Executive Report
Report of Executive Head of Organisational Development
Author: Marie Clarke
Tel: 01483 444510
Email: marie.clarke@guildford.gov.uk
Lead Councillor responsible: Councillor Richard Billington
Tel: 01483 203206
Email: richard.billington@guildford.gov.uk
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Review of closed circuit television (CCTV)

Executive Summary

This report sets out the findings of the review of CCTV undertaken at the request of this Committee in October 2013. The principal objectives of the review were:

(a) to investigate the strategic aims of CCTV;
(b) to investigate the overall effectiveness of CCTV;
(c) to understand how the system operates and how decisions regarding future use are informed; and
(d) to investigate the limitations of the physical system and to what extent these limitations are being addressed.

We comment on the important role of CCTV in preventing and detecting crime and anti-social behaviour, protecting vulnerable people and making people feel safer. We also propose a number of actions to improve the effectiveness, technological advancements and future development of CCTV in Guildford. These include developing a strategic vision and action plan for CCTV and improved strategic and operational management arrangements. We also propose to undertake an audit of CCTV cameras to ensure that they are located most effectively.

Recommendation to Executive

That the Executive approves the following actions proposed by officers as a result of the review of CCTV:

(1) That the Safer Guildford Partnership be requested to develop a strategic vision and action plan for the development of the CCTV system in Guildford to ensure that future funding and planning is targeted and can be measured against defined objectives.
(2) That a working group comprising representatives of the CCTV Control Room, Surrey Police, Council and maintenance contractor be established to meet on a monthly basis to consider and address operational issues and technological developments.

(3) That strategic oversight of the use and development of CCTV be maintained through regular reports to the Safer Guildford Partnership and the inclusion of a section on CCTV in the annual report from the Partnership to this Committee;

(4) That partners be encouraged to give greater emphasis in publicity and press releases to the important role of CCTV in dealing with specific incidents and cases to demonstrate its value to residents;

(5) That opportunities to improve co-ordination with partners’ CCTV systems and to link with systems within shopping centres, shops, bars, restaurants, car parks and other sites be explored;

(6) That an audit of the current location of CCTV cameras be undertaken and opportunities for redeployment be considered to ensure their effectiveness;

(7) That the officers explore the possible upgrading of images to HD (high definition quality) and the role of wireless links between cameras; and

(8) That the officers investigate whether viable alternative methods of transmitting telemetry signals exist to the Virgin Media fibre network, without compromising resilience or quality.

(9) That the officers explore the opportunities requested by the lead councillor in relation to flood monitoring, emergency resilience and camera dial up.

(10) That officers explore the opportunities for to use a camera to move between pre-established CCTV locations, as can be seen in Ash.

Reasons for Recommendation:
The proposed actions will enable better planning for the future development of CCTV in Guildford and ensure the continued effective operation of the system.

1. **Purpose of Report**

   1.1 The Executive is asked to approve the recommendations made in this report, which were endorsed by the Customer and Communities Scrutiny Committee on 11 March 2014.

2. **Strategic Framework**

   2.1 The review of CCTV supports the vision in our corporate plan. An effective CCTV system will provide a safe environment and support Guildford to be a town and borough with an evolving and vibrant economy and for people today and future generations living in an ever-improving society.
3. **Background**

3.1 Surrey Police approached partners in 1992 to look at ways of reducing criminal and anti-social behaviour in Guildford town centre. As part of the solution, we agreed that a CCTV system should be installed.

3.2 We installed the system in 1995 after three years of planning. Approximately 20 cameras were included, located mainly in High Street and North Street. The control room was based at Guildford Police Station, as it is now. The system had an immediate impact and 220 arrests had been initiated by the end of its first year of operation.

3.3 Since its launch, there have been several additions and enhancements to the system. These were funded through various sources, including the Council’s capital programme, central government and Section 106 planning agreements.

3.4 The operation of CCTV continues to be a partnership between Surrey Police and ourselves. We own the system and are responsible for maintenance and organising improvements and enhancements. The Police are responsible for its day-to-day operation and the control room is manned 24/7 by their staff. Surrey Police fund the operational element, whilst we fund the infrastructure.

3.5 We manage the maintenance of the CCTV system through a private contractor. Until recently, this maintenance was undertaken by the initial installers and their successors. However, following a takeover of the company, we have experienced problems and the contract has been terminated. We are currently preparing a tender for a new contract.

3.6 We undertook a comprehensive review of CCTV in 2005. Following a visit to the control room in July 2013 by the Licensing Committee, a number of councillors suggested that a further review of CCTV would be timely. This Customer and Communities Scrutiny Committee agreed the scope for the review in October 2013, with the following principal objectives:

1. to investigate the strategic aims of CCTV;

2. to investigate the overall effectiveness of CCTV;

3. to understand how the system operates and how decisions regarding future use are informed; and

4. to investigate the limitations of the physical system and to what extent these limitations are being addressed.

(The detailed scope is attached at Appendix 1.)

3.7 The review relates to the CCTV system owned by the Council and operated by Surrey Police. It does not include systems operated by others parties.
3.8 We established an officer project group, chaired by Mark Reed and including representatives of Surrey Police, to undertake the review. This report outlines the findings of the review and describes the future action that we propose to take.

4. **Strategic Aims of CCTV**

**Governance**

4.1 CCTV supports and underpins the work of the Safer Guildford Partnership, including by contributing to the three overarching priorities of its strategic partnership plan:

- promoting confidence
- reducing and preventing crime
- reducing re-offending

4.2 Within these overall priorities, CCTV supports work on a number of more specific issues, including:

- dealing with priority crimes and town centre disorder
- targeting people who are having a negative impact on the community
- targeting places suffering from anti-social behaviour
- supporting vulnerable people
- casualty reduction

4.3 Although relationships exist at an operational level between Surrey Police and ourselves, the review suggests that the shared strategic vision for CCTV and associated governance arrangements should be renewed and strengthened. Due to the importance of CCTV to its priorities, we will ensure that the Safer Guildford Partnership takes a strategic lead and has a greater role in overseeing its operation.

4.4 We will also ask the Safer Guildford Partnership to develop a strategic vision and action plan for the development of the CCTV system to ensure that future funding and planning is targeted and can be measured against defined objectives. This will be informed by the countywide CCTV strategy currently being prepared by Surrey Police.

4.5 We are also proposing to establish a working group comprising representatives of the CCTV Control Room, Surrey Police, maintenance contractor and ourselves to meet on a monthly basis to consider advancements in technology and address operational issues, such as sightline obstructions.

**Future Priorities and Spending Plans**

4.6 We currently have £135,000 of funding available through Section 106 planning agreements to invest in new CCTV cameras at specific locations. There is also a further sum of £112,000 in the approved capital programme for Safer Guildford Phase 4 Lighting and CCTV. Of this, £60,000 has been allocated to upgrade to
digital recording equipment but, as the cost of this technology has reduced recently, we are likely to achieve this at a lower cost.

4.7 Our main priority is to introduce a new maintenance contract. This will be on a pay as you go basis and we anticipate that this will cost significantly less than our previous approach. The schedule of rates within the contract will include items for providing and installing new cameras and other equipment.

4.8 We are currently assessing a number of new sites for cameras funded through Section 106 planning agreements. We need to complete design work in relation to these sites, as follows:

- opposite G Live in London Road
- near G live in York Road/Dene Road
- Woodbridge Road at its junction with Leas Road
- Tesco, Lysons Avenue at its junction with Vale Road

Publicity

4.9 Research shows general support for CCTV systems in the UK. They are largely seen as having an important role in reducing crime and catching offenders, rather than there being any perception of “big brother”. The acceptance has been achieved partly from publicity in the media of many high profile cases where offenders have been apprehended solely as a result of CCTV.

4.10 In Guildford, the local press occasionally refers to the role of CCTV in particular incidents, but this is not common. There is an opportunity for partners to give greater emphasis in publicity and press releases to the important part played by CCTV in specific cases to demonstrate its value to residents.

Existing Provision and Opportunities

4.11 A list showing the current locations of CCTV cameras is attached at Appendix 2. The main concentration of cameras is in Guildford town centre. In addition, there are strategically placed cameras on the main approaches and exit roads to the town. There are three cameras in Ash.

4.12 Other potential new camera locations could include:

- Guildford Spectrum or the London Road/Boxgrove Road roundabout
- Burpham (as this is used as an escape route to the London bound A3)
- Sydenham Road junction with Tunsgate
- Guildford Park Road near to the railway station
- The footbridge between Stoughton and Yew Tree Drive, Bellfields. Known locally as the monkey bridge

4.13 The lead councillor has suggested we investigate the use of CCTV for the following purposes:
4.14 Investigate the opportunity to use a camera to move between pre-established CCTV locations, as can be seen in Ash.

5. Effectiveness of CCTV

Objectives, Impact and Costs and Benefits

5.1 The primary objectives of CCTV are to:

- reassure the public and make people feel safe
- prevent and detect crime
- act as a deterrent
- maintain public order
- reduce nuisance and vandalism
- record the best evidence for court proceedings
- enhance the safety of Police Officers and other employees
- identify vulnerable people (e.g. those incapacitated by drink)
- identify traffic problems and incidents.

5.2 CCTV allows the operator to quickly assess the urgency of an incident. Where appropriate, they can ask for a response team to be dispatched urgently or withdraw a blue light response if it is not required. The link between duty Police Officers and CCTV operators also allows footage of incidents to be recorded and used in subsequent reviews and cases.

5.3 CCTV supports the work of the Safer Guildford Partnership’s Community Incident Action Group and Joint Action Group (Places) through the monitoring of problem areas and individuals. It provides evidence for Anti-Social Behaviour Orders, Section 30 Dispersal Orders and other interventions. Staff at the CCTV control room are also an integral part of the Partnership’s Town Centre Disorder Group.

5.4 In terms of statistics, the following table shows the number of incidents logged by the CCTV control room over the last three years:

<table>
<thead>
<tr>
<th>Year</th>
<th>Incidents Logged</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>5,493 (average 458 per month)</td>
</tr>
<tr>
<td>2012</td>
<td>5,818 (average 485 per month)</td>
</tr>
<tr>
<td>2011</td>
<td>4,726 (average 393 per month)</td>
</tr>
</tbody>
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5.5 The costs of operating the CCTV system are highlighted in Section 6 of this report. In terms of value for money, the use of CCTV to identify and detect crime is extremely cost-effective. A national study put the average cost per incident recorded by CCTV at £953, compared with detections by DNA at £17,361 and fingerprints at £12,654.
Customers and Partners

5.6 Our principal customers are residents, business and visitors who benefit from the reassurance the CCTV system provides. The views of the public on CCTV were discussed at the Police and Crime Commissioner’s Crime Summit in Guildford on 13 November 2013. Key messages from attendees included:

(a) People are deterred from committing crimes because they will be caught on camera and convicted, which makes others feel safer.

(b) Attendees were reassured that are no plans to use cameras to enforce “trivial” matters, such as parking offences.

(c) There was interest in having cameras with loud speakers so that operators could warn people of their behaviour (there are currently two in Guildford, which are very effective).

(d) Questions were raised around facial recognition technology and automatic number plate recognition (ANPR). ANPR is already used routinely by Surrey Police. Facial recognition cameras were being investigated but, at present, the cost is likely to be prohibitive.

(e) Although cameras are a good deterrent, their implementation needs to be reasonable and proportional.

(f) Concerns were raised about how often the cameras were monitored.

5.7 There was general overall support for the use of CCTV in Guildford as long as cameras continued to be placed in areas of need and were, therefore, justified, proportionate and reasonable. A balance needs to be maintained between people’s right to a private life and to be protected.

5.8 In addition to residents, visitors and businesses, other agencies also benefit from our CCTV system. CCTV operators are often the first eyes on the scene of an incident or accident, which allows other emergency services to be contacted immediately and ambulances and fire engines to be despatched to the scene quickly. Other beneficiaries include:

- British Transport Police (in relation to issues and individuals about to enter Guildford’s two stations).

- Neighbouring police forces (which often request CCTV footage in cross-border cases).

- Council services dealing with environmental offences (which will be notified of any issues). CCTV has also provided evidence when our enforcement officers have been abused and threatened.
Street Angels, taxi marshals and door staff are in regular contact with the CCTV control room, particularly at peak times of the week to ensure the safety of people in pubs, clubs and bars.

Surrey County Council (which is notified of traffic issues that can then be communicated to the local media).

5.9 Although there are currently benefits to partners, there may be opportunities to improve co-ordination and explore whether systems could be linked. For example, there are currently limited links to CCTV systems within shopping centres, shops, bars, restaurants, car parks and other sites.

6. **Operation of the System and Decisions on Future Use**

**Operation of Cameras**

6.1 We have 48 PTZ (pan, tilt and zoom) cameras and seven fixed cameras (in subways near the University). As well as the town centre, cameras are also located on the main approaches and exit roads to the town and in Ash. Two cameras (located at the Friary taxi rank and in North Street) have speakers so that the control room operator can communicate with people on the street. The locations of all cameras are set out in Appendix 2.

6.2 The hardware at street level and within the CCTV control room is owned and maintained by the Council. The system is operated by Surrey Police staff within a secure environment at Guildford Police Station. They are used overtly and monitored proactively by six trained CCTV Operators working a 24/7 shift pattern. The team and control room is supervised by a manager employed by Surrey Police.

6.3 The system in Guildford is broadly comparable to most other high profile towns. However, comparisons are difficult as no two systems are alike.

**Budget**

6.4 Our budget for CCTV in the current financial year is £127,060. This includes £44,000 for maintenance and £38,500 for transmission line rental (i.e. provision of optical fibres for telemetry and control), with most of the remainder being allocated to salaries within Operational Services. Surrey Police’s budget for operating the CCTV system is £171,400 in 2013/14.

6.5 The telemetry and control of the system is vital and has always been via optical fibre. Our agreement on the cable network is now with Virgin Media and costs £38,500 per annum. We intend to investigate whether viable alternative methods of transmitting telemetry signals exist without compromising resilience or quality.

6.6 Capital funding for CCTV is subject to funding bids to our capital programme with the need having to be fully justified. A more strategic approach and shared future action plan, as suggested in paragraph 4.4 above, would assist in ensuring that future funding and planning is better targeted in order to deliver our key objectives.
6.7 Funding is also secured through Section 106 planning agreements. In addition to the capital costs of new cameras, Planning officers have been asked to include line rental in all future estimates.

7. Limitations of the System

7.1 Clearly, the location of the cameras has a substantial impact on the effectiveness of the CCTV system. These locations are partly determined by the position of the civils (fibre, power, access etc.). We are proposing to undertake an audit of the current location of cameras and identify opportunities for redeployment to ensure that we optimise performance. This will identify current blind spots and areas of concern that are not within the system’s existing coverage.

7.2 External factors may also have an impact, such as sightline obstructions caused by trees, advertising hoardings, lettings boards and scaffolding. The proposed new operational working group will have a key role in addressing these issues. For example, estate agents will be reminded to consult the CCTV control room when fixing letting boards in relevant locations.

7.3 At street level, the installed hardware dates back mainly to 1995 and is showing signs of wear. We are currently upgrading the system by replacing the internal camera modules, whilst retaining the robustness of the original housings. A formal rolling programme of replacement will be essential to ensuring the equipment remains fit for purpose.

7.4 Whilst undertaking recent repairs to six of the cameras we took the opportunity to replace the camera units within the existing camera housing. This cost £500 per unit. This resulted in an immediate improvement in image for these cameras. To upgrade the remaining cameras it would cost approximately £20,000. This can be funded from the savings from renewing the maintenance contract and the projected reduced cost of renewing the digital recording system.

7.5 The DVR Servers urgently need replacing with up-to-date hardware. We could then dispense with the use of VHS tape, which is now redundant technology, of inferior quality and cannot be played in Court. The introduction of digital recording would cost in the region of £20,000. An item for supplying and installing suitable DVR equipment will be included in the schedule of rates of the renewed maintenance contract.

8. Financial Implications

8.1 There are no financial implications arising directly from this report. Capital funding for CCTV is subject to funding bids to our capital programme or secured through Section 106 planning agreements. It should be recognised, however, that any expansion of the CCTV system has associated revenue implications through the increased costs of line rentals.
9. **Legal Implications**

9.1 We comply with all relevant legislation and codes of practice relating to the use of CCTV. This report does not have any additional legal implications.

10. **Human Resource Implications**

10.1 There are no human resource implications arising from this report.

11. **Conclusion**

11.1 We have explained the objectives of CCTV and its important role in preventing and detecting crime and anti-social behaviour, protecting vulnerable people and making people feel safer. We have also set out how the system operates as a partnership between Surrey Police and ourselves and the associated budgets.

11.2 The review has identified a number of actions that we propose to take to improve the effectiveness and future development of CCTV in Guildford. These include assessing new technology, developing a strategic vision and action plan for CCTV and improved strategic and operational management arrangements. We also propose to undertake and audit of CCTV cameras to ensure that they are located effectively.

12. **Background Papers**

   Report to Customer and Community Scrutiny Committee: 22 October 2013
   Report to Customer and Community Scrutiny Committee: 11 March 2014

13. **Appendices**

   Appendix 1: Review of CCTV – Scope
   Appendix 2: CCTV Camera Locations (January 2014)
REVIEW OF CCTV – SCOPE

1. To investigate the strategic aims of CCTV
   1.1 What governance arrangements are in place?
   1.2 What are the future priorities for us and our partners?
   1.3 What plans are there for future spending on CCTV?
   1.4 How is CCTV publicised and what publicity opportunities exist?
   1.5 What is the true extent of provision across the borough and what other CCTV opportunities exists?

2. To investigate the overall effectiveness of CCTV
   2.1 What are the objectives of CCTV?
   2.2 What impact does the system have and what benefits do we get from it?
   2.3 Who are our customers and how does CCTV affect them?
   2.4 Does the system provide value for money and what is the cost benefit analysis?
   2.5 Does CCTV offer any benefits to partners and stakeholders?

3. To understand how the system operates and how decisions regarding future use are informed
   3.1 How many cameras are there, who owns them, who operates them, what locations do they cover, how are they used and are they co-ordinated?
   3.2 What systems are in place and what are the costs?
   3.3 How is the CCTV budget established and who has responsibility for this?
   3.4 How much are the running costs for the system including staff?
   3.5 How does the system compare with other areas?
   3.6 How do we maintain the system and how much does this cost?
   3.7 What co-ordination is there with partners?

4. To investigate the limitations of the physical system and to what extent these limitations are being addressed.
   4.1 Is the equipment being used fit for purpose?
   4.2 Are there any plans for modernisation of the equipment?
   4.3 What external factors have an impact on the system?
   4.4 Is the scheme adequately staffed?
CCTV CAMERA LOCATIONS (JANUARY 2014)

1. High Street opposite Friary Street.
2. High Street opposite Quarry Street.
3. High Street junction with Chapel Street.
4. High Street opposite Market Street.
5. High Street opposite Tunsgate.
6. High Street opposite Jeffries Passage.
7. High Street junction with North Street.
8. High Street next to the Royal Grammar School.
9. High Street corner of Pizza Express.
12. Walnut Tree Close junction with Bridge Street.
15. North Street opposite Leapale Road.
16. North Street junction with Swan Lane.
17. North Street opposite Commercial Road.
18. North Street opposite Friary Street.
20. Onslow Street opposite Bedford Road.
21. Leapale Lane junction with Woodbridge Road.
22. Woodbridge Road opposite Bojangles.
23. Bedford Road junction with Laundry Road.
24. Bedford Road opposite the Odeon Cinema.
25. Woodbridge Road Junction with Ladymead Retail Park.
27. Guildford Police Station.
28. Onslow Street junction with Bridge Street.
29. Aldershot Road junction with Worplesdon Road.
30. Walnut Tree Close opposite the University Footbridge.
31. Park Street Portsmouth Road Car Park.
32. Haydon Place Junction opposite Leapale Lane.
33. Millmead Car Park opposite Porridge Pot Alley.
34. York Road junction with Stoke Road.
35. Millbrook adjacent to Millbrook Car Park.
36. Ash Street junction with Star Lane.
37. Ash Hill Road junction with Wharf Road.
38. Moorfield Road junction with Woking Road.
40. Epsom Road junction with Bushy Hill Drive.
41. Horsham Road junction with Kings Road.
42. Manor Road junction with Stoughton Road.
43. Southway Land adjacent to No 107.
44. Egerton Road Subway.
45. Egerton Road Subway.
46. Egerton Road Subway.
47. Egerton Road Subway.
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<tr>
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<tr>
<td>49</td>
<td>Dover Arms Roundabout, Ash</td>
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<tr>
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