

**THE FUTURE OF CCTV IN SOUTH WILTSHIRE
ACTION PLAN 2007/8 – 2012/13**

Contents	Page
1.0 Objectives of the Action Plan	2
2.0 Background	3
3.0 The national CCTV strategy	6
4.0 Defining a purpose and objectives for CCTV	9
5.0 Premises	17
6.0 New technology	18
7.0 Money	26
8.0 Management and operations	31
9.0 Summary of issues and recommendations and 5 year business plan	33
Appendix 1 Breakdown of revenue costs	38
Appendix 2 Crime reduction figures	39
Appendix 3 Summary of Scrutiny Panel recommendations	43
Appendix 4 Summary of National CCTV Strategy recommendations	47

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 Whilst some of the findings of that report have now been superseded by the march of technology, many of the recommendations remain pertinent.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 it 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'.

Recommendation 1: 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 2: It is recommended that the desirability 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.	<i>Average of productive activities per hour</i>
2.	<i>Total annual cost of scheme per camera per operational hour</i>
3.	<i>Percentage of total annual cost externally funded</i>
4.	<i>Percentage of annual costs funded from all contributions</i>
5.	<i>Annual cost per productive activity</i>
6.	<i>Use made of video recordings produced</i>
7.	<i>Percentage of downtime per year</i>
8.	<i>Average rectification time per system failure</i>

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 four 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?

- Finally, given that it is implied by the foregoing, 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 3: 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 from Wiltshire County Council on behalf of the new unitary authority.

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 Aims

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

Recommendation 3: 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 4: 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

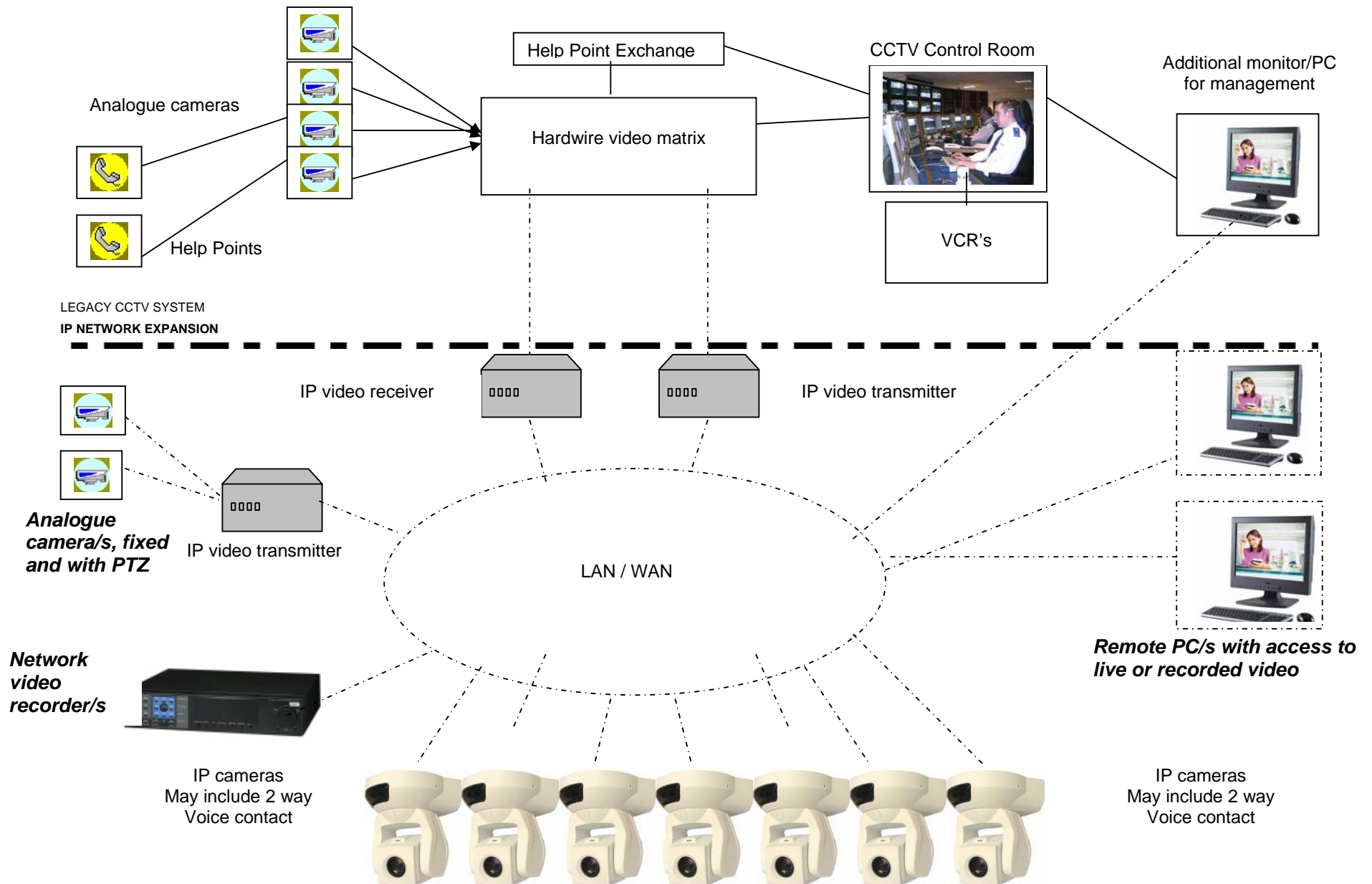
- 6.1 Analogue CCTV technology, on which the current SDC system is based, is rapidly becoming obsolete, having been superseded by digital technology. Digital is closely allied to mainstream IT with a great emphasis on 'networking', sharing of data and the integration of formerly disparate services. The 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



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

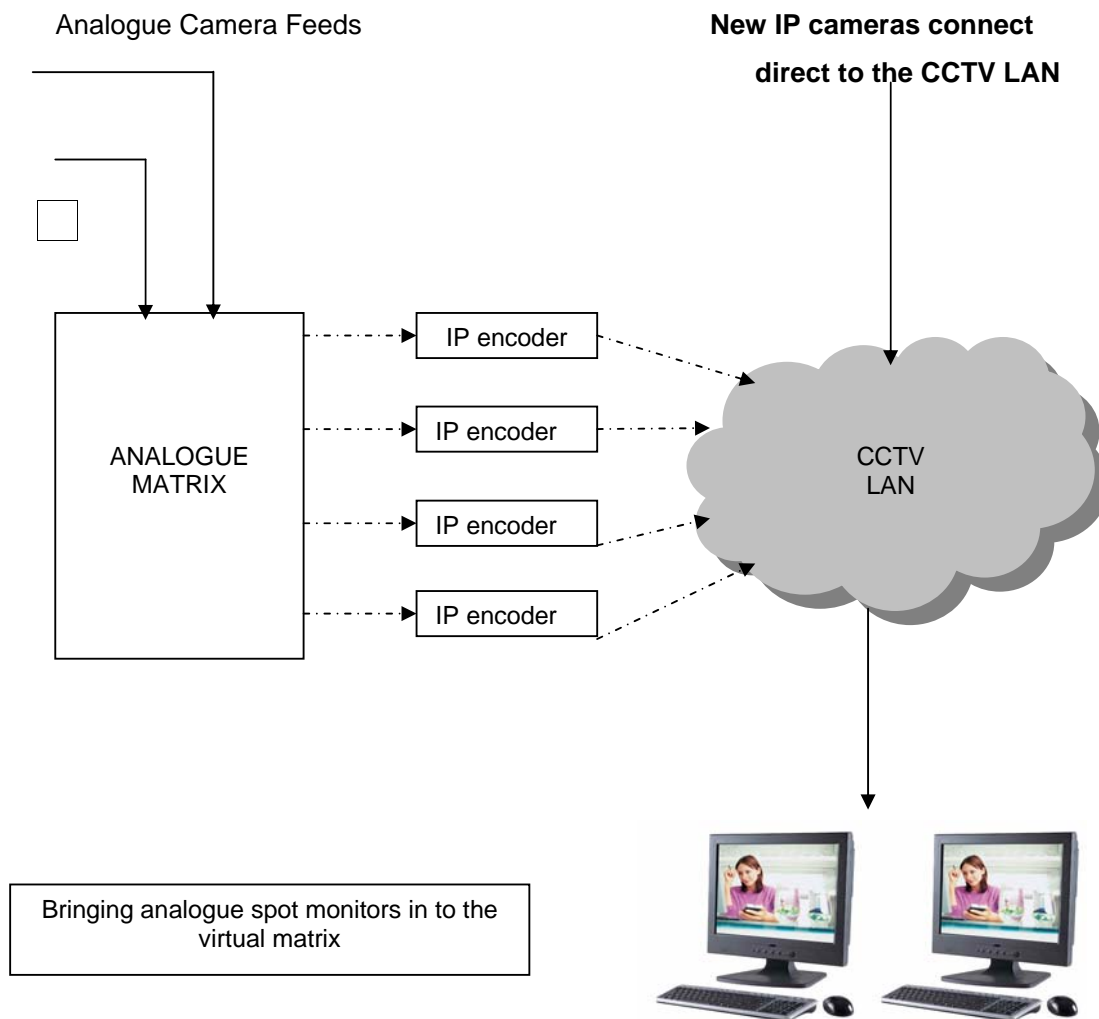
Replacement of the analogue spot and time lapse VCR's with a network video recorder solution (NVR's). This solution could be self-contained and include appropriate application software to allow the user to search for footage, playback and record to other media (such as DVD's/CD's) for evidential purposes. 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.



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 5: Subject to recommendation 2 (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 2 and recommendation 4 (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 perform 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 unitary. A leading exponent of this is Darlington Council, currently negotiating to monitor 50 schools. One of their major 'selling' points is that it complies with GERSHON cost effective/efficiency requirements by keeping local authority 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 6: 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 7: 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 8: 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. It is suggested that this contribution should be reaffirmed formally.

Recommendation 9: It is recommended that contribution, equivalent to 10 pence on every transaction within Salisbury city centre car parks, be accounted for separately and be made to the CCTV revenue account.

- 7.9 If all these proposals were taken forward, the direct revenue costs of CCTV to SDC and its successor authority would be 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 digestible 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 Security Services 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 Mike 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 is formalised 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 Issues and recommendations

- 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 1: 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 2: 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 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 3: 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 4: 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 5: Subject to recommendation 2 (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 2 and recommendation 4 (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 6: 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 7: 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 8: 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.

- When CCTV was introduced in Salisbury it was resolved that the revenue costs should be met from a 10 pence levy on car parking charges. The income from this source has not been accounted for.

Recommendation 9: It is recommended that contribution, equivalent to 10 pence on every transaction within Salisbury city centre car parks, be accounted for separately and be made to the CCTV revenue account.

- 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

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.

NATIONAL CCTV STRATEGY

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 benefits 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 ensure 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.

NATIONAL CCTV STRATEGY 52

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.

Salisbury District Council:

Planning & Economic Development Overview and Scrutiny Panel

The future of CCTV in South Wiltshire

Report of the CCTV Scrutiny Review Group:

The future of CCTV in South Wiltshire.

Contents

Terms of reference and scope of the CCTV Scrutiny Review.....	2
Membership of the Scrutiny Review Group.....	3
Methodology.....	4
The Current System.....	6
The Purpose of CCTV in South Wiltshire	8
The Effectiveness of CCTV in South Wiltshire.....	10
Comparisons With Other CCTV Systems.....	14
Public attitudes towards CCTV.....	16
Identifying the requirements of other agencies in relation to CCTV.....	17
Should The Council Provide the Service.....	19
Where Should The Service Be Located Given the Office	
Centralisation Project.....	21
What Is the Most Cost Effective Way of Providing the Service In The Future.....	24
Methods To Generate Revenue From the System.....	31
Summary of Recommendations.....	35
Bibliography	39
Appendices and Background Papers.....	40

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.

Desk Research:

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 mean 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

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

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 2001-02⁸, 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.

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

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

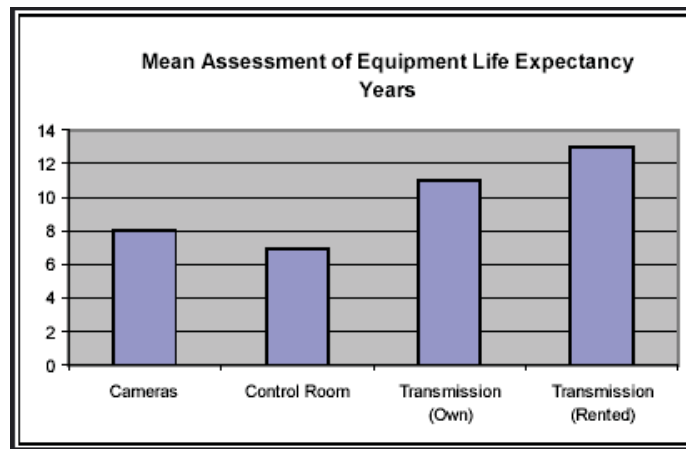
National Research on the Effectiveness of CCTV

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.

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



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.

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 cabling. 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).

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

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.***

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

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 Bassett 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.

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.***

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

Name of Authority	Number and Type of Cameras	Monitoring and Maintenance	Annual Amount Spent on CCTV
Mendip DC	30	The Council currently has responsibility for provision, maintenance and replacement of all hardware in the station whilst the monitoring is funded by the CCTV User Group.	The CCTV User Group is a partnership consisting of representatives from Wells, Glastonbury, Shepton Mallet and Frome Town Councils and Chambers of Commerce. Monitoring and staffing costs are currently being met by the CCTV User Group who fully fund the costs of active monitoring.
South Somerset	24 but with some other cameras maintained by Town Councils. The cameras are Surcha Dome cameras and the recording is via digital recorders.		The system is funded by the District Council via car park income and with a contribution from Yeovil Town Council The current annual budget is around £75k
Guildford	42 fixed cameras in the town and surrounding areas and six mobile cameras that provide temporary surveillance in areas where the fixed cameras cannot be used.		Monitored by Surrey Police's operators.

Poole BC	High quality Pan, Tilt and Zoom (PTZ) cameras are generally provided within the CCTV surveillance areas. Depending upon their location and purpose, these will be either pole or building mounted, high sensitivity, low light colour cameras with external quality housing and high quality 1:10 or 1:14 zoom lenses.		Monitored 24/7 by District Council operators
Ashfield BC	29 CCTV cameras	Monitored by Mansfield District Council	transmission, and maintenance was £133,000 during 2002-03. Contributions of £1,000 and £600 are received annually from Ashfield Community Hospital and Asda respectively. In terms of external income, Newark and Sherwood District Council and Chesterfield Borough Council received £65,000 and £25,000 towards the running of their CCTV schemes, and both authorities viewed generating greater external income as a key aim for the future. In one authority the control room handled all 'out of hours' Housing and Environmental Health calls
Birmingham CC	50 pan tilt and zoom colour cameras linked to a City Centre police station. There is also access to a further 200 cameras from the Bullring to the Mailbox.	Police monitor cameras 24 hours a day seven days a week.	Significant income is generated through a contract for 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.

Westminster CC	120 dome enclosed JVC cameras.	CCTV Partnership contract a security company to monitor CCTV 24/7 with four operators.	£800,000 per annum. Westminster CC £130,000. Local businesses and one off funding provide the bulk of the funding. The police fund projects rather than ongoing revenue.
Liverpool CC	220 cameras	Centre operated 24 hours a day.	£360,000 funding per annum provided by the City Council with some funding from police and local neighbourhood schemes. Cameras are required through S106 Agreements.
Plymouth CC	250 cameras	Monitored by Council and police.	£250,000 per annum funded by Council. Charges levied for monitoring private CCTV and charge levied to be member of a retail crime reduction initiative

Number of cameras	Average cost per camera	Total Running Cost	First Installation	Upgrade	Time Before Upgrade
520	£673	£350,000			
200	£1,250	£250,000	1995	2002	7
171	£1,466	£250,750	2001	2005	4
200	£1,500	£300,00			
128	£1,563	£200,000	1997	2005	8
160	£1,563	£250,000	1998	2004	6
113	£1,593	£180,000	1995		
601	£1,664	£1,000,000	1999	2006	7
204	£1,765	£360,000	1997	2004	7
20	£1,850	£37,000	1995/6		
130	£1,923	£250,000	2003		
48	£2,083	£100,000			
116	£2,155	£250,000	1997	2001	4
39	£2,227	£86,857	2003		
268	£2,269	£608,000	2001		
26	£2,308	£60,000	2006		
152	£2,557	£388,590	1998	2003	5
155	£2,581	£400,000	1995	2001	6
178	£2,584	£460,000	2001	2004	3
58	£2,586	£150,000	2004		
133	£2,632	£350,000	1997		
68	£2,647	£180,000	2000	2005	5
150	£2,667	£400,000	1995	2005	10
69	£2,899	£200,000	1998	2003	5
80	£3,125	£250,000	1994	2005	11
111	£3,153	£350,000	2001	2005	4
46	£3,261	£150,000	1998		
76	£3,289	£250,000	1999		
350	£3,429	£1,200,000	2000		
57	£3,509	£200,000	2005		
170	£3,529	£600,000	1996	2005	9
45	£3,600	£162,000	2003		
137	£3,650	£500,000	1997	2005	8
43	£3,721	£160,000	2003		
56	£3,929	£220,000	1998	2002	4
76	£3,947	£300,000	1999		
77	£4,156	£320,000	1995	2000	5
66	£4,167	£250,000	1995	2005	10
17	£4,412	£75,000	1996	2004	8
88	£4,545	£400,000	1996	2004	8
95	£4,737	£450,000	2002		
33	£5,152	£170,000	2003		
290	£5,172	£1,500,000	2002		
290	£5,172	£1,500,000	2002		
48	£5,208	£250,000	1995	2005	10
131	£5,344	£700,000	1998	2003	5
17	£5,706	£97,000	1998	2002	4
51	£5,882	£300,000	1994	2006	12
55	£6,909	£380,000	1994	2002	8
42	£7,857	£330,000	1996	2005	9
62	£8,871	£550,000	1996	2001	5
87	£9,195	£800,000	2004	2005	1
49	£3673.5 (Plus salaries)	£180,00	1995	2005	10

Plan to Upgrade To A Digital CCTV System

Based on the recommendations contained in the review:

Increased Income in First Year:

£15,000 from Police

£25,000 from City Precept/Town Councils (approximate figure)

Increased income £35,000

Savings In First Year:

£24,500 from co-location of CCTV and CareConnect

£5,000 on line to Police HQ in Devizes.

£2,573 from ceasing to transmit images from Five Rivers and the Depot.

£ To be determined - from the cessation of the Council's alarm service contract.

£ To be determined - from the cessation of the enhanced fault repair service.

£570 from the removal of Bourne Hill camera number 41.

Savings £32, 643

Total for the Council:

£67, 643

It is recommended that this be divided into £33, 821 for the Council's general fund to help meet the medium term financial strategy and that the remainder be put towards upgrading the CCTV service.

It is recommended that the priority of upgrades should be as follows:

6 cameras in Amesbury

4 cameras in Wilton

Park and Ride site cameras

Culver Street Car Park cameras (at the reduced number of 10).

By upgrading these cameras first, although they may not be the cameras most in need of upgrading, further revenue savings can be made in the order of:

£8,500 from the cameras in Amesbury

£4,000 from the cameras in Wilton

£3,700 from the cameras at the Park and Ride sites

£2,000 from the cameras at Culver Street

Total £18,200.

Total from year 2-3 = £85,843.

Should any of the other methods of generating revenue as recommended in the report come to fruition then it is recommended that the monies be split half into the Council's general fund and half towards completing the upgrade of the CCTV system.

B.2 (ii)

**CCTV SCRUTINY REVIEW
NOTES OF A VISIT TO LIBERTY
MONDAY, 11TH APRIL 2005**

PRESENT: Councillors: Marisha Ray
Anna Berent
Sylvia Wright
Officers: Bram Kainth
Liberty: Gareth Crossman
Mike Anderson

During discussion the following main points were made –

- Liberty not opposed in principle to use of CCTV
- CCTV did have some crime detection uses but even the Government accepted that street lighting was a more effective method of reducing crime.
- Until recently there had been an assumption that CCTV had been regulated by the Data Protection Act but a recent ruling had stated that it would only be covered if targeted on a particular individual
- Liberty were of the view that primary legislation should be introduced by Government to cover CCTV
- 90% of privately owned systems did not comply with the requirements of the Data Protection Act.
- To be effective CCTV cameras needed to be properly maintained and well placed and of a modern design – fewer cameras used in this way were more effective than many cameras that were poorly placed or of poor quality
- CCTV could only ever be used as an ancillary to policing
- It was important to ensure that anybody who had access to CCTV footage was properly trained on data protection principles
- Liberty did hear stories of CCTV footage being used for inappropriate purposes, however Liberty had only ever taken action in one case, the Peck case concerning inappropriate use of CCTV footage which had gone to the European Court of Human Rights
- Local authorities tended to have strict guidelines for the use of CCTV and used it responsibly – there were more problems with privately operated CCTV

- Most people would not be aware if there was inappropriate use of CCTV involving them
- There were 4.5 million CCTV cameras and most breaches of privacy were from private sector CCTV schemes
- Other European countries did not have as large a number of CCTV cameras as the UK – to have so many cameras could be seen in itself as a cause for concern but should not be regarded as living in a 'police' state.
- CCTV was not a 'magic wand' to reduce crime and tended to have to be self regulating as there was no organisation effectively regulating it
- Liberty were of the view that there should be a separation between operation and inspection and the more independent the inspection function was the better
 - Needed to be disciplinary measures in place to ensure action could be taken if staff abused CCTV footage
 - Noted that Liberty would shortly be introducing a book dealing with privacy issues and one section would be on CCTV and Liberty undertook to forward a copy when it was produced of an executive summary in advance of the section on CCTV
- Most privately operated CCTV tended to be used in shopping centres to ensure premises were secure, to detect shoplifting and to check up on employees – this could lead to abuse and a number of companies, including larger companies were not aware that their systems were not Data Protection compliant
 - Liberty were of the view that if private sector schemes were **willing to allow** Local Authority CCTV control centres to monitor their cameras **this would** be beneficial and be an improvement – it should be noted however **that** it would tend to be the more responsible private CCTV operators **who would** be willing to subscribe to a scheme of this nature
- Liberty were of the view that the use of RIPA's may not always be necessary and that there may on occasions be misuse of RIPA's although they had no proof of this
- Local authorities needed to analyse when planning to **introduce/increase** CCTV whether CCTV was more effective than other measures of crime reduction e.g. more police officers, community support officers
 - CCTV did have a role but there should not be cameras everywhere – CCTV did appear to reassure people even though the Home Office now accepted that street lighting was more effective.

- Liberty had no evidence to show that different methods of surveillance were being used together to invade privacy, however it was felt that there was a complacency about intrusive surveillance in Britain – this may have something to do with Britain never having been subjected to a dictatorship unlike many other European countries
- CCTV did not really act as a deterrent to reduce crime but did assist in improving detection rates
- Would be concerned if there was CCTV saturation coverage in a city centre unless there was a valid justification for doing so
- CCTV does cause a displacement of crime, however Liberty were of the view that CCTV did not dissuade people from committing crime
- CCTV considered to be of limited use for the war on terror apart from using cameras to track a vehicle – the Police and also the security services would have other more sophisticated measures of surveillance
- Supported the use of CCTV cameras for traffic enforcement and provided it could be justified the use of traffic enforcement cameras for community safety purposes
- There was a perception amongst businesses and residents that CCTV was necessary, but there was little real evidence or rationale to support this
- Liberty could not envisage circumstances in which CCTV could lead to a miscarriage of justice
- Noted that Liberty undertook to send a copy of the CCTV Code of Practice from the office of the Information Commissioner to the Committee as evidence for the CCTV scrutiny.

BT redcare reduces ongoing rental costs

BT **redcare** is introducing a new way to reward loyalty for customers who choose to use **redcare protect** (rs1000 or rs1000d) for their CCTV transmission needs over an extensive period of time.

As of 1 January 2006 **redcare** vision is introducing term discounts on new contracts. This means that customers who commit to a three- or five-year contract with us will be rewarded with a 5% or 10% discount respectively on the ongoing rental costs. Initially the discount will only be available to new contracts, but from 1 April 2006 the term discount will be offered to customers who apply to migrate their existing contracts.

For example, on schemes with 15 circuits, the savings could be as much as £1,500 per annum in rental charges. Contracts would exist on a rolling basis with a three-month notice period applicable at the end of the three- or five-year term.

For more information on how to reduce your ongoing rental costs, please contact your account manager or email redcare@bt.com with your details, including a phone number, and we will get back to you.

Capital costs	Description	No	Cost Each £	£	Comments
New Cameras		0	£ 4,250	0	Forward Vision's - Metal Mickey
Microwave link		0	£ 20,000	0	
Self-provide' fibre optic-cabling		0	£ 85	0	
LES 10 Connection	10Mb	1	£ 9,000	9,000	
LES 100 Connection	100Mbs	0	£ 10,000	0	
Control Room Equipment					
Matrix	128 x 32 matrix with expandable cards	1	£ 15,000	15,000	
Keyboards and joysticks		2	£ 850	1,700	
Central Time Source Clock		1	£ 1,000	1,000	
Metal MIC1 Interfaces to matrix		0	£ 950	0	8 camera inputs per card
Flat Screen LCD Operator Monitors	17" - 1280 x 1024 resolution	6	£ 650	3,900	2 per console (plus GUI)
Monitor Support Arms etc.		6	£ 250	1,500	
Graphic User Interface (GUI)	Each console with GUI and mapping	2	£ 14,000	28,000	
Rear Projection Screens	Barco or equivalent rear projector	1	£ 30,000	30,000	In place of video wall
Digital Video Recorder	21 days storage at 2 ips in 2CIF plus 'real-time' 25 ips storage for 31 days at 4CIF	1	£ 71,000	71,000	Real-time and time lapse digital recorder for 105 cameras
Quad Units		0	£ 300	0	Not required with Barco Rear Screen server
Uninterrupted Power Supply (UPS)		1	£ 10,000	10,000	
Electrical Works to Connect UPS with Generator etc.		1	£ 5,000	5,000	Not required at this stage
Electrical Generator		1	£ 25,000	25,000	Not required at this stage
BT Relocation of Fibre Route		1	£ 52,000	52,000	Relocate BT Circuits
Single Operator Console		0	£ 4,795	0	
Two/Three Bay Operator Central Console	CCTV and Emergency Telephone consoles	1	£ 14,150	14,150	
Supervisors Console		0	£ 6,445	0	
Barco/Rear Screen Surround		1	£ 1,500	1,500	
Review Suite		1	£ 4,250	4,250	Furniture/decorating etc.
Review computer and monitors		1	£ 2,500	2,500	

Police Station review suite and live video feed		1	£	5,000	5,000	
Digital Photographic Printer		1	£	250	250	
Managers Office and Equipment		0	£	6,500	0	
Telephones		2	£	100	200	
Police Radios & Installation		1	£	4,000	4,000	
Furniture Installation		1	£	2,500	2,500	
Storage Units		0	£	3,850	0	For CD's/DVD's etc.
Operators Chairs		3	£	550	1,650	
Connection/Labour Charge		10	£	350	3,500	
Building Works/ Alterations		1	£	28,050	28,050	
Electrical Works		1	£	10,815	10,815	Sufficient sockets and power to support all equipment
Suspended ceiling		1	£	7,185	7,185	
Anti-static flooring		1	£	8,640	8,640	
Decoration		1	£	11,520	11,520	
Lighting		1	£	7,922	7,922	
Fire/Intruder/access control		1	£	6,855	6,855	
Air Conditioning		1	£	22,500	22,500	
Ancillary costs		1	£	7,250	7,250	CDM Regs, Drawings, manuals, planters, pictures and blinds etc.
Control Room Costs					394,337	
TOTAL CAPITAL COSTS					403,337	
Annual Costs						
Microwave licence fees		0	£	664	0	Payable to the DTI
BT Annual Line Rental		1	£	1,620	1,620	Additional cost in relating to change of control room location
LES 10 Rental	1 Year	1	£	3,000	3,000	Discounts applied for longer duration rental periods
LES 100 Rental	1 Year	0	£	8,000	0	Discounts applied for longer duration rental periods
Control Room Maintenance		10	£	350	3,500	FOC first year - comprehensive cover
Annual Costs - Sub-Total					8,120	
TOTAL COSTS					411,457	