase. However, this option would not enable the Council to realise the full asset value of Pennyfarthing House for the office project.

- *Sell Pennyfarthing House on the understanding that the Council can rent back the top floor for CCTV.* This option also removes any costs of moving CCTV from Pennyfarthing House and has the added benefit that the Council would gain a large capital contribution towards the office project. However, the £700,000 estimated value of Pennyfarthing House is based upon a purchaser converting it to a residential property. Conversion of the lower floors would not be compatible with CCTV on the upper floors and therefore the property could only be sold as office space. Whilst this may be attractive to smaller investors, the Council's property advisers have indicated that it is likely that this would mean that the property would fetch a lower price than if sold with vacant possession. The Council has been advised that in order to gain the maximum return for the asset, the Council should find a tenant for the ground and first floor and offer the property as a fully occupied building. It has been estimated that this would give

the property a value in the region of £500,000 however, the Council would have to pay approximately £15,000 per annum in rental (subject to regular rent reviews).

The review group further recommend that a feasibility study of all the above options be undertaken before the Cabinet decides which option to pursue.

It is also recommended that whatever option is pursued that any new emerging technology be fully utilised as this may reduce any potential costs of moving the service.

What is the best, most cost effective way of providing the service in the future?

Utilising New Digital Technology

73. As outlined earlier in the report the current CCTV system operated by Salisbury District Council is now ten years old. It is an analogue system with all recording made on to video tape. The Consultant's report and the interviews conducted concluded that the future of CCTV is based on digital rather than analogue technology which is now obsolete. The consultants report shows that the Council's equipment has lasted longer than the average life expectancy for CCTV equipment because the Council has a very comprehensive maintenance agreement. However, when the maintenance contract expires, in January 2008, the Council is unlikely to be able to secure such a comprehensive agreement at a cost effective price because it will be very difficult and expensive to source replacement parts for an obsolete system. In addition there is a potential risk to the Council if the CCTV equipment starts to fail and produces poorer quality recordings that will no longer be accepted by the courts.

74. In addition to the imperative to move to digital technology because the current system is obsolete, there are significant benefits of digital CCTV technology. For example, a digital recording system would allow for greater ease of viewings reducing the time spent searching through tapes.[14] The new digital technology will allow much greater image compression and greater storage capacity, as well as more advanced cameras and lenses. [15] This could allow the Council to monitor remote images for other organisations for a fee.

74. Given the obsolescence of the existing CCTV system in Salisbury, if the Council wishes to provide the service in the future it must plan to upgrade the existing equipment. The Consultant provided an analysis of the costs of moving the CCTV system to the Depot and this was estimated at around £400,000. The consultant considered that, as many components of the system would need replacing in the near future, it was more cost effective to buy new versions of some of the equipment for the new control room rather than moving the existing equipment currently situ at Pennyfarthing House. Therefore the £400,000 can be broken down as follows:

    £121, 187 - The cost of converting the Depot to make it suitable for CCTV.
    £8, 600 – Office equipment for new control room (chairs, tables etc)
    £73, 500   - New transmission paths and conversion to integrate existing equipment to make it compatible in new location
    £170, 500 - Capital investment in new equipment
    £373, 787 – Total. (Note: the Consultant also outlined an additional £30,000 worth of equipment which was an option but not a necessity).

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[14] Interview with Simon Moore Contracts Manager for Reliance Security November 2005.

A detailed breakdown of these costs can be found at appendix 6.

75. However, should the office project not proceed then the Council could undertake a more phased process of replacement. The CCTV Manager has ranked the need for replacement equipment in the following order:

    i.   Bank of video recorders needs to be replaced by a method of storing images digitally.

    ii.   Matrix needs replacing to allow the Council to utilise new video/IP technology.

    iii.   Control Room viewing equipment – to increase operator efficiency. Including a rear projection screen and workstations.

    iv.   Cameras –Most of the existing cameras can be adapted to utilise new digital technology.

76. The bank of video recorders is the first equipment upgrade which will be necessary with, or without, office centralisation. Not only are the recorders themselves starting to need replacement parts but manufacturers are increasingly not supporting obsolete systems. An upgrade to a digital recording system is essential in the near future. The consultant assessed that this would cost approximately £70,000 depending on the specification of the equipment.

77. The next important upgrade in the medium term would be the Matrix system which is used to process the images received from the cameras. The current system is an "old" American Dynamics Matrix system. Although it is estimated that this piece of control room equipment has another 4-5 years of useful life, by purchasing a new Matrix system at a cost of approximately £15,000, the Council could begin to utilise the new video/IP technology to transmit CCTV images from cameras and make savings on BT cable lines. Digital technology creates the potential for WI-FI transmission of images from cameras. This can either be a dedicated WI-FI network or can be used to extend existing cable (hard-wired) networks. Therefore the advances in technology allow digital images from CCTV cameras to be transmitted over wireless connections to a nearby receiver and then through existing IP or broadband internet connections to the control room where they can be stored digitally rather than on VHS tape. This removes the need for dedicated physical cables which accrues savings both in terms of the expense of laying miles of cable and the expense of leasing cable lines from BT. The existing Matrix system is not capable of supporting this new technology but a new system would be.

78. In the longer term the control room equipment will need upgrading to modernise the operators' work stations and the control room layout. This allows for new technology to assist the operators in their work and increase productivity such as programmes which can "learn" to recognise unusual behaviour patterns or objects within a given scene and bring this to the attention of the operators. Whilst the

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[15] Interview with CCTV Manager November 2005.

screens currently monitored by the operators are still functioning, they have been running 24 hours a day for over ten years and therefore some of the colour is starting to get "washed out". It is estimated that these screens have a maximum of 4 more years of useful life.

79. Finally in the upgrade schedule are the cameras themselves. Most of the existing cameras could be successfully integrated with new systems outlined above and the cameras have many more years of function left.

80. If the office centralisation project was not to go ahead there would still be a need to invest in CCTV equipment over the next 2-3 years. However, this investment would also provide the opportunity for the Council to make savings on certain areas of the CCTV service such as the line rentals paid annually to BT.

81. The Council currently pays £43,000 per annum to BT for the provision of fibre optic cabling for camera images to be transmitted to Pennyfarthing House. The Internal Audit report on CCTV identified that regular market testing is required to source innovative new solutions and to allow the Council to realise potential savings from new technology. Recent advances indicate that savings could be achieved by transmitting the images via WI-FI technology to a nearby receiver, using new video compression technology to reduce the image size, and then broadcasting the images back to the Control Centre via an existing IP line or a broadband line. Whilst investment to upgrade the system would be necessary, it is estimated that savings of up to £20,000 per annum could be made on line rentals. However, the review group was aware that whilst Westminster City Council is utilising this technology successfully, concerns have been raised about the quality of the images transmitted via this method as the refresh rate for the images is not as rapid as fibre optic cables. ***Therefore it is recommended that a feasibility study be undertaken for Salisbury to prove or disprove the concept and to establish the capacity for a broadband connection.***

82. If this technology could be utilised successfully then not only would the Council make significant savings on line rentals, savings could also be made on the installation of new cameras. However, it is important to note that the benefits of moving to wireless technology are not just financial. The wireless system allows for cameras to be redeployed much more easily as they are not fixed with cables. In addition the IT Manager at the Council has made the review group aware of several other potential benefits from creating a metropolitan area network which could transmit the CCTV images but could also be used for many other functions. These include automatically resetting parking machines when new charges are introduced and allowing parking ambassadors to access the Council network. It is noted that the Intelligent Transport System run by the Salisbury Joint Transportation Team is currently utilising this method to reset real time passenger information and therefore there is an opportunity for sharing this technology.

83. ***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 should 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.*** The review group consider that this approach would be particularly successful in locations such as Amesbury, Wilton, Culver Street Car Park and the Park and Ride sites, where the images could be recorded at the Customer Service Centre, the Park and Ride Attendants Offices and the Town Council offices and then sent back to Pennyfarthing House via broadband technology at a saving of approximately £15,000 per annum.

84. ***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.***

85. There are also opportunities to use WAN and LAN technology to reduce revenue costs to deliver images from the Salisbury CCTV control room to the Police Headquarters 26 miles away at Devizes. The consultant quoted a figure of approximately £5000 to upgrade the system to allow for this although the review group consider that it could be achieved at a lesser cost. ***Therefore it is recommended 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 (see the investment plan attached as appendix 3).***

86. There are other opportunities for savings such as a discount offered by BT for customers willing to sign a 3-5 year contract (see appendix 5), and a BT facility to allow CCTV cameras to be placed near phoneboxes and the information transmitted wirelessly to the phonebox and sent down the broadband line to a CCTV control room. These are all exciting future opportunities and ***the review group recommends that officers maintain a watching brief on any such developments and bring them to the attention of members at the appropriate time.***

Rationalising the Number and Location of Cameras

87. The consultant concluded that the CCTV service has grown over time with no clear direction. The review group considers that live monitoring of the majority of the cameras is a vital component of the CCTV system as a community safety tool. This provides a high level of reassurance to the public and is therefore strongly supported by the review group. However, data produced by the Councils GIS system demonstrated that several cameras are under-utilised. Some of these cameras are located at the Park and Ride sites and the consultant's report identified savings that could be realised by recording the images from the cameras at the Park and Ride sites and storing them for historic purposes rather than paying for

these images to be transmitted to the control centre at Pennyfarthing House in real time. In principal the review group support the proposal to record images from under-utilised cameras on site rather than paying for the images to be transmitted to the control centre.

88. In relation to the Park and Ride sites specifically however, the review group are aware that the Cabinet is currently investigating removing the physical presence of ambassadors at the park and ride sites during non-peak hours on the understanding that CCTV is in operation at all times. The savings to the Council of reducing the staff presence during these hours will be substantially greater than £4,335 per annum savings to remove the BT Data lines for transmitting the CCTV images.

Therefore 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 outlined in 81 above although the members are aware that this is subject to suitable integration of the "help point" operation with any new lines.

89. The cameras at the Five Rivers Leisure Centre and the Depot are also under-utilised and according to the Council's GIS system only one incident has been recorded at either of these sites in recent years. *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.*

90. There are twenty cameras currently installed in Culver Street Car Park. The review group believe that this is a very high number of cameras given the enclosed nature of the car park and *therefore these 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.*

91. Further to this the review group recommend that an audit of camera useage be undertaken for all remaining cameras. The review group consider that there is a great deal of value in live monitoring for those cameras with a high rate of incident recordings. *However, the group consider that 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.*

The review group also supports the consultants recommendation that 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. However, the other cameras on the Bourne Hill site should remain.

86. The consultant also identified that the Council pays for a comprehensive maintenance agreement with BT which provides a four hour "response" to a problem. He stated that this is rarely used and therefore the Council should consider revising this agreement. ***The review group support the recommendation to reduce the "four hour" response contract with BT to a standard contract whilst acknowledging that the savings generated will not be great.***

Information Sharing Between Council Departments

87. The consultant identified further savings which could be made by sharing lines between the CCTV service and the IT department which currently pays for six "self-providing" fibre optic cables at a cost of £8,400 per annum to BT. Negotiations with BT have shown that it would not be possible for the IT service to use the CCTV BT Redcare lines as BT Redcare will not allow this sharing of lines, however, it would be possible for the CCTV service to use the IT data lines.
   The locations at which lines could be shared are:
   The offices at Wyndham Road - £377 per annum
   Entry Road, Leisure Centre - £437 per annum and inside the Leisure Centre - £1266 per annum.
   Bourne Hill site – two lines totalling £883 per annum.
   The Guildhall at £277 per annum
   The Depot at Stephenson Road, Churchfields - £870 per annum.

88. These savings total £4110 per annum. However, there are four scheduled maintenance weekends per year during which IT services may need to shut down the entire Council network. This would render the cameras inoperable during that time. There could also be a concern on some of the above lines that adding CCTV images to the line traffic could slow down the operation of the network for those using the computer systems at external locations such as the Guildhall and the leisure centers.

89. Therefore the scope for combining these services to offer financial savings seems to be limited. Particularly when the potential costs of converting the technologies, for example the cost of replacing analogue cameras with digital versions and any costs involved in adapting their links are taken into account. In addition to this, the Council's office centralisation project and options on the future provision of leisure services may mean that the IT department will not be maintaining these lines in the future. ***Therefore it is recommended that the option to share lines with IT service is not 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, it is recommended that 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.***

90. The consultants report outlines that the Lifeline service located at Bishopdown could be co-located with the CCTV service and the resultant staff and operational savings would be in the region of £55,500 pa. However, subsequently changes have been undertaken within the Lifeline service which would reduce the above saving by £29,500. Despite this the evidence gathered during the interviews suggested that the option to co-locate the service could still be pursued with very little operational difficulty, although the operators did express a concern about the reduced staffing levels on the effectiveness of the monitoring.[16] *It is recommended that 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.*

91. In addition there is scope for transferring responsibility for the Council owned city centre buildings "first response" alarm service to the CCTV operators who could then initiate the appropriate action. This would generate a saving as the Council is currently paying private security firms to provide the service and would generate a much faster reaction. *Therefore it is recommended that the consultant's recommendation to transfer the alarm monitoring service to the CCTV control room be pursued.*

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[16] See interviews with Eric Teagle and Brian Murdoch.

Methods to Generate Revenue from the System

92.   The review group is aware that one of the performance indicators set by the Public CCTV Managers'
       Association and the National CCTV Users Group Limited, assesses the "percentage of total annual cost
       externally funded" and therefore the review group investigated ways to generate some external funding.

93.   After the community, the police are the primary beneficiaries of the CCTV system. As stated in the 2003
       report "CCTV In Wiltshire – Making the Most of It", the lack of financial contribution from the Police
       has evoked the most comment and the greatest disappointment. The recommendations from that report
       stated that the police should review its contribution to the management and funding of CCTV systems in
       Wiltshire and should consider their involvement at a corporate and strategic level. It is worth noting that
       such a disappointment does not manifest on a daily basis and working relationships are strong between
       the Police and the District Council. However, there is a clear reluctance to direct a proportion of the
       Police budget towards supporting the development of CCTV systems or enhancing the links between
       CCTV and day-to-day policing. In the year up to October 2005 311 hours had been spent carrying out
       third party viewings and 558 hours had been spent on "specific observations".[17] The Salisbury CCTV
       scheme also has a video link with the Devizes control room which enables the images to be directly
       transferred to Police HeadQuarters and viewed there at a cost of £5,000 per year funded by Salisbury
       District Council. Although the consultant's report outlines a method to make a substantial saving on this
       cost, under current arrangements the reduced amount would still be borne by the District Council. The
       Scrutiny Panel would like to see a contribution in the order of £15,000 from Wiltshire Constabulary. This
       figure would include all operator time spent on specific observations, £3.50 per VHS tape given to the
       Police and charges for viewing historic records.

       It is recommended that 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.

94.   Scope exists to request a financial contribution from the City Precept and from Amesbury and Wilton
       Town Councils to assist with the funding of CCTV. The current rental of BT lines to transmit the images at
       present costs around £25,000 for the City, £4,257 for Wilton and £9,018 for Amesbury. This does not take
       into account the capital costs of purchasing cameras or the costs of the operators to monitor the footage

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[17] See interview with Mike Withers, CCTV Manager

from the cameras. In addition the review group are aware that other town councils in Wiltshire make significant contributions to CCTV provision including Chippenham Town Council contributing £68,000 pa, Wotton Basset Town Council spending £30,000 pa and Warminster Town Council contributing £39,000pa.[18] It is important that a consistent approach be applied between the Council and local councils/city area, outside of the main shopping and business centre of Salisbury. ***Therefore the review group recommends that Cabinet gives consideration to recharging a proportion of the costs of CCTV in these areas. 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.***

95. As the CCTV Manager outlined in his briefing report submitted to the Safer Wiltshire Executive there is an opportunity to create a more coherent and holistic approach to CCTV across the County. An option to achieve this is to have two or three CCTV "hubs" in the County. Given the highly developed system in Salisbury there is an opportunity with enhanced technology to monitor CCTV cameras on behalf of other local authorities and the officers see this as an opportunity for Salisbury to take the lead and establish a county-wide standard. In Wiltshire North Wilts have 33 cameras and West Wilts have 36 cameras. The revenue funding for these cameras is provided by both District Councils. The cameras are monitored for varying amounts of time. Utilising digital technology as described above there is an opportunity to provide the monitoring service on behalf of these local authorities. The review group calculates that based on the amount Salisbury pays for operators that there would be an estimated revenue cost of approximately £2000 per camera monitored per annum for local authorities wishing to utilise this service.

96. As an illustration, at present in Chippenham the Town Council, District Council and local businesses pay £78,000 per annum to run and maintain a network of 13 cameras. Salisbury District Council could charge £23,500 per annum to monitor these cameras 24/7 allowing for savings to be made on staff and premises in Chippenham as well as the added advantage of continuous monitoring which Chippenham does not benefit from at present. A lesser charge could be negotiated for a lesser amount of monitoring. In addition the opportunity to monitor cameras from other areas would lead to more operators at any given time and therefore this could help overcome the operators concern about reducing staffing levels at night. However, as noted in the interview with the Council's Services Manager, service level agreements would have to be drawn up to ensure that service standards did not suffer. ***It is recommended that officers approach neighbouring district councils to establish what the level of interest in a remote monitoring service would be.***

97. Further potential avenues to generate revenue for the system which the Cabinet may wish to explore further are:
    1) To introduce a charge for being a member of the City Watch Association Radio Scheme. This scheme currently has 69 members and operated and funded entirely by Salisbury District Council.

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[18] Briefing Paper for the Safer Wiltshire Executive

A charge of £100 per annum to be a member of this scheme would raise a further £6900 for the CCTV service.

2)   Research conducted by the review group indicated that Birmingham City Council raise money for the CCTV system by the location of miniature cell phone transmitters alongside CCTV cameras. A ten year deal has provided £148,000 capital and a rental of £20,000 per annum.[19]

3)   As it has been recommended that the Community Alarm Service and the CCTV service be co-located, there is an opportunity to extend this to other services such as the temporary emergency control centre. This could lead to a sharing of premises and technology between the District and the County Council with a consequent budget saving for both authorities.

4)   During the interviews conducted by the review group the CCTV Manager informed members that he had been approached by a private company interested in the Council providing a monitoring service for them. The CCTV Manager gave a quote for this service but to date this has not been taken up. The review group recommend that should any other company come forward with a proposal that the Council to provide a monitoring service for their CCTV systems, that this be pursued to generate revenue for the system. However, the review group strongly advise that any third party monitoring that is taken on by the Council does not lead to a service reduction for the local community.

5)   Although the District Council does not directly receive all of the money it collects from business rates as it is apportioned by the government, there is potential to ask local businesses to contribute to the CCTV system by dedicating a contribution of the business rates paid to the Council.

6)   There is also scope within the emerging Local Development Framework Process to require contributions from developers to provide CCTV at certain types of development. It is envisaged that this would be appropriate at the major new employment sites in the District such as Solstice Park. The contributions could require the installation of CCTV equipment in the development and then a one-off contribution towards the future monitoring of the system. [20] To date only one camera has been achieved via a S106 agreement although the practice is gaining national acceptance. It is recommended that developer contributions towards CCTV be required as a matter of course in Salisbury District and that this be taken into consideration as part of the Local Development Framework Process.

101.   The scrutiny review group are aware that most Home Office funding is no longer available for CCTV bids. However, the CCTV Manager has arranged a meeting with representatives from the Home Office to discuss the funding and direction of CCTV. ***Therefore, the group would like 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.***

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[19] A Review of CCTV in Birmingham February 2005
[20] See interview with Eric Teagle

In addition, if approved, 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.

102.	The Internal Audit report on CCTV identified that there were operational and strategic limitations on the CCTV service due to limited financial planning to allow for systematic investment to maintain the service. *Therefore it is recommended that 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. (See appendix 3) 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.*

Summary of Recommendations:

Based on the findings of this review it is recommended that:

- *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.

Bibliography

SDC reports:

CCTV – Briefing/Context Notes, Internal paper produced by Mike Withers, April 2005.

Best Value Review of Street Services - presented to Cabinet on 5 May 2004.

Internal Audit Report of CCTV – produced January 2006.

Report on the Salisbury District Council CCTV System – Evaluation and Strategy Prepared by Derek Maltby on behalf of MSC Security Consultancy.

Documents produced by external agencies:

24-7 – Document provided by Westminster CCTV Trust

Briefing Paper for Safer Wiltshire Executive 13th October 2005.

CCTV In Wiltshire Making the Most of It – Crime Concern September 2003

An Audit of Crime, Anti-Social Behaviour and Drug Misuse In Wiltshire and Swindon – Autumn 2004 produced by Crime Concern.

Report on Medway Control Centre for the Health and Community Services O&S Committee at Medway Borough Council in June 2005.

Bournemouth CCTV Strategy June 2004

Notes of visits undertaken by Islington Borough Council to Liverpool City Council and Plymouth City Council February 2005.

Home Office Research Study 292 – Assessing the Impact of CCTV prepared by Professor Gill and Ms A Spriggs of the Scarman Research Centre based at Leicester University.

"To CCTV or Not To CCTV" NACRO – Crime and Social Policy Section May 2002.

Appendices

Appendix 1:   Comparisons with other Local Authorities.

Appendix 2   Information from the CCTV User Group on Average Costs etc of Other Local Authorities CCTV Systems

Appendix 3:   Investment Plan for Three Years.

Appendix 4:   Report from Islington Borough Council.

Appendix 5:   BT Redcare Offer.

Appendix 6   Costs of Moving to Churchfields Depot and Upgrading CCTV Equipment (2004)

Background Papers :

1) CCTV Interview notes with all those listed on page 4 of the report.
2) Report on the Salisbury District Council CCTV System – Evaluation and Strategy Prepared by Derek Maltby on behalf of MSC Security Consultancy.
3) Notes from Scrutiny Review Group's visit to Westminster.
4) Briefing Paper for Safer Wiltshire Executive 13th October 2005.
5) Community Care Through Vigilance CCTV Statistics Salisbury City Centre Area 1st Jan 2005 – 30th Sept 2005.
6) Salisbury District Council Internal Audit Report of CCTV January 2006.
7) *CCTV – Briefing/Context Notes*, Internal paper produced by Mike Withers, April 2005.
8) The State of the Nations Town/City CCTV Systems – The dire need for Funding Based on the Dennis Thurgood Ilker Dervish Survey – National CCTV User Group March 2006