

SALISBURY CITY COUNCIL

Report

Subject : Salisbury CCTV
Committee : Services
Date : 10 February 2020
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1. Report Summary:

- 1.1. This report gives an overview of the CCTV service, discusses its management and considers future development of the system.

2. Background:

- 2.1. Salisbury City Council (SCC) agreed at its Full Council meeting in June 2019 to take on responsibility for the operation of the CCTV system from Salisbury Citywatch (SCW). The transfer of the services and its staff took place in September 2019.
- 2.2. Public Space CCTV surveillance was first introduced in Salisbury in 1994 by the former Salisbury District Council. It was very well received by the general public and continued to operate following the demise of Salisbury District Council and the advent of Wiltshire Council (WC). In 2014 WC ceased the CCTV service provision. WC thereafter announced that it would install a new CCTV system, to be handed over to Salisbury City Council (SCC) as part of an asset transfer in 2017. SCC had no in-house experience of this service provision and, together with Salisbury Business Improvement District (BID) set up a community interest company, Salisbury Citywatch (SCW) to operate and manage the system on its behalf.
- 2.3. The system was procured by WC with the majority of the camera positions were based on the original City Centre system.

3. National CCTV Strategy

- 3.1. Public Space CCTV first became popular in the early to mid-1990's. At that time there was virtually no legislation or regulation of it. This gradually changed and there is now a whole raft of both, particularly around the area of data protection and use of CCTV cameras. The Protection of Freedoms Act 2012 created the role of the Surveillance Camera Commissioner. This in turn led to the production of a number of important documents, specifically a National Surveillance Camera Strategy: <https://www.gov.uk/government/collections/national-surveillance-camera-strategy-for-england-and-wales>

and a Surveillance Camera Code of Practice:

<https://www.gov.uk/government/publications/surveillance-camera-code-of-practice>

3.2. The following is an extract from the National Camera Strategy:

The Commissioner's strategic vision is:

The public are assured that any use of surveillance camera systems in a public place helps to protect and keep them safe, whilst respecting the individual's right to privacy. That assurance is based upon deployment which is proportionate to a legitimate purpose, and transparency which demonstrates compliance with best and good practice and relevant legal obligations.

The Commissioner will deliver this strategic vision by:

Providing direction and leadership in the surveillance camera community. Enabling system operators to understand and use best and good practice, and then demonstrate to the public compliance with the principles of the Surveillance Camera (SC) Code and any associated guidance or legislation.

Therefore, the strategy links in with relevant legislation such as the Protection of Freedoms Act 2012, Data Protection Act 2018, the General Data Protection Regulations, Private Security Industry Act 2001, Human Rights Act 1998, Crime and Disorder Act 1998 and other associated guidance. It will also encourage the industries that supply and service surveillance camera systems to follow and demonstrate good and best practice.

The strategy will reach out to all system operators and those with responsibility for processing the personal data cameras capture with regard to their obligations as data controllers. This will include relevant authorities under a statutory duty to have regard to the SC Code, and those who are free to adopt the SC Code on a voluntary basis.

3.3. Following on from the Strategy the Commissioner has published a CCTV Code of Practice. SCW produced a CCTV Code of Practice specifically applicable to the Council's system. This Code complies with the Commissioners Code and is shown at Annex A for information. It is recommended that this committee approve the adoption of the CCTV Code of Practice, as drafted by SCW, suitably amended to acknowledge SCC's ownership of the system

4. Current CCTV in the City :

4.1. The current system comprises 64 cameras, a mixture of fixed and pan, tilt and zoom. Images from these cameras are transmitted wirelessly to the CCTV Control located at Bourne Hill. The images are then recorded digitally. The wireless transmission is via an Ofcom licensed bandwidth. Whilst this is a cost-effective solution it has some weaknesses, for example signal interference from nearby unrelated signals, adverse weather and obstructions such as foliage. Notwithstanding the problems outlined above the system provides very high quality

images. This was clearly evidenced by the images of the alleged 'Novichok' offenders which were circulated both nationally and internationally. One of the downsides of such high quality images is the amount of digital storage required. It has already been necessary to reduce the quality of some cameras in order to maintain the required 30 day retention period - this being the accepted norm for public space CCTV.

- 4.2. Initially the Council's ambition was for the system to be entirely staffed by volunteers. Whilst this may have been possible some years ago the introduction of legislation, regulation and government guidance has changed the situation. By accepting a public space CCTV system the Council has accepted the responsibilities and legal requirements that go with it. The potential for misuse of the system, either deliberate or accidental, could leave the Council vulnerable to legal action and reputational damage.
- 4.3. Currently the system is staffed by a paid part-time Manager and two paid part-time Operators, together with some 20 volunteers. The two Operators have many years' experience of CCTV and both have been professionally trained. The Manager has also achieved a professional CCTV qualification.
- 4.4. All of the volunteers have been required to undertake CCTV Operator training through the BIIAB scheme (www.biiab.org) an officially accredited organisation. Such training can cost up to £300 per person. It is unfortunate that almost by definition volunteers tend to be transitory in nature. Following this qualification volunteers are subject to a period of in-house training in the use of the CCTV system and all its ancillary activities. Volunteers are not permitted to operate the system unaccompanied until such time as they can be regarded as fully competent. This is quite intensive and requires considerable work by both the Manager and paid operators. It is during this period that a number of volunteers find they are unable to cope with the workload and skills and knowledge required. Whilst the majority are quite genuine in their commitment to the role their circumstances may change meaning that they are unable to continue. From the first moment every effort is made to ensure that volunteers are made aware of the ongoing commitment required.
- 4.5. A good percentage of the day-to-day work of the Operators involves the use of radio systems - Citywatch retail, Pub Watch and the Police. For many of the volunteers this has proven to be quite a challenge to achieve the required standard. It is apparent to the CCTV Manager that the prolonged period between the former CCTV System and the new system, a time when the retail and Pub Watch radio systems were still operating but virtually unsupervised, has resulted in a very noticeable fall of standards. BID are currently considering the implementation of a business crime reduction scheme which would result in a considerable increase in radio 'traffic'. There is work to be done regarding administration of the radio systems. BID have taken responsibility for purchase and delivery of radios but everyday operation of them has almost by default fallen on the CCTV service. Given the ever more stringent data protection and privacy requirements there is a perceived need for additional radio user training. The

need will need to be considered by SCC and the BID with other partners as part of the Managing the City Place Board Pillar work program.

4.6. Currently the CCTV system does not have any agreed formal key performance indicators. The relatively short time in which the system has been operational under full Council control makes it difficult to formulate any meaningful statistics. Data which can be collected includes:

- 4.6.1. Number of requests to view footage
- 4.6.2. Media seized as evidence
- 4.6.3. Number of hours system physically monitored.

4.7. Annex B shows the data gathered to date for the last time of these indicators.

5. Purposes and Objective for the System:

5.1. When CCTV was first introduced in to the City it was in response to a clearly defined problem and it therefore had well understood, although not necessarily well publicised, aims. Since that time a number of changes have occurred, not specifically relating the original problem but the overall perception of public space CCTV. In particular data protection issues and the greater emphasis on civil and individual liberties has resulted in specific legislation and guidance.

5.2. The operational purposes and objectives are clearly set out in the CCTV Code of Practice. The SCC Code complies with current legislation and the Code issued by the Surveillance Commissioner. An extract is shown below:

Subject to permitted use and modifications agreed in accordance with the Code of Practice the use of the CCTV System shall be restricted to the following general purposes:

- *To assist the prevention and detection of crimes and offences and to assist the Police with the more efficient deployment of resources for the purpose of deterring crime and apprehending offenders.*
- *The provision of evidence for the prosecution of offenders.*
- *To assist the tracking and apprehension of persons who are suspected of having committed a criminal offence.*
- *To assist the identification and compilation of information which can be used to ensure the safety of the general public.*
- *To assist the Fire, Ambulance and civil emergency services with the efficient deployment of their resources to deal with emergencies.*
- *To assist the management and efficiency of public services within the area of CCTV coverage.*
- **Exclusions**
The System will not be used to obtain recorded evidence to prosecute minor street offences unless accompanied by a more serious offence or unless it is of a nature which causes public danger or nuisance.

These purposes are deliberately 'broad brush'. It would not be possible to include every individual activity of the system but these headings encompass all activities within their meaning. It is worth noting that there is very clear public support for the CCTV system and it is believed that part of the purpose and objectives should be to promote it as a community asset,

5.3. A number of issues have been and need to be considered:

5.3.1. What should be the intended purposes or aims of CCTV in the City?
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'.

5.3.2. What objectives can be considered from this definition of purpose?

5.3.3. Can a list of indicators be created, against which performance can be monitored?

5.4. Essential elements of a successful CCTV system are the ability to engender close partnership working with all other partnership agencies. In this instance the primary partners are the Police, Salisbury BID, retailers and businesses and Pub Watch, the latter three involving the use of the Citywatch radio system. The Police have supplied a radio linked to their system, based in the CCTV Control at Bourne Hill. As a result the Council's CCTV forms the focal point for 'eyes and ears' across the City.

5.5. It is necessary to manage public expectations for the system. Whilst camera cover is reasonably extensive there are areas not covered. Generally the public expectation is that if something untoward happens in the City it will be captured by the cameras. There is a similar expectation by the Police. The fact that the incident may have occurred in an area not covered or that the camera covering it may have been pointing in the wrong direction is sometimes difficult to explain. When investigating a crime or incident the first question asked by the Police is normally 'is there any CCTV evidence?'

5.6. Owning and operating a public space CCTV system, particularly one of this size and complexity, is relatively expensive and there is no doubt that the Council will rightly be looking to achieve value for money. It should be acknowledged that in the early period, especially given the situation regarding volunteer operators, the impact of the system may not be as great as expected. Building a knowledge base takes time. Having said that there has been notable successes and there is every reason to believe that they will continue to increase. Efforts are ongoing to increase the number of trained and qualified Operators thus enabling extended hours of operation.

6. Legal Requirement's:

6.1. In order for the Council to operate public space CCTV there are legal requirement particularly contained within the Data Protection Act 2018 and the General Data

Protection Regulations. This includes clearly documented policies and an explanation of the legal basis for processing CCTV data. SCW carried out this work in respect of its operations and it is believed that the documentation provided by SCW could easily be amended to reflect SCC ownership and operation. A copy of the amended documents and the Council's CCTV Code of Practice are available on application to the CCTV Manager.

- 6.2. It should be noted that the Data Protection Act 2018 and the General Data Protection Regulation have extended the areas of responsibility to place much more emphasis on individual liability and responsibility as well as organisational liability and responsibility

7. Technology:

- 7.1. The current system is relatively new and utilises modern technology. It is not without its problems but there is every reason to believe that it will be effective for at least five years provided that an adequate maintenance regime is adopted. Inevitably there will be demands to increase the capacity of the system - a proposal for the installation of cameras in the Friary Estate has been considered in outline by officer - and the Police are exploring the option of a video link to their Control Centre at Devizes.
- 7.2. It has to be said that there is an element of fragility in the system particularly in respect of data transmission between some cameras. A Maintenance Agreement with the system installer, Openview, formed part of the asset transfer. This Agreement is not particularly robust and there has been some issues in its implementation. There are ongoing negotiations by the CCTV Manager in respect of this.
- 7.3. There is an undiminished demand for CCTV in all aspects of life, not only public space. As a result the development of new technologies continues apace. For example Automatic number plate recognition (ANPR), Facial Recognition, Behaviour Recognition and Gait Recognition. This is not an exhaustive list. It is unlikely that SCC will be actively pursuing such technologies in the short-term. Nevertheless the Council should remain aware of such progress and developments in addition to changes in legislation, regulation and guidance for public space CCTV.
- 7.4. In order to maintain a watching brief on changes outlined above it is recommended that the Council, through the CCTV Manager, becomes a member of the CCTV User Group. This Group is one of the major national representative bodies for CCTV use and is a forum for the exchange of information and ideas relating to the use of CCTV

8. Finance:

- 8.1. Public space CCTV is a relatively expensive service provision. SCC is fortunate in as much as it has not, so far, had to make any major capital investment in to it.

The ongoing revenue requirements do however fall within the remit of SCC. To put this into some context, when SCW was operating the system on behalf of SCC CW was in receipt of £50,000 p.a. (half from SCC and half from BID). A small proportion of that was used to administer the CW Company, the remainder to operate the CCTV system.

- 8.2. At that time the system was covered by a Maintenance Agreement with the installer, Openview, who have subsequently indicated that an extension of this Agreement for an additional three years would cost approximately £35,000. The CCTV Manager is currently exploring the viability and cost of employing another maintenance company.
- 8.3. As an indication of costs likely to be encountered Openview have quoted a sum of £6,500 to move one camera from its currently inadequate position to another much more operationally useful position.
- 8.4. At this time there is no requirement for capital investment in the system. A number of issues requiring both capital and revenue should, however, be borne in mind:
 - 8.4.1. SCC may come under pressure to expand the area covered. This would require capital payments for new cameras, changes to the operating system and possible expansion of the recording system.
 - 8.4.2. CCTV equipment has a finite life and it is quite possible that some elements will need replacing in the next five years.
- 8.5. These costs will need to be reflected in the Council's budget setting process in future years.

9. Future of the Service:

- 9.1. In 2020/2021 it is planned to continue operation of the service in the manner set out above. There will be continued recruitment and training of volunteers, where possible, in addition to the paid part time staff who manage and operate the system.
- 9.2. The Committee will need to consider whether it wishes to consider the expansion of the City and if so, instruct the CCTV Manager to consider the feasibility of such expansion in identified areas. The Council will need to be mindful that any expansion must be in line with the purposes and objectives of the service.
- 9.3. The CCTV service plays an active part in the security and safety of the City and this role may be developed over time if funding is available and the Council wishes it. The Committee will need to consider any such opportunities as they arise.

10. Recommendations:

It is recommended that the Committee:

- 10.1. Approve the adoption of the CCTV Code of Practice, as drafted by SCW, suitably amended to acknowledge SCC's ownership of the system
- 10.2. Note the proposed key performance indicators and data set out at Annex B

- 10.3. Approve the aim and objectives of the CCTV system as set out in para 5.2 above
- 10.4. Approve the adoption of the amended documentation as set out in para 6 above
- 10.5. Agree that the Council can become a member of the CCTV User Group as set out in para 7 above.
- 10.6. Note the ongoing revenue and potential capital costs of the CCTV service.

11. Wards Affected: All

12. Background Papers:

- 12.1. Annex A – SCW Code of Practice (Doc 76971)
- 12.2. Annex B – Performance Data (attached)
- 12.3. CCTV policies and procedure (Doc 76972) – available on request

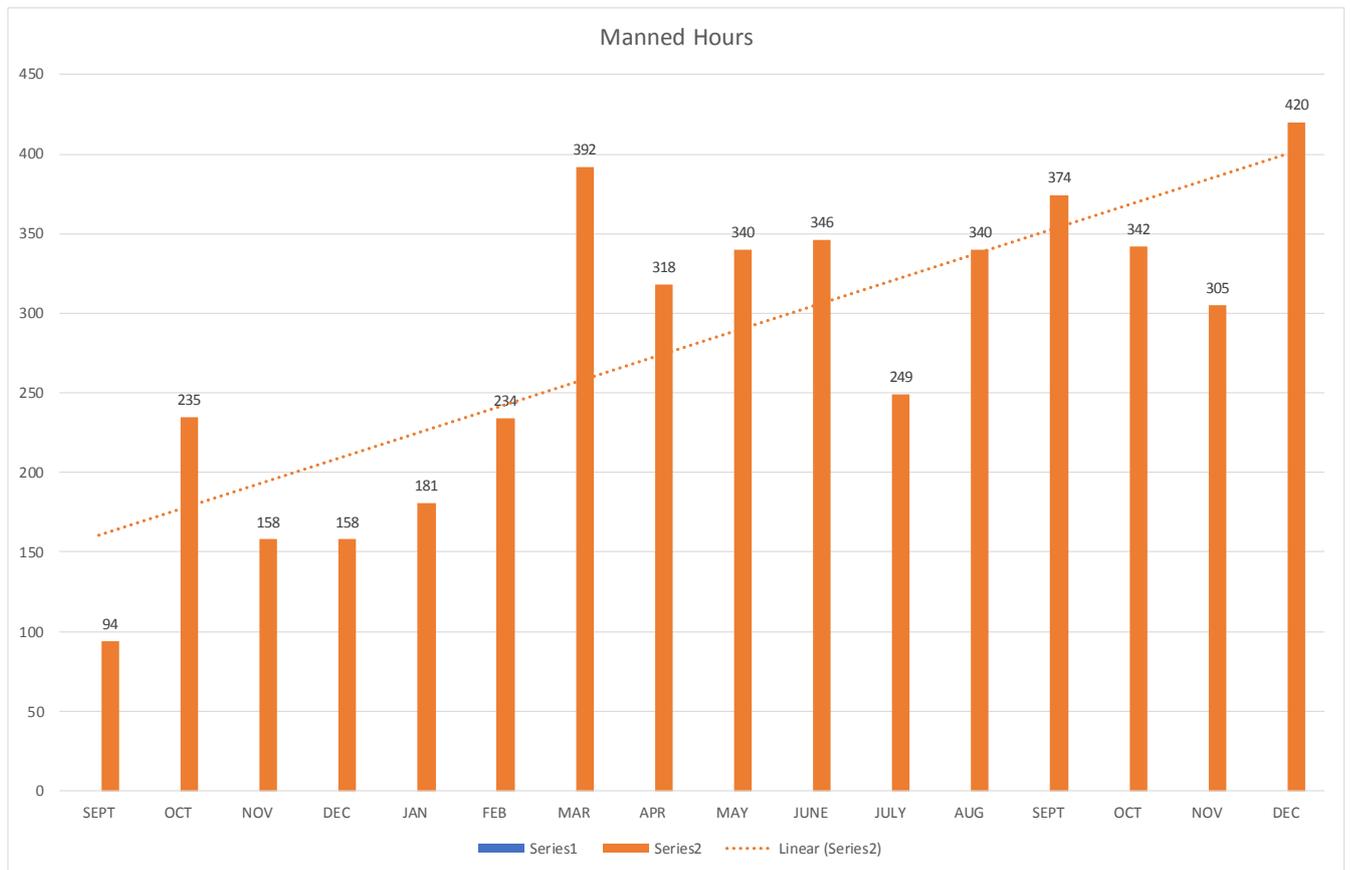
13. Implications:

- 13.1. **Financial:** In 2020/2021 the budget for the CCTV service is as follows
 - 13.1.1. Income - BID Grant £25,000 plus carry forward from 2019/2020 £35,000 for warranty purchase, plus SCC core cost £25,000 (Total £85,000)
 - 13.1.2. Expenditure - Equipment Maintenance & purchase plus licences £1,500, Extended warranty £35,000, Staffing costs £48,500 (Total £85,000)
- 13.2. **Legal:** As shown in this report
- 13.3. **Personnel:** As shown in the report
- 13.4. **Environmental Impact:** Nil in relation to this report
- 13.5. **Equalities Impact Statement:** Nil in relation to this report.

Annex B to Report to Services Committee – 10 Feb 2020

Indicator	Number
Number of requests to view footage	2018 198
	2019 371
Media seized as evidence	2018: 78
	2019 : 220

Manned Hours Sept 18 – Dec 19



Request to View Nov 17 – Dec 19-

